

# The Role of the State Plan

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The State Plan was prepared and adopted by the State Planning Commission according to the requirements of the State Planning Act of 1985 as amended (N.J.S.A. 52:18A-196 et seq.) to serve as an instrument of state policy to guide state agencies and local government in the exercise of governmental powers regarding planning, infrastructure investment and other public actions and initiatives that affect and support economic growth and development in the state.

## THE STATE PLANNING ACT

In 1985, the Legislature of the state of New Jersey adopted the State Planning Act (N.J.S.A. 52:18A-196 et seq.). In the act, the Legislature declared that the state of New Jersey needed sound and integrated statewide planning in order to:

*...conserve its natural resources, revitalize its urban centers, protect the quality of its environment, and provide needed housing and adequate public services at a reasonable cost while promoting beneficial economic growth, development and renewal...*

Under the act, the State Development and Redevelopment Plan is to be the culmination of a statewide planning process that involves the active participation of state agencies and municipal, county and regional governments in the preparation of the Plan by the State Planning Commission. The act recognizes, and is based on, the following principles:

1. The future well-being of the state of New Jersey depends on equal and shared social and economic opportunity among all its citizens.
2. A reasonable balance between public- and private-sector investment in infrastructure is key to the fiscal health, economic prosperity and environmental integrity of the state.
3. Coordinated planning among the state and local governments can ensure that “economies, efficiencies and savings” are achieved regarding public- and private-sector investment in the state.
4. The revitalization of the state’s urban centers is necessary if all New Jersey’s citizens are to benefit from growth and economic prosperity.
5. The provision of adequate and affordable housing in reasonable proximity to places of employment is necessary to ensure equal social and economic opportunity in the state; achieving this end requires sound planning to ensure an adequate supply of available land that can be developed in an efficient growth pattern.
6. The conservation of natural resources and the protection of environmental qualities are vital to the quality of life and economic prosperity of New Jersey.

The State Planning Act created a State Planning Commission comprised of 17 members appointed by the governor:

- five from the governor’s cabinet;
- two other representatives from the executive branch;

- four representing municipal and county government, at least one of whom represents the interests of urban areas; and
- six public members at least one of whom is a licensed professional planner.

The chair of the Commission is appointed by the governor from among the public members. Under the act, the Commission is responsible for establishing a statewide planning process and the preparation and periodic update of the State Plan, including a long-term infrastructure needs assessment. Other statutory duties and responsibilities of the Commission include:

- Develop and promote procedures that effect cooperation and coordination among state agencies and local government.
- Provide technical assistance to local governments.
- Review state and local government planning procedures and relationships, and recommend administrative or legislative action to promote a more efficient and effective planning process.
- Review state and local planning programs and recommend to the governor and Legislature any administrative or legislative action that would improve the efficiency or effectiveness of such programs.
- Review any legislation appropriating funds for a capital project, and make recommendations concerning such legislation.

The act also establishes the Office of State Planning within the Department of Treasury (the office has since been moved to the Department of Community Affairs as a result of Reorganization Plan No. 002-1998, N.J.A.C 5:2-1) to serve as professional staff to the State Planning Commission. The Director of the Office is appointed by the governor and serves as the Secretary and Principal Executive Officer of the Commission. The Office of State Planning is required to perform the following duties:

- Publish an annual report on the status of the State Plan and progress toward achieving its goals.
- Provide planning services to other agencies of state government.
- Provide planning assistance to local units of government.
- Review the plans of interstate agencies that affect New Jersey.
- Compile statewide data, including forecasts of population, employment, housing and land needs.
- Prepare and submit to the State Planning Commission, in conjunction with the preparation of, or update to, the State Plan, alternate growth and development strategies.

The statewide planning process established by the act provides for three significant planning stages: the Preliminary Plan, the Interim Plan and the Final Plan.

The Preliminary Plan serves as the basis for Cross-acceptance, a collaborative, participatory process by which state agencies and local governments join in statewide planning to achieve full public participation in the process and a consensus among all levels of government. Cross-acceptance is defined by the State Planning Act as:

*...a process of comparison of planning policies among governmental levels with the purpose of attaining compatibility between local, county and state plans. The process is designed to result in a written statement specifying areas of agreement or disagreement and areas requiring modification by parties to the Cross-acceptance. (N.J.S.A. 18A-202b.)*

Cross-acceptance involves three phases: a comparison phase, a negotiation phase and a final review phase whereby a consensus is established through the participation and cooperation of private- and public-sector interests at the local, regional and state levels.

The Interim Plan reflects the changes in the Preliminary Plan that are negotiated during the Cross-acceptance process. It serves as the basis for an Impact Assessment that evaluates the comparative impacts of existing conditions and trends with those of the Interim Plan and identifies desirable changes that should be incorporated in the State Plan.

The Final Plan is then adopted as the State Development and Redevelopment Plan after a series of public meetings and opportunities for written comments. The act also provides that the State Plan shall accomplish the following objectives:

- Protect the natural resources and environmental qualities of the state.
- Promote development and redevelopment where infrastructure can be provided by private investment or additional revenues generated by new growth and development.
- Identify areas for growth, limited growth, agriculture, open space conservation and other appropriate designations.
- Coordinate planning at the state, regional and local level.
- Establish statewide planning objectives for land use, housing, economic development, transportation, natural resource conservation, agriculture and farmland retention, recreation, urban and suburban redevelopment, historic preservation, public facilities and services, and intergovernmental coordination.

A key element of the State Plan is the Infrastructure Needs Assessment. The adequacy of a state's infrastructure to meet future demands for service defines its future quality of life and its capacity to grow and prosper. The State Planning Act requires that the State Plan include an infrastructure needs assessment that:

*...provides information on present and prospective conditions, needs and costs with regard to state, county and municipal capital facilities, including water, sewerage, transportation, solid waste, drainage, flood protection, shore protection and related capital facilities. (N.J.S.A. 52:18A-199b).*

The official Infrastructure Needs Assessment of the State Plan is entitled *New Jersey State Development and Redevelopment Plan: Infrastructure Needs Assessment*, and it is included in the State Plan by reference.

## MONITORING, EVALUATION AND ASSESSMENTS

### Analyzing Alternative Growth Patterns

Because New Jersey is located in one of the great megalopolises of the world, between two of the largest cities in the nation, it is at the center of economic and social change. The magnitude of this change will depend largely upon national and international forces beyond the state's control. However, the manner in which this change affects the quality of life in the New Jersey is very much in our control and is the focus of the State Plan.

If New Jersey is to grow and prosper without compromising levels of service in public facilities and services, state and local governments must either find ways to increase revenues to meet capacity demands or find ways to reduce future capacity demands. The State Plan

recommends that some reductions in future demand are achievable if growth occurs in more efficient, compact forms. In other words, property taxes and development fees could be less onerous in the future if the pattern of growth and development in the state allowed for the provision of infrastructure more efficiently—qualitatively, quantitatively and fiscally. New Jersey’s pattern of growth must be responsive to market forces in order to maintain economic prosperity in the future and to encourage private sector investment in jobs, housing and infrastructure. It must also be efficient both in terms of preserving the quality of life in the state and in terms of meeting service demands.

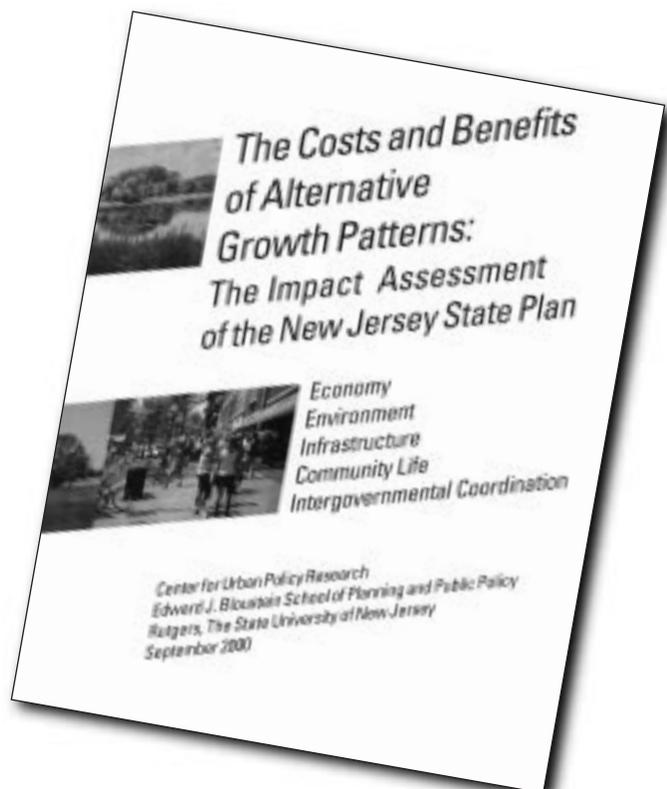
In 1988, the State Planning Commission evaluated three broad alternative patterns of growth: a continuation of trends; an urban concentration scenario restricting growth in rural areas and redirecting growth toward urban areas; and a corridor and nodes scenario which would limit sprawl outside existing urban areas by concentrating growth into high-intensity, mixed-use Centers in the major development corridors where development pressures are strongest.

The Commission concluded that the preferred vision was an extension of the corridors and centers scenario that enhances opportunities for growth in urban areas. The Plan must revitalize the urban areas with incentives in those areas, not by restricting growth in rural areas. Controlling sprawl in suburban and rural areas must be achieved by restructuring the pattern of growth in New Jersey away from sprawl toward a system of compact Centers. A rural development strategy that organizes future rural growth primarily around existing settlement patterns would reduce development pressures on agricultural and environmentally sensitive lands.

## Impact Assessment

Prior to adoption of the State Plan, a detailed analysis of alternative growth patterns was tested. This analysis, titled *The Costs and Benefits of Alternative Growth Patterns: The Impact Assessment of the New Jersey State Plan*, was published in September 2000 by the Center for Urban Policy Research at Rutgers University. Two growth scenarios were compared: TREND, a continuation of current development traditions in the absence of the State Plan and PLAN, based on implementation of the State Plan’s strategies and policies.

Based on a quantitative analysis of economic, environmental, infrastructure, community life and intergovernmental coordination implications, the research team concluded that New Jersey would grow by 908,000 people, 462,000 households and 802,500 jobs (not including agricultural jobs or self-employment) over the 20-year period under both scenarios. In both situations, quality of life in the state will continue to increase. However, by following the State



Plan, urban communities will see their populations rise by 144,000 more people than under trend development patterns. The plan would also increase jobs and income in New Jersey's cities, inner suburbs and rural towns, doubling the number of new jobs in urban communities.

With full implementation of the State Plan, the benefits for New Jersey in 2020 will include:

- savings of \$160 million annually to towns, counties and school districts;
- 870 fewer centerline miles of roads and savings of \$870 million in local road costs;
- savings of \$1.45 billion in water and sewer costs;
- a 27,000 increase in work trip transit users;
- 122,000 acres of land will not be converted to development, including 68,000 acres of farmland and 45,000 acres of environmentally fragile land;
- reversal of a projected \$340 million loss in household income in urban communities, to a gain of \$3 billion; and
- improvements in the quantity and quality of intergovernmental contacts and relationships.

## Infrastructure Needs Assessment

### Purpose

The Infrastructure Needs Assessment, incorporated in the State Plan as a separate volume, compiles and summarizes information provided by state agencies since the adoption of the first Infrastructure Needs Assessment by the State Planning Commission in June 1992.

Investment in capital facilities and other infrastructure is one of the most powerful tools available to implement comprehensive plans for development and redevelopment. The New Jersey State Planning Act recognizes the importance of infrastructure by promoting development where infrastructure capacity exists or may be readily provided and discouraging development where capacities are limited. The State Planning Act links the state's annual capital budget recommendations to the *State Development and Redevelopment Plan*, and makes the Infrastructure Needs Assessment an integral part of the State Plan.

An ultimate objective of the State Planning Act is to allow government at all levels to devise more effective, efficient and desirable growth and infrastructure policies. Specifically, the State Planning Act and related legislation encourages state and local agencies to:

- coordinate capital plans with comprehensive and functional plans,
- increase the time horizon for capital planning,
- base capital budgets on long-term capital plans, and
- use consistent and coordinated capital planning methods.

The State Plan defines infrastructure as those capital facilities and land assets under public ownership, or operated or maintained for public benefit, that are necessary to support development and redevelopment, and to protect public health, safety and welfare.





The most comprehensive and methodologically consistent assessments of conditions and needs are prepared as part of regional, statewide or nationwide studies. This Infrastructure Needs Assessment is based on data compiled by New Jersey state agencies and from the Impact Assessment, except where other sources are cited. To the extent adequate data are available, this Infrastructure Needs Assessment:

1. Profiles changes in conditions since the 1992 Infrastructure Needs Assessment.
2. Estimates needs in terms of both:
  - units of service or capacity (classrooms, millions of gallons per day, acres) for capital facilities and land assets; and
  - dollar costs (adjusted to 1999 constant dollars), without regard to funding source.
3. Defines needs as:
  - present needs, consisting of backlog needs to correct existing deficiencies to serve existing residents and jobs and rehabilitation needs for recurring, periodic improvement or replacement of capital facilities to keep existing infrastructure in service; and
  - prospective needs, consisting of needs to provide and maintain new infrastructure to serve anticipated future development and redevelopment, and to respond to changes in standards of service.

The Infrastructure Needs Assessment is intended to serve as one of many sources of information—together with the Cross-acceptance process, the monitoring and evaluation (State Plan indicators and targets) program, reports on plan implementation, and the deliberations of the State Planning Commission itself—contributing to the development of the State Plan and its attendant goals, objectives, policies, and mapping.

## Key Findings

The Infrastructure Needs Assessment provides a great deal of information. Key findings include: \$543 per year is what the average New Jerseyan pays for public investments in infrastructure, nearly evenly divided between state and local governments and primarily for highways and education. On a per capita basis, New Jersey now invests more than most of its surrounding states

and more than the national average in infrastructure improvements. Nationwide, local governments provide a significantly larger share of capital investments relative to state government.

The rehabilitation, repair and replacement of existing infrastructure have been increasingly coordinated with the State Plan’s priorities for infrastructure for new growth.

Strategic plans are now being developed and applied by state agencies to guide public investments in economic development, transportation, energy, water supply, open space, higher education, affordable housing, the arts and other key infrastructure components. The importance of

<b>SUMMARY OF ESTIMATED INFRASTRUCTURE COSTS, 2000–2020</b>			
	<b>ESTIMATED PRESENT COSTS</b>	<b>ESTIMATED PROSPECTIVE COSTS</b>	<b>TOTAL ESTIMATED COSTS</b>
<b>Transportation and commerce infrastructure systems</b>	<b>\$50.9 billion</b>	<b>\$20.6 billion</b>	<b>\$71.5 billion (63%)</b>
<ul style="list-style-type: none"> <li>● support the economy of New Jersey by helping to produce goods and move goods, people and information</li> <li>● most costs are for maintaining and upgrading existing systems to correct existing deficiencies or to keep existing infrastructure in service</li> <li>● for farmland retention and public transportation, costs for future needs are greater than costs to meet existing needs</li> </ul>			
<b>Public health and environment infrastructure systems</b>	<b>\$15.4 billion</b>	<b>\$12.4 billion</b>	<b>\$27.8 billion (24%)</b>
<ul style="list-style-type: none"> <li>● include water supply, wastewater disposal and other systems that protect public health and environmental quality</li> <li>● costs for existing and future needs evenly divided overall</li> <li>● greatest share of future needs are for wastewater disposal and water supply</li> </ul>			
<b>Public safety and welfare infrastructure systems</b>	<b>\$11.7 billion</b>	<b>\$3.4 billion</b>	<b>\$15.1 billion (13%)</b>
<ul style="list-style-type: none"> <li>● help create and maintain a just society</li> <li>● most documented costs are associated with existing needs</li> </ul>			
<b>Estimated infrastructure costs through 2020</b>	<b>\$78.0 billion (68%)</b>	<b>\$36.4 billion (32%)</b>	<b>\$114.4 billion</b>

long range capital improvement planning as a management and fiscal planning tool to help local governments finance and build infrastructure is being increasingly highlighted.

As part of the State Plan, the Infrastructure Needs Assessment is revised and updated as part of the Cross-acceptance process. It does not substitute for functional plans and annually updated capital plans and budgets of municipal, county, regional and state agencies and neither evaluates nor endorses plans and proposals for specific projects.

The State Plan, through its Goals, Statewide Policies, State Plan Policy Map, and other provisions, establishes a framework for strategic decision making. The Infrastructure Needs Assessment organizes this framework to define an Infrastructure Investment Decision Process and advance recommendations for subsequent assessments. Municipal, county, regional and state agencies that incorporate this decision making process in their capital planning will help to achieve the goals of the State Plan, and will help government agencies in New Jersey comply with the Government Accounting Standards Board Statement 34 that establishes new national Generally Accepted Accounting Principles for government agencies that manage infrastructure.

Efforts to increase the geographic detail and operational usefulness of the Infrastructure Needs Assessment in the future to achieve the goals of the State Plan will include:

- Implementing advanced information technologies (such as Geographic Information Systems, Internet and advanced modeling capabilities) and data exchange among state and local agencies to more accurately track needs and capital investments.
- Maintaining a unified series of municipal demographic and economic forecasts.
- Implementing the Infrastructure Investment Decision Process, including developing data for capacity-based planning.
- Implementing the State Plan, including Plan Endorsement efforts.
- Maintaining and enhancing the State Plan monitoring and evaluation (indicators and targets) program.
- Including capital planning in the State Plan Cross-acceptance process.

## Indicators and Targets

The State Planning Act requires the State Planning Commission to include “the appropriate monitoring variables and plan targets in the economic, environmental, infrastructure, community life and intergovernmental coordination areas to be evaluated on an on-going basis...” In response, this section identifies six key indicators and targets that relate to these five areas.

### Indicators

The term indicator traces back to the Latin meaning to disclose or point out. Indicators communicate information about progress toward societal goals. As commonly understood, an indicator is something that provides a signal to a matter of larger significance or makes perceptible the status, a trend or a phenomenon for something that is not immediately or otherwise easily detectable. Thus, an indicator’s significance extends beyond what is actually measured to some larger phenomena of interest. Indicators are used in the State Plan as the monitoring variables required by the act.

### Targets and Trends

A target is a value that we would like an indicator to have. A trend is a description of what is happening, not necessarily of what should be. The value of an indicator or trend relative to its target

may point to the need for actions, such as changing infrastructure investment, the location of new development, or provisions of the State Plan. The State Plan may also provide targets for indicators that New Jersey has relatively little control over, such as unemployment (affected by the national and regional economy) and air quality (affected by pollution coming from other states), as changes in these factors may also require adjustments in policy. For a target to be achieved, it may be necessary to break an existing trend.

## Balanced Scorecard

Indicators may be organized in a variety of ways for reporting purposes. Each different framework carries its own set of advantages and disadvantages. The State Plan framework, which is based on the domains of economic, environmental, infrastructure, community life and intergovernmental coordination issues, focuses on outcome measures. The State Plan's indicators and targets provide a dashboard analysis of progress and implementation, useful in providing signals about the ultimate effects of a set of public policies. However, such outcome measures may have time-lag effects and may present difficulties in obtaining data.

It is therefore useful to develop a set of additional measures that are more directly related to the operations of state agencies and local government functions, providing interim measures of policies. These measures will more likely be input and output measures, involving resources applied to policy issues (inputs may include fiscal, human, or technological resources) and a measure of what is produced with these resources (outputs may include customer services or capital facilities). Therefore, state agencies, local government and the private sector should create input and output indicators that provide interim measures of progress toward these goals.

This approach, balancing broader outcome measures that assess how policies affect the outside world with targeted input and output measures of government functions, provides what is known as a balanced scorecard approach to public policy and strategic planning. The State Plan, New Jersey Future's Sustainable State indicators and the Department of Environmental Protection's National Environmental Performance Partnership System (NEPPS) provide an excellent basis for this balanced scorecard approach. As state agencies fulfill an obligation to implement the State Plan and provide annual updates on the indicators established in the Sustainable State report, they are encouraged to develop specific input and output measures that provide guidance for individual programs and departments. Local government agencies are encouraged to develop and maintain their own balanced scorecard of input, output and outcome measures. Linking these measures with the outcome measures of the State Plan will provide a strategic framework for assessing public policy and State Plan goals.

***The State Plan framework, which is based on the domains of economic, environmental, infrastructure, community life and intergovernmental coordination issues, focuses on outcome measures.***

## Interpreting the Indicators and Targets

Taken by themselves, individual indicators and targets only report data. These indicators provide information only when they are placed in the context of other indicators, the quality of the data and other factors. When this information is placed in the context of the State Plan policies and implementation, it provides a basis for knowledge. Such knowledge can lead to wise choices in changing or maintaining policies or implementation of the State Plan. Completing the cycle, changes

in policies or implementation can lead to updates or changes in the indicators and targets. For all this to occur, a strong commitment must be shared and sustained by the agencies that collect and analyze the data associated with each indicator. The State Plan's monitoring and evaluation program will therefore identify progress toward achieving the targets for each State Plan indicator in the Annual Reports and other technical reports of the Office of State Planning.

## Key Indicators

Six indicators and targets are considered key because they are broadly based, generally quite understandable to the public at large, and cover all State Plan Goals:

### ***I. New development, population and employment located in the Metropolitan and Suburban Planning Areas or within Centers in the Fringe, Rural and Environmentally Sensitive Planning Areas***

#### **Target:**

- The percent of the acres converted to development that are located in the Metropolitan and Suburban Planning Areas or within Centers in the Fringe, Rural and Environmentally Sensitive Planning Areas is 70 percent from 1995 to 2005 and 90 percent from 2005 to 2020.
- The percent of the state's population growth locating in the Metropolitan and Suburban Planning Areas or within Centers in the Fringe, Rural and Environmentally Sensitive Planning Areas is 85 percent from 2001 to 2020.
- The percent of the state's employment growth locating in the Metropolitan and Suburban Planning Areas or within Centers in the Fringe, Rural and Environmentally Sensitive Planning Areas is 90 percent from 2001 to 2020.

**BASELINE:** 45 percent of the 166,449 acres developed between 1986 to 1995 (outside of the Pinelands and Meadowlands jurisdictions) were located in the Metropolitan and Suburban Planning Areas (71,349 acres) or within Center Boundaries in the Fringe, Rural and Environmentally Sensitive Planning Areas (3,939 acres). The Office of State Planning estimates that as of 1995, 123,600 acres of land in the Metropolitan Planning Area and 253,873 acres in the Suburban Planning Area remained potentially available for development. Since the boundaries of many Centers in the Fringe, Rural and Environmentally Sensitive Planning Areas are still to be determined, acreage in these areas cannot yet be adequately estimated.

According to the Impact Assessment Study prepared by the Center for Urban Policy Research at Rutgers University, 81.9 percent of the state's population (6,888,403 out of 8,414,350 people) live in Metropolitan and Suburban Planning Areas or in Centers in Fringe, Rural and Environmentally Sensitive Planning Areas. This estimate is based on estimations which categorize the entire population of a municipality as living in these areas if more than 50 percent of the municipality's land area is in Metropolitan or Suburban Planning Areas or a Center in Fringe, Rural and Environmentally Sensitive Planning Areas.

According to the Impact Assessment Study, 89.9 percent of the state's employment (3,502,321 out of 3,900,589 jobs) are located in Metropolitan and Suburban Planning Areas or in Centers in Fringe, Rural and Environmentally Sensitive Planning Areas. This estimate is based

on estimations which categorize the entire employment of a municipality as being located in these areas if more than 50 percent of the municipality's land area is in Metropolitan or Suburban Planning Areas or a Center in Fringe, Rural and Environmentally Sensitive Planning Areas.

**TRENDS:** Sufficient information is not available to determine a trend for land in Centers.

New Jersey has a population of 8.4 million in 2000 (U.S. Census) that is projected to grow at a modest rate ranging from 0.5 percent to 1.5 percent annually, to 9.06 million in 2020.

New Jersey has 3.9 million nonagricultural jobs, a number that is projected to grow by approximately one percent annually, to 4.7 million in 2020.

**BASIS FOR TARGET:** The State Plan does not preclude development from occurring in the Environs; therefore, the 2020 targets for this indicator should be less than 100 percent.

## 2. The amount of land permanently dedicated to open space and farmland preservation

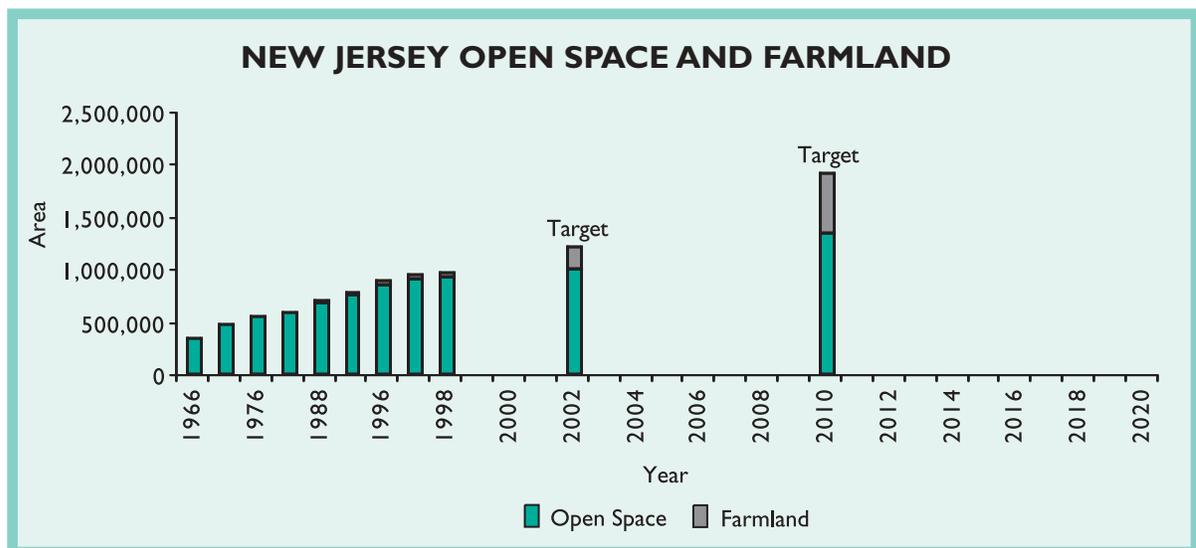
### Target:

- The amount of land permanently dedicated to open space is 1,004,000 acres by 2002 and 1,354,000 acres by 2010 (New Jersey Department of Environmental Protection).
- The amount of land preserved for farmland is 200,993 by 2002 and 550,993 by 2010 (State Agriculture Development Committee).

**BASELINE:** New Jersey has a total land area of 4,984,338 acres. On December 31, 2000, 964,259 acres of public open space were permanently preserved and 96,839 acres of farmland were preserved.

**TRENDS:** Under current trends, the total amount of permanently preserved open space is increasing at an average rate of nearly 12,500 acres per year since 1960. Since 1994, an average of approximately 25,000 acres of open space per year has been permanently preserved.

In 1999, approximately 830,000 acres of land were in farmland production. To attain the target of 500,000 acres of farmland preserved in 10 years, an average of 50,000 acres will need



to be preserved each year. Since the state's farmland preservation program began in 1985, farmland has been preserved at an average of 3,200 acres per year. This number has increased to an average of approximately nearly 5,000 acres per year since 1994, and over 8,000 acres per year since 1997.

**BASIS FOR TARGET:** In 1998, New Jersey voters approved a constitutional dedication of \$98 million annually for 10 years and over \$1 billion in bond financing to support open space preservation targeted at preserving one million acres, including open space and farmland. Passage of the Garden State Preservation Trust Act in June 1999 established this stable source of funding.

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

### 3. Percent of New Jersey's streams that support aquatic life

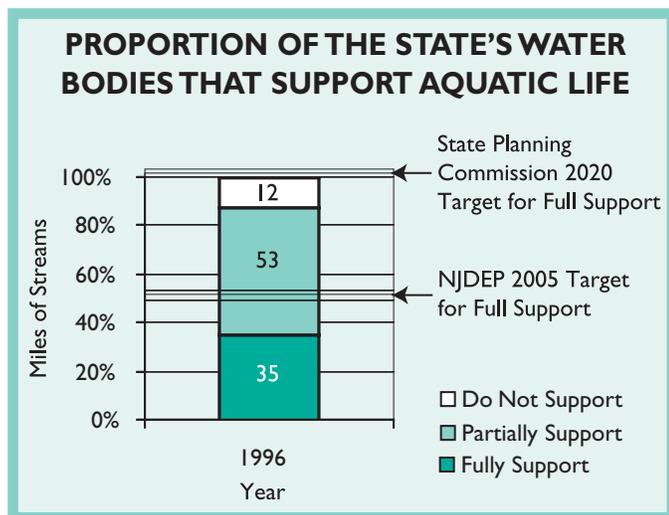
#### Target:

- 50 percent of stream miles assessed fully supporting aquatic life by 2005. 95 percent of stream miles assessed fully supporting aquatic life by 2020.

**BASELINE:** In 1996, 35 percent of stream miles assessed fully supported aquatic life. An additional 53 percent of stream miles assessed partially supported aquatic life.

**TRENDS:** Sufficient information is not available to determine a trend.

**BASIS FOR TARGET:** The target for 50 percent of stream miles supporting aquatic life by 2005 comes from the New Jersey Department of Environmental Protection's NEPPS process. The 2020 target was developed by the State Planning Commission.



### 4. Meet present and prospective needs for public infrastructure systems

#### Target:

- Meet 25 percent of Present Costs (backlog) by 2005 and 100 percent by 2020, while meeting all Prospective Costs as they become necessary.

**BASELINE:** \$78 billion in Present Costs and \$36.4 billion in Prospective Costs were estimated based on available documentation (Infrastructure Needs Assessment, State Planning Commission 2001).

**TRENDS:** While long-term information is available for a few components of infrastructure, sufficient information is not available to determine an overall trend for public infrastructure systems in the aggregate.

**BASIS FOR TARGET:** The 2005 target assumes constant annual expenditures in adjusted dollars to reach the goal of eliminating all backlog need by 2020.

### ESTIMATED INFRASTRUCTURE COSTS, 2000–2020

	ESTIMATED PRESENT COSTS	ESTIMATED PROSPECTIVE COSTS	TOTAL ESTIMATED COSTS
<b>TOTAL ESTIMATED COSTS</b>	<b>\$77,944</b>	<b>\$36,418</b>	<b>\$114,362</b>
<b>TRANSPORTATION AND COMMERCE</b>	<b>\$50,881</b>	<b>\$20,619</b>	<b>\$71,500</b>
Roads, Bridges and Tunnels	\$26,707	\$3,999	\$30,706
Public Transportation	\$15,526	\$10,791	\$26,317
Freight, including Ports	\$2,530	\$835	\$3,365
Aviation, including Air Freight	\$4,209	\$2,916	\$7,125
Other Transportation Facilities	\$190	\$145	\$335
Energy	\$1,335	\$415	\$1,750
Telecommunications	nav	nav	nav
Farmland Retention	\$384	\$1,518	\$1,902
<b>HEALTH AND ENVIRONMENT</b>	<b>\$15,376</b>	<b>\$12,380</b>	<b>\$27,756</b>
Wastewater Disposal	\$4,988	\$8,370	\$13,358
Water Supply	\$1,980	\$3,340	\$5,320
Stormwater Management	\$201	nav	\$201
Shore Protection	\$364	nav	\$364
Public Recreation Open Space Land	\$2,500	\$0	\$2,500
Public Recreation Facilities	\$243	nav	\$243
Solid Waste Management	\$5,100	\$670	\$5,770
Public Health Care	nav	nav	nav
<b>PUBLIC SAFETY AND WELFARE</b>	<b>\$11,687</b>	<b>\$3,419</b>	<b>\$15,106</b>
Public Education	\$10,300	nav	\$10,300
Higher Education	\$581	\$2,569	\$3,150
Public Libraries	\$290	nav	\$290
Arts	\$300	nav	\$300
Public Safety	nav	nav	nav
Justice	nav	nav	nav
Corrections	\$129	\$534	\$663
Historic Resources	nav	nav	nav
Public Administration	nav	nav	nav
Human Services	\$87	\$316	\$403
Public Housing	nav	nav	nav

Notes: Present and Prospective Costs based on available documented estimates.

All values in millions of 1999 constant dollars.

nav = Documented estimates are not available for this category.

Source: *New Jersey State Development and Redevelopment Plan: Infrastructure Needs Assessment*, State Planning Commission 2001

## 5. Progress in socioeconomic revitalization for the 68 municipalities eligible for Urban Coordinating Council assistance

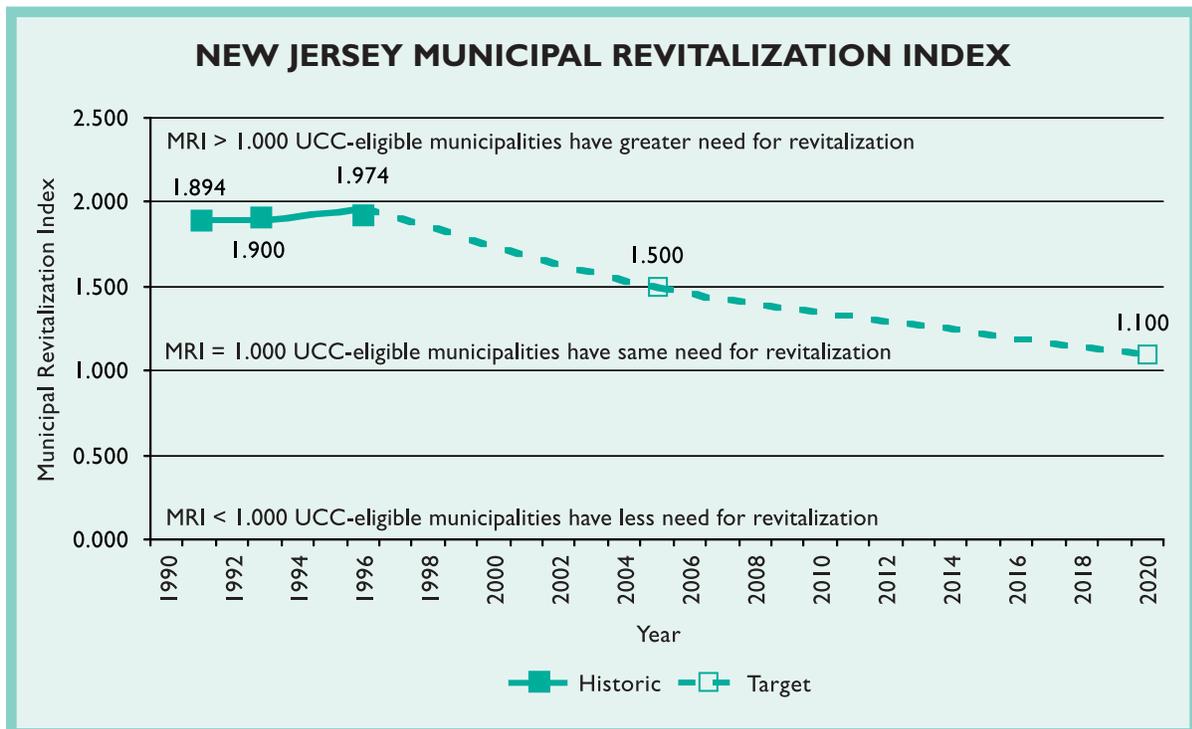
### Target:

- The Urban Coordinating Council municipalities have demonstrated progress in reducing the gap between their revitalization needs and those of all other municipalities to 1.50 by 2005 and 1.10 by 2020.

**BASELINE:** Municipal revitalization needs for the Urban Coordinating Council (UCC) municipalities were, on average, 1.97 times greater than those for other municipalities in 1996. (1996 Municipal Distress Index, Office of State Planning)

**TRENDS:** The Office of State Planning performed similar calculations for 1991 and 1993 data. A higher value on the Municipal Revitalization Index chart means that UCC municipalities require greater revitalization to bring them to the average (1.0) for non-UCC municipalities.

**BASIS FOR TARGET:** Urban Coordinating Council municipalities tend to be entry points for immigrant populations and provide more housing opportunities for lower-income residents. As a result, they will tend to have greater needs for revitalization than most communities.



## 6. The degree to which local plans and state agency plans are consistent with the State Plan

### Target:

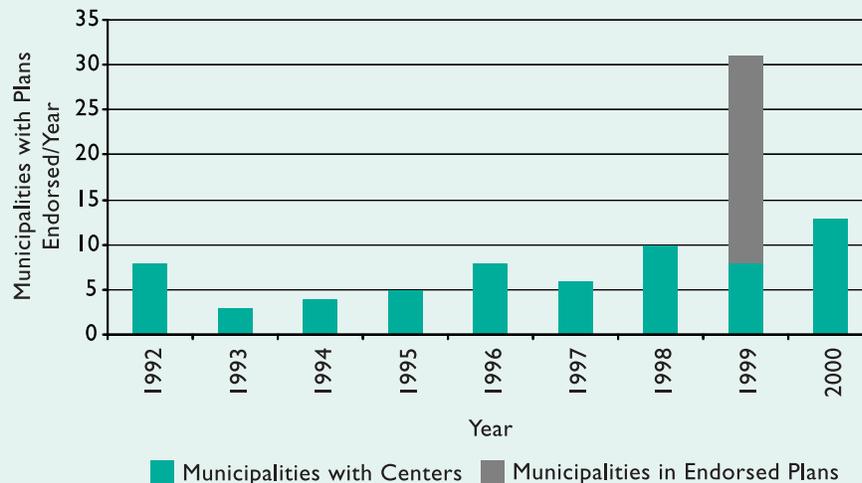
- By 2005, 50 percent of local plans are consistent with the State Plan and 100 percent of state agency plans are consistent with the State Plan.
- By 2020, 100 percent of local plans are consistent with the State Plan and 100 percent of state agency plans are consistent with the State Plan.

**BASELINE:** 88 New Jersey municipalities (16 percent of municipalities outside of the Pinelands and Meadowlands jurisdictions) currently have plans approved by the State Planning Commission. As of March 31, 2001 the State Planning Commission had designated 64 Centers—eight Urban, 11 Regional, 27 Town, 14 Villages and four Hamlets. The State Planning Commission has endorsed an Urban Complex Strategic Revitalization Plan for Hudson County and its 12 municipalities (including the Jersey City Urban Center) and a Strategic Corridor Plan for 12 municipalities in the Route 130 corridor in Burlington County. In addition, the Office of State Planning has reviewed six state agency functional plans.

**TRENDS:** In 1992, the State Planning Commission designated eight Urban Centers. In 1999, the State Planning Commission endorsed two regional plans, comprising 24 municipalities in two counties. In 2000, the State Planning Commission designated 20 Centers, comprising all or part of 15 municipalities in eight counties. Over 200 additional Centers were proposed in the 1998 Cross-acceptance reports.

**BASIS FOR TARGET:** Given that 16 percent of the municipalities in New Jersey currently have plans consistent with the State Plan (not including the nine municipalities fully in the Pinelands Commission jurisdiction), the 2005 target assumes that on average 38 municipalities become consistent each year—comparable to 1999, which had the highest number of Endorsed Plans in any year to date. This target will be dependent on the availability of state Smart Growth planning funds to support the preparation of plans consistent with the State Plan.

**NUMBER OF MUNICIPALITIES WITH CENTERS OR PLANS ENDORSED BY THE STATE PLANNING COMMISSION 1992–2000**



## Additional Indicators

Twenty-seven additional indicators and targets are identified that provide greater detail for each category. The Office of State Planning will track these indicators annually, in addition to other indicators that may be appropriate to assess implementation of the State Plan.

### Economic

#### 1. Average annual disposable income among New Jerseyans

##### Target:

- By 2005 and 2020, New Jersey will maintain its position of 25 percent over the national average for disposable income.

**BASELINE:** Per capita annual disposable income in 2000 was \$30,700 for New Jersey residents, second in the nation (in 1992 dollars) and approximately 25 percent over the national average. The average per capita disposable income for the nation in 2000 was \$24,964.

#### 2. Unemployment

##### Target:

- Unemployment is reduced to below the national average by 2005, and remains below the national average by 2020.

**BASELINE:** New Jersey's unemployment rate in 1993 was 7.5 percent, and in 1996 it was 6.2 percent. The seasonally adjusted unemployment rate for New Jersey in 2000 was 3.8 percent. The national unemployment rate was 4.0 percent. (New Jersey Department of Labor, U.S. Department of Labor)

#### 3. Conversion of farmland for development

##### Target:

- The rate of conversion of farmland for development will not exceed 3,000 acres per year by 2020.

**BASELINE:** In 1999, 830,000 acres of land were in active farms. Since 1986, an average of 7,500 acres per year of farmland have been converted for development.

#### 4. Percent of brownfield sites redeveloped

##### Target:

- 80 percent of brownfield sites identified by the Brownfields Redevelopment Task Force for redevelopment will be redeveloped or undergoing redevelopment by 2005 and 100 percent of these sites will be redeveloped by 2020.

**BASELINE:** An inventory of brownfield sites identified for potential redevelopment is being compiled by the New Jersey Brownfields Redevelopment Task Force.

## 5. Agricultural output

### Target:

- Annual agricultural output of New Jersey farms will increase (in constant dollars) through 2005 and 2020.

**BASELINE:** In 1999, the New Jersey agricultural sector output was \$851,795,000.

## 6. Percent of jobs located in Urban Coordinating Council municipalities

### Target:

- The percent of jobs in New Jersey located in Urban Coordinating Council municipalities will increase by 2005 and 2020.

**BASELINE:** In 1990, 1,317,221 (34 percent) of 3,860,670 total jobs were located in Urban Coordinating Council (UCC) municipalities. In 1998, 1,315,085 (32 percent) of 3,963,198 jobs were in UCC municipalities. (New Jersey Department of Labor)

## Environmental

## 7. Economic output per unit of energy consumed

### Target:

- The economic output per unit of energy consumed increases.

**BASELINE:** In 1999, the economic output (dollars of Gross State Product) per unit of energy consumed equaled \$128.07 per Million British Thermal Units (MBTU).

## 8. The generation of solid waste on a per capita and per job basis

### Target:

- The generation of solid waste on a per capita and per job basis is reduced.

**BASELINE:** In 1999, New Jersey generated a total waste stream of 17,181,767 tons, or 11.6 pounds per capita per day and 29.0 pounds per job per day.

## 9. Number of unhealthful days annually caused by ground-level ozone, particulate matter and carbon monoxide

### Target:

- Conformity of state air quality with federal standards is attained by 2007 (New Jersey Department of Environmental Protection, National Environmental Performance Partnership System) and continues to improve by 2020.

**BASELINE:** In 1999, New Jersey was in attainment of federal air quality standards for particulate matter, lead, carbon monoxide and nitrogen dioxide. For sulfur dioxide, dispersion

modeling indicates that there is a non-attainment area in Warren County. New Jersey is not in attainment for ozone.

## 10. Greenhouse gas emissions

### Target:

- Reduce greenhouse gas emissions to 3.5 percent below 1990 levels by 2005 (Department of Environmental Protection, National Environmental Performance Partnership System) and continues to improve by 2020.

**BASELINE:** In 1990, New Jersey's greenhouse gas emissions were 135 million tons of CO<sub>2</sub> equivalents.

## 11. Conversion of wetlands for development

### Target:

- Reduce conversion of wetlands to not exceed 50 acres per year statewide by 2005 and to no net loss of acres by 2020.

**BASELINE:** From 1986 through 1995, an estimated 1,002 acres of wetlands in New Jersey were converted to development, a rate of approximately 100 acres per year, resulting in 947,006 acres of wetlands remaining in 1995 (Office of State Planning analysis of land use/land cover mapping produced by the New Jersey Department of Environmental Protection).

## 12. Conversion of land per person

### Target:

- The number of acres of lands converted per person in the state from 2001 to 2010 is less than one-fifth (0.20) of an acre per person. The number of acres of lands converted per person in the state from 2010 to 2020 is less than one-sixth (0.16) of an acre per person.

**BASELINE:** Through 1985, the historic ratio of land converted per person was 0.16 acres per person. From 1986 to 1995, that ratio was 0.48 acres per person.

## 13. Changes in toxic chemical use and waste generation (non-product output or NPO) by New Jersey's manufacturing sector

### Target:

- By 2005, industrial facilities will reduce the amount of toxic chemicals generated as production related waste (NPO) by 50 percent from 1993 levels (New Jersey Department of Environmental Protection, National Environmental Performance Partnership System) and continues to improve by 2020.

**BASELINE:** In 1997, the approximately 600 New Jersey industrial facilities which are subject to Toxic Chemical Release Inventory (TCRI) reporting collectively generated approximately 200 million pounds of production related waste, known as Non-product Output (NPO).

## Infrastructure

### 14. The percent of all trips to work made by carpool, public transportation, bicycle, walking or working at home

#### Target:

- The percent of trips to work made by carpool, public transportation, bicycle, walking or working at home increases by 2005 and 2020.

**BASELINE:** The percent of trips to work made by carpool, public transportation, bicycle, walking or working at home was 33 percent in 1980, 28 percent in 1990 and 27 percent in 2000.

### 15. Vehicle miles traveled per capita

#### Target:

- The number of vehicle miles traveled per capita stays constant from 2005 to 2020.

**BASELINE:** In 1999, total vehicle miles traveled for New Jersey was 65.919 billion miles, for an average of 8,094 vehicle miles traveled per person.

### 16. Number of pedestrian fatalities in vehicular accidents on state roads

#### Target:

- Reduce the number of pedestrian fatalities in vehicular accidents on state roads by 2005 and 2020.

**BASELINE:** In 1999, 153 of the fatalities in vehicular accidents were pedestrians. (New Jersey Department of Law and Public Safety)

### 17. Increase in transit ridership

#### Target:

- Increase the number of work trip transit users by 27,000 by 2020.

**BASELINE:** The number of New Jersey work trip transit users was estimated to be over 352,000 in 2000. The number of users is projected to increase by 18,000 by 2020 under trend projections (*The Costs and Benefits of Alternative Growth Patterns: The Impact Assessment of the New Jersey State Plan, 2000*).

### 18. Percent of potable water supplies that meet all standards

#### Target:

- The percent of potable water supplies that meet all standards improves.

**BASELINE:** Community water systems serve about 88 percent of the New Jersey's eight million residents. In 1998 there were 616 community water systems. The community water

systems have exceeded the goal of 95 percent of systems in compliance with the microbiological standards and are on the way towards achieving the 95 percent goal for compliance with the chemical drinking water standards.

## 19. Percent of development on individual septic systems

### Target:

- New housing units using individual septic systems should not exceed 10 percent of all new housing units by 2005 and is further reduced by 2020.

**BASELINE:** Over 320,000 (over 10 percent) of New Jersey's 3 million households are currently served by individual onsite wastewater treatment systems, usually septic systems (New Jersey Department of Environmental Protection).

## Community Life

## 20. Percent of New Jersey households paying more than 30 percent of their pre-tax household income towards housing

### Target:

- The percentage of households statewide paying 30 percent or more of their income for standard housing is reduced by 2005 and is further reduced by 2020.

**BASELINE:** In 1990, 26 percent of homeowners paid 30 percent or more, 38 percent of renters paid 30 percent or more. In 2000, 39.5 percent of renters paid 30 percent or more.

## 21. Municipalities with median household incomes of less than \$30,000 per year (in 1990 dollars)

### Target:

- By 2005, the number of municipalities with median household incomes of less than \$30,000 per year (in 1990 dollars) is reduced. By 2020, no municipalities will have median household incomes of less than \$30,000 per year (in 1990 dollars).

**BASELINE:** In 1989, 29 municipalities experiencing distress had median household incomes less than \$30,000 per year (in 1990 dollars). (U.S. Census)

## 22. Number of census tracts with more than 40 percent of the population living under the poverty level

### Target:

- By 2005, the number of census tracts with more than 40 percent of the population living under the poverty level is reduced. By 2020, no municipalities will have census tracts with more than 30 percent of the population living under the poverty level.

**BASELINE:** In 1990, out of a total of 2,527 census tracts, 42 tracts had more than 40 percent of the population living under the poverty level; 108 tracts had more than 30 percent of the population living under the poverty level; 145 tracts had more than 25 percent of the

population living under the poverty level; and 221 tracts had more than 20 percent of the population living under the poverty level. (U.S. Census)

### **23. Percent of building permits issued in Urban Coordinating Council municipalities**

#### **Target:**

- By 2005, 22 percent of building permits will be issued to Urban Coordinating Council (UCC) municipalities. By 2020, 28 percent of building permits will be issued to UCC municipalities.

**BASELINE:** From 1980 to 1989, 20 percent of building permits were issued to UCC municipalities (74,127 out of 378,276). From 1990 to 1999, 18 percent of building permits were issued to UCC municipalities (43,702 out of 249,412).

### **24. Annual production of affordable housing units**

#### **Target:**

- Annual production of 4,000 affordable housing units by 2005 and 5,000 by 2020.

**BASELINE:** An average of 2,000 new and 1,300 rehabilitated affordable units are now produced in New Jersey each year.

## **Intergovernmental Coordination**

### **25. Municipalities participating in comprehensive, multi-jurisdictional regional planning processes consistent with the State Plan**

#### **Target:**

- From 2000 to 2005, 60 percent of the municipalities that receive Plan Endorsement from the State Planning Commission do so through a comprehensive, multi-jurisdictional regional planning process. From 2005 to 2020, 80 percent of the communities that receive Plan Endorsement from the State Planning Commission do so through a comprehensive, multi-jurisdictional regional planning process.

**BASELINE:** From 1992 to 1999, 34 percent of the municipalities that received Plan Endorsement or Center designation from the State Planning Commission did so through a comprehensive, multi-jurisdictional regional planning process.

### **26. Percent of land in New Jersey covered by adopted watershed management plans**

#### **Target:**

- All of the 20 watersheds will have approved plans by 2005 (New Jersey Department of Environmental Protection, National Environmental Performance Partnership System) and will have them updated by 2020.

**BASELINE:** Watershed planning efforts are beginning in all 20 watersheds during 2000.

## 27. Number of Neighborhood Empowerment Plans approved by the Urban Coordinating Council

### Target:

- By 2005, there will be 20 Neighborhood Empowerment Plans approved by the Urban Coordinating Council.

**BASELINE:** Neighborhood Empowerment Plans were approved in 16 neighborhoods in 2000. (New Jersey Department of Community Affairs, Office of Neighborhood Empowerment)

## RELATIONSHIP OF THE STATE PLAN TO OTHER PLANS

A number of states, including Connecticut, Delaware, Florida, Georgia, Hawaii, Maine, Maryland, New Hampshire, Oregon, Rhode Island, Vermont and Washington, have established a statewide, comprehensive growth-management framework. There is a heightened recognition that the rapid pace of relatively unchecked development is not purely a private matter, but a matter of great public importance, as such development threatens natural resources, strains infrastructure capacity and places additional fiscal burdens on limited government resources. Although local governments are empowered by the state to undertake land-use planning and management, municipalities and counties have limited tools with which to manage certain kinds of land-use issues. Additionally, local land-use decisions are often fragmented, resulting in haphazard growth patterns, spillover effects across municipal and county boundaries and other consequences that may require state involvement.



Unlike the provisions of other greater-than-local state and regional planning statutes, the State Planning Act is based on the nobility of reason and coherence. It relies upon the sense of responsibility and conscience of New Jersey's public and private sectors at the state and local levels to understand and embrace a coherent plan for New Jersey's future. From one perspective, the State Plan is a set of recommendations to the people of New Jersey and their elected representatives. The State Plan creates a vision or design for the future that is based on the

mandates of the State Planning Act. The provisions of the Plan and its supporting documentation constitute an agenda and guide for the state to make the vision or design become a reality.

From another perspective, the State Plan is a process that respects the interests of the public and private sectors. This process recognizes that responsibility for the future of the state of New Jersey is shared by the public and private sectors and at the state, regional and local levels. The statewide planning process needs to be collaborative, involving the public and private sectors at all levels of interest. The ultimate success of the State Plan depends on the participation and cooperation of the citizens of New Jersey.

The State Plan and the statewide planning of which it is a part, is a strategic plan for growth and prosperity. It is action-oriented, geared to adjusting to a complex and dynamic social environment. It is, as the State Planning Act requires, ongoing so that the provisions and means to attain those ends are continuously monitored and re-evaluated.

The State Plan is not a substitute for functional state agency plans or local master plans. The Plan, in fact, would have little meaning or effect without such plans. The State Plan provides a context, a vision and a process within which these more specific plans can be developed and implemented to achieve commonly derived goals.

***The State Plan is not a substitute for functional state agency plans or local master plans. ...The State Plan provides a context, a vision and a process within which these more specific plans can be developed and implemented to achieve commonly derived goals.***

## The Citizens of New Jersey

The State Plan is intended to serve as a guide for public and private sector investment in New Jersey's future. The Plan will not directly affect individual private interests. Rather, the application of the Plan to individual private interests will take place through the exercise of existing public powers at local, regional and state levels, such as through local government modification of master plans and land development regulations to reflect the provisions of the State Plan to achieve the purpose of the State Planning Act that local plans be "consistent with state plans and programs (N.J.S.A. 52:18A-196(f))." Accordingly, the intent of the State Planning Act is achieved through existing lines of delegated authority and through existing implementation processes rather than through a more onerous new layer of bureaucracy.



## State Agencies

The State Plan is, at least in part, a product of state agency cooperation and participation. The State Planning Act mandates state agency involvement through membership on the State Planning Commission and active participation in the statewide planning process established by the act. Five state departments, in addition to the Department of Treasury and the Governor's Office, are represented on the State Planning Commission: the Department of Agriculture, the Commerce and Economic Growth Commission, the Department of Community Affairs, the Department of Environmental Protection and the Department of Transportation. During the statewide planning process, each department of state government, regardless of Commission membership, was encouraged to participate fully in the process.

The State Plan establishes statewide policies in a variety of areas. These policies serve as guides when a state agency exercises discretion in the discharge of its administrative duties and responsibilities. There are several different ways in which state agencies are expected to implement the Plan.

An important way in which the State Plan can be implemented is through the active participation of agencies in the ongoing statewide planning process established by the State Planning Act. Another way is to extend the coordination activities of the State Planning Commission and the Office of State Planning to the various departments of the state to assist in plan implementation activities. Each department and its affiliated agencies in response to a request from the governor have examined existing programs to identify ways in which the provisions of the State Plan can be achieved and have taken steps within their authority to implement programs in a manner consistent with the State Plan.

One of the key purposes of the State Planning Act is to establish a cooperative planning process so that local, regional and state plans are consistent. State agencies, in addition to reviewing their programs, are reviewing their individual functional plans and amending those plans to make them consistent with the provisions established in the State Plan.

The State Planning Act contemplates that state agency investment decisions will be made based on the provisions of the State Plan. The annual capital improvement budget produced by the Commission on Capital Budgeting and Planning shall be consistent with the goals and provisions of the State Plan. As the Commission on Capital Budgeting and Planning process relies on individual functional agency recommendations, individual functional state agencies look to the State Plan to assure that the Commission's budget will be internally coordinated and consistent with the State Plan.

Increasingly, the provisions established in the State Plan serve as the framework for state agency functional planning and exercises of regulatory authority. The Office of State Planning has participated in the drafting of state and regional agency functional plans and those plans as adopted, incorporate State Plan Goals and Statewide Policies. Each of the State Plan Goal sections lists the state agency plans that relate to that specific Goal. State agencies undertaking regulatory rule-making are also increasingly guided by the provisions of the State Plan and should incorporate State Plan policies in the agency's regulations in ways consistent with the agency's functional plan.

**One of the key purposes of the State Planning Act is to establish a cooperative planning process so that local, regional and state plans are consistent.**

## Planning Regions Established by Statute

The State Planning Act recognizes the special statutory status of two areas of the state: the New Jersey Pinelands under the Pinelands Protection Act, and the Hackensack Meadowlands under the Hackensack Meadowlands Reclamation and Development Act. The State Planning Commission is required to “rely on the adopted plans and regulation of these entities in developing the State Plan.” Nevertheless, the State Planning Commission has made efforts to cooperate and coordinate with these entities throughout the Cross-acceptance process. Provisions of the State Plan that are relevant to these entities have been derived from that cooperative and collaborative process.

## New Jersey Council on Affordable Housing

The State Planning Commission and the New Jersey Council on Affordable Housing have a unique relationship. This relationship is derived from the common origin that both the New Jersey State Planning Act and the Fair Housing Act have in the state Legislature’s response to the New Jersey Supreme Court’s *Mount Laurel II* decision.

In the *Mount Laurel II* decision, the New Jersey Supreme Court found that municipalities were constitutionally mandated to provide their fair share of low- and moderate-income housing. To assist municipalities in determining their fair share, the Supreme Court relied on the *State Development Guide Plan*, which, at that time, was the state’s blueprint for accommodating projected growth. The court noted that it was relying on the Guide Plan in the absence of a Legislative statement and invited the Legislature to make its own determination.

The Legislature responded by enacting the Fair Housing Act and the State Planning Act in 1985. Both of those Acts contain language evidencing the strong legal relationship of the Council on Affordable Housing to the State Planning Commission.

In the State Planning Act, the Legislature found that it was of “urgent importance that the State Development Guide Plan be replaced by a State Development and Redevelopment Plan designed for use as a tool for assessing suitable locations for infrastructure, housing, economic growth and conservation.” (N.J.S.A. 52:18A-196c). The Legislature also found that “an adequate response to judicial mandates respecting housing for low and moderate income persons requires sound planning to prevent sprawl and to promote suitable uses of land.” (N.J.S.A. 52:18A-196h). Thus, the State Planning Act gives recognition to the mandate of the Fair Housing Act and places that mandate within the State Planning Act’s legislative findings and declarations.

Similarly, the Fair Housing Act requires that the Council on Affordable Housing:

...adopt criteria and guidelines for...municipal adjustment of the present and prospective fair share [need for low and moderate income housing] based upon available vacant and developable land, infrastructure considerations or environmental or historic preservation factors and adjustments shall be made whenever (a) The preservation of historically or important architecture and sites and their Environs or environmentally sensitive lands may be jeopardized, (b) The established pattern of development in the community would be drastically altered, (c) Adequate land for recreational, conservation or agricultural and farmland preservation purposes would not be provided, (d) Adequate open space would not be provided, (e) **The pattern of development is contrary to the planning designations in the State Plan...** (f) Vacant and developable land is not available in the municipality, and (g) Adequate public facilities and infrastructure capacities are not available, or would result in costs prohibitive to the public if provided. (N.J.S.A. 52:27D 307(c) (2) (a)-(g))[emphasis added]

Accordingly, the Fair Housing Act not only requires adjustments to fair share housing allocations to be made based on the same growth management considerations that are the legal foundation of the Goals of the State Plan, but it also specifically requires the Council to rely on the planning designations of the State Plan.

The State Planning Commission has formulated a State Plan that conforms to the mandates of both the State Planning Act and the Fair Housing Act. These mandates are carried out through the provisions in the State Plan, all of which promote a fair distribution of affordable housing throughout New Jersey in locations and patterns that are consistent with the Goals of the State Planning Act.

A Memorandum of Understanding by and between the Council and the Commission has been in place since 1992, establishing an understanding of how the State Plan should be used by the Council in meeting its legislative requirements. The Council on Affordable Housing adopted rules in 1994 that incorporated the Resource Planning and Management Map (now the State Plan Policy Map) as part of the affordable housing allocation formula and encouraged the location of affordable housing in Centers in ways consistent with the Memorandum of Understanding.



## Counties

The State Planning Act has enhanced the traditionally limited role of county land-use planning and control. Under the act, counties play a vital coordination role in the preparation and update of the State Plan and they negotiate Cross-acceptance with the State Planning Commission, unless the county waives that right, in which case the State Planning Commission may designate an appropriate entity. Counties, in turn, “negotiate plan Cross-acceptance among the local planning bodies within the county...” (N.J.S.A. 52:18A-202(b))



The State Plan encourages counties to play an active role in regional planning through the preparation of Urban Complex Strategic Revitalization and Regional Strategic Plans. Opportunities for incorporating State Plan policies in county master plans are listed in the Related Plans sections of each goal. These expanded county planning roles establishes the county as an active intermediary between the state and its municipalities. It also invites the opportunity for more meaningful regional planning that acknowledges both the important role of state government and the traditional planning role enjoyed by municipalities.

## Municipalities

New Jersey’s municipalities have extensive authority regarding planning for and regulating the use of land. The State Planning Act does not alter or limit that power. (N.J.S.A. 40:48-2.) The act does seek

to coordinate planning at all levels of government and to encourage the development of local plans that are consistent with state plans and program. The State Plan provides an opportunity for planning at all levels to coordinate with and recognize local planning that meets the goals and objectives of the State Planning Act. The ultimate objective of the act is a coordinated statewide planning process that ensures economies, efficiencies and savings in public and private sector investment through the “preparation and adherence to sound and integrated plans” by requiring that local government take the provisions of the State Plan into consideration in the preparation of local plans and land use regulations.



*Joseph J. Maraziti, Jr., Chairman of the State Planning Commission, right, congratulates Charles Kuperus, Chairman of the Plan Development Committee, left, after the State Plan was adopted on March 1, 2001. Herbert Simmens, Director of the Office of State Planning, is at center.*

Rather than displacing local discretion under the Municipal Land Use Law, the State Plan increases the effectiveness of local master plans by serving as the source document for intergovernmental planning and coordination. Through Cross-acceptance, Center designation and Strategic Revitalization Plans and Plan Endorsement, local plans are coordinated with the plans of higher levels of government and with the plans of other municipalities and counties in the region. The Municipal Land Use Law is the principal legal framework for implementation of the State Plan, because it provides municipalities with both planning and land use regulatory authority, and it is at the local level that the Plan must be implemented if it to be efficacious in achieving the Goals of the State Planning Act.

Many municipalities have experienced considerable difficulty in planning because of actions taken by neighboring municipalities or county, regional or state agencies. Conversely, local authorities may take actions that adversely affect neighboring municipalities, counties or the state. The Municipal Land Use Law recognizes these important concerns and seeks “to ensure that the development of individual municipalities does not conflict with the development and general welfare of neighboring municipalities, the county and the state as a whole.” (N.J.S.A. 40:55D-2(d)) In addition, the Municipal Land Use Law requires that municipal master plans “include a specific policy statement indicating the relationship of the proposed development of the municipality as described in the master plan to: (1) the master plans of contiguous municipalities, (2) the master plan of the county in which the municipality is located, and (3) the State Plan adopted pursuant to the State Planning Act.” (N.J.S.A. 40:55D-28(d)) If the plans of adjacent municipalities are consistent with the provisions of the State Plan, then by definition they will be consistent with one another. What the State Planning Act and the State Plan do is strengthen the intergovernmental aspects of the Municipal Land Use Law.

The relationship between municipal plans and the State Plan is enhanced by the State Planning Act that requires the State Planning Commission and the Office of State Planning:

*...to provide local governments with the technical resources and guidance necessary to assist them in developing land use plans and procedures that are based on sound planning information and practice, and to facilitate the development of local plans which are consistent with state plans and programs... (N.J.S.A. 52:18A-196(f))*

Furthermore, the State Planning Commission is directed to

*...[d]evelop and promote procedures to facilitate cooperation and coordination among state agencies and local governments... (N.J.S.A. 52:18A-199(c))*

The elements of municipal master plans that could be most effective in achieving each Goal of the State Plan are listed in the Related Plans section of the discussion of each goal. ■