



State of New Jersey
DEPARTMENT OF STATE
NEW JERSEY STATE PLANNING COMMISSION
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SHEILA Y. OLIVER
LT. GOVERNOR

DONNA A. RENDEIRO
Executive Director/Secretary

**New Jersey State Planning Commission
Plan Implementation Committee
Minutes of the Meeting Held on March 15, 2023
Zoom Video Conference**

CALL TO ORDER

Chairwoman Robinson called the March 15, 2023 meeting of the New Jersey Plan Implementation Committee (PIC) order at 9:31 a.m.

OPEN PUBLIC MEETINGS ACT

It was announced that notice of the date, time, and place of the meeting has been given in accordance with the Open Public Meetings Act.

ROLL CALL

Members Present

Nick Angarone, Designee for Shawn LaTourette, Department of Environmental Protection

Danielle Esser, Director of Governance, NJ Economic Development Authority (arrived: 9:33 a.m.)

Bruce Harris, Municipal member

Keith Henderson, Designee for Lt. Governor Sheila Oliver, Commissioner, Department of Community Affairs

County Commissioner Director Shanel Robinson, Chair, County Member

Susan Weber, Designee for Diane Gutierrez-Scaccetti, Department of Transportation

Others Present through Video Conference

See Attachment A

PLEDGE OF ALLEGIANCE

Chairwoman Robinson asked everyone to recite the Pledge of Allegiance.

APPROVAL OF MINUTES

Chairwoman Robinson asked for a motion to approve the minutes of the February 15, 2023 meeting. Nick Angarone made the motion; seconded by Bruce Harris. All were in favor. The February 15, 2023 minutes were approved.

CHAIRWOMAN'S COMMENTS

Chairwoman Robinson did not have comments.

EXECUTIVE DIRECTOR'S REPORT

Director Rendeiro said that we received a letter of resignation from Secretary of Agriculture Doug Fisher. He is retiring from his position as Secretary of Agriculture as of July 1. I presume he will be with us until that time, but I'd like to read the letter that we just received late yesterday, "I've decided to retire from my position as Secretary of Agriculture effective July 1, 2023. I've been honored to serve with you and appreciate all the support trust and friendship you have shown me on the State Planning Commission. You have provided the residents of this state with great dedication and distinction that I have witnessed over the years. I will be turning the page on my next chapter in my life and I cherish the time we have spent together serving the people of The Great Garden State".

Director Rendeiro said that for the record, Daniel Esser has now joined the meeting.

We're starting to look at what some of our goals that we had written in the 2023 annual report from the end of last year. One of those things is to really start ramping up efforts on regional endorsement. We do have a discussion today on the regional endorsement criteria. In March of 2020, the Commission approved a resolution that detailed some guidance for regional endorsement. We have Burlington County kind of right on the heels of endorsement. We have nine of the 12 municipalities originally identified already endorsed. Two more are kind of on the doorstep and they should be coming through any minute now. The 12th one is still kind of on the fence, but we don't want to hold up the other 11. We'll see whether they join. They could always join the regional endorsement later on if they so choose. We are really close to being ready to endorse Burlington County as a regional endorsement. Somerset County is right behind them because the three municipalities involved in their regional endorsement expire in August and discussions have begun. We're going to start ramping up some discussions on regional endorsement. The purpose of today is to refresh everyone on the guidelines. We have one significant change that would require if it's approved by this Committee, to go to the SPC with the new resolution updating those guidelines. In going through with Burlington County, it was kind of our test to see if those rules made sense and we believe most of them did. We do have one that may be a significant enough change to require a resolution.

Meghan, who was the primary author of the original guidelines has the presentation to talk about what was there and then what the possible changes we're looking at recommending and discussing today to see if it makes sense to move forward to the SPC.

NEW BUSINESS

Discussion on Regional Endorsement Criteria

Director Rendeiro referred the presentation to Meghan Wren.

Meghan proceeded to present the regional endorsement criteria.

This presentation can be found at:

<https://nj.gov/state/planning/assets/docs/meeting-materials/pic/materials/2023-0419/pic-materials-2023-0419-PIC-ppt-March-2023.pdf>

Director Rendeiro said that in summary, as we are going through this process, we were asking ourselves what role, once it's endorsed, should a county play. The county will be the coordinating entity. They are going to coordinate those items that make sense to look at regionally which is the biggest benefit to the municipalities. We kind of adjusted those other steps because we don't think it's really necessary for a county to go through some of those steps. Some or all of them can be waived, depending on an individual circumstance. Also, what advantage does a municipality have in going through a regional endorsement process? If the county can pick up some of that lift, it will make it easier for a municipality.

Director Rendeiro asked Tom Stanuikynas, Burlington County Bridge Commission for his thoughts on these proposed changes and just the regional endorsement process in general.

Tom Stanuikynas, Burlington County Bridge Commission said that he definitely liked the concept and believes it's a good idea. It's important to recognize the regionally endorsed plan. One of the things he's spoken with Meghan and Lisa about is the responsibilities that the county would have, in such a regional plan. We're committed to assisting the towns and helping them find grant money or resources to complete their PIA. If there was a regional PIA that the county was involved in, I could see us using words like "assist" or "facilitate", but maybe creating and putting together additional documents updating our county Wastewater Management Plan or our hazard mitigation plan. That is not a commitment that we would want to make in a PIA because there are a lot of moving pieces. We would certainly support the municipalities through the process and help them as we can.

Director Rendeiro said that we can work on language in the PIA that says consider the update which is what we do at the municipal level anyway. Many of these things, but not all, you would have to do anyway and we would incorporate that timeline. We can consider how we wordsmith those recommendations and items in the PIA.

Mirah Becker said that she was very impressed with these changes. There's an incredible opportunity for the municipalities through these rules to collaborate with their counties to share information. The counties will get to know the municipal issues that much more by working through this process with their communities. There's just more incentive for the town to want to go through this process. It is also more transparent, not only municipally but also regionally and county-wide. Our county would be in the strongest position if we went forward with county plan endorsement. If we were able to get that, we can do a lot of outreach with our municipalities to bring them on board for municipal plan endorsement and they would be able to use what we've established so efficiently in their process.

Director Rendeiro said the reason there were five or six different options is because what makes sense for Middlesex may not make sense for Burlington or Somerset, or Ocean, which is why we approach this with several different options. Things work differently for different counties or entities. You are further along than many counties in terms of doing the update to your county plan. So in your case, that might make sense. In a different county, depending on the level of resources and staffing, it might make sense to go a different route. We put those several different options in the guidelines so we can pick and choose what works for them.

Walter Lane, Somerset County said he agrees to have the county accomplish plan endorsement and then help the towns that didn't have the resources right now to achieve plan endorsement. This fosters these different options and allows for these regionally endorsed plans which promote collaboration and cooperation among the municipalities and the county. It leads to better regional planning and is a great tool. We look forward to, in the next six months, starting the county plan endorsement process. We see the value and we want to help the other towns. This is just an extension of some of the work we've been doing over the years helping with coordinating and providing technical assistance for municipal redevelopment, land use, and zoning changes. Having that broader picture, plan endorsement helps lessen the load our municipalities have to do. Making sure that the towns that have been working

with us in this regional approach, get higher priority for investments and infrastructure and some of these other things that they need from other state agencies is a great tool and we look forward to working with everyone.

Director Rendeiro said that from the county's perspective, making that one change that allows for waivers for some or all of those steps that really don't apply to the county level makes sense.

Director Rendeiro announced to members of the committee that we have scheduled Walter to present some of the county-wide initiatives that they are doing in Somerset County to the full Commission in April and would extend that invitation to you if you'd like it as well for a future SPC meeting.

Chairwoman Robinson opened the floor for questions or comments from the Committee members.

Commissioner Harris said that this part of the discussion was something that was a little confusing, and that was if the county decides to pursue endorsement, are we saying that they could do so without having any of the municipalities actually submit authorized resolutions at the outset?

Director Rendeiro said if we are looking solely at endorsing the county plan, the municipalities cannot benefit from anything from being endorsed. It would be a sort of a two-step process in that case. The county would get endorsed and when municipalities want to come in, they could take advantage of some of the regionally endorsed items but they don't get any benefit until they are individually endorsed.

Meghan Wren said that there is a little bit of a gray area in the way it's described because it does anticipate the possibility that the municipalities are on board and have passed a resolution identifying the county as the lead. It could go either way unless everybody wants to narrow that down.

Director Rendeiro said that we can certainly clarify that language for the presentation if it's confusing to anybody.

Commissioner Harris said it would be worthwhile to pursue a path where a county takes the initiative and does something that seeks endorsement on its own. Then maybe the municipalities in the county that were kind of hesitant or didn't know what was going on will see what the county has done and say they've made it easier for them to pursue municipal endorsements and now join in. The write-up didn't make it look like that was a possible path.

Director Rendeiro agreed to clarify the write-up.

Nick Angarone, Designee for Shawn LaTourette, Department of Environmental Protection asked in the case where a county has been endorsed, are the municipalities then required to also be consistent with the county plan if and when they come in individually?

Director Rendeiro responded that yes, they are required to be consistent with the county plan.

Nick Angarone asked when we go through an actual regional or county process, do we do planning area and center boundary changes?

Meghan Wren, OPA said in the March 2020 document has a parenthetical. The mapping process would be reduced. In this proposal, I didn't include that language and I needed to have this conversation. It would be a potential that it could be.

Nick Angarone said that this is an important point for DEP because the county doesn't have land use control. Going back over a decade, where there was a county that was endorsed with centers and there was the expectation through the WQMP rule that those centers were going to be recognized and get those benefits associated with the center in the WQMP rules. However, because the towns hadn't gone through plan endorsement and none of the actual land use changes that had any authority had occurred, we ended up in a multi-year battle with said county. This is a really

critical conversation particularly if we're going to talk about the kind of benefits that are assigned to these planning areas.

It's one thing to identify a general area like this is kind of where this is appropriate but when we start tying benefits to those planning areas and those designations, which are very specific, not site-specific, but kind of on the ground specific at this point. This is a difficult conversation for us and I don't know that that's something that we will figure out in the next hour here.

Director Rendeiro said that that's true and we can have a further discussion. That is a really good point and I'm going to ask the counties if they have anything they want to add to this because this is an important point. I don't know as to whether or not it would make sense to have mapping as part of a county endorsement but let's think about that. Let's hear all of the other questions and then ask the counties to come back and see if they have any thoughts on how we want to deal with the mapping.

Nick Angarone agreed and said his second question is directly linked to this; what PE benefits are actually tied to county regional endorsement?

Director Rendeiro said that it may make sense to add some kind of mapping protocol for the items that have to be done at the county level whether that's a water quality plan or hazard mitigation. Let's hold that because that is something we want to spend a minute on.

Nick Angarone said if we're going to endorse the county plan and allow that county plan or parts of those plans to be utilized by a local government for their plan endorsement, it's critical that the county plan is in sufficient detail that it can be used by the local government. Donna, your comment about county-wide documents and Tom's comments using a county-wide plan, DEP utilizes is the Water Quality Management Plan or the wastewater management plans. I understand not wanting to go through the process of having to update a countywide wastewater management plan, but we still have at least one county that I know of that does not have an up-to-date wastewater management plan. We've got to make sure that we identify in some way that there is some requirement. Maybe it doesn't have to be updated if it was updated recently, but it can't simply be that this county that never followed the rules gets the same level of endorsement as counties that have.

Director Rendeiro said that is why we put it in the PIA so that the dates are consistent with the dates they are required to comply with. Maybe that's one way of looking at it. If somebody was due to update a wastewater plan five years from now, then that's the date that goes into the PIA. If it's two years from now, then that's the date that goes in today.

Nick Angarone asked what if it was ten years ago. Megan Wren said it might be one to trigger an Action Plan, which is the concept that it has to be done before the PE.

Danielle Esser asked what does county endorsement provide? Is it for the good of the order? What I'm thinking is it provides like, Tom is in Burlington County, he's got a slew of municipalities who maybe don't have the time the wherewithal, or the depth of experience to put together some of these county management tools. When they do come in for plan endorsement, that piece is done. Right? So he's doing water quality management, Maybe they're working with federal and state agencies and MPOs on various transportation projects or initiatives, or maybe they're working on bridge improvements, that impact transportation throughout the region. So they're working on it anyway. And it's a good opportunity to have a collaboration. So in terms of a benefit, that's a benefit, right?

To Nick's point, are we doing mapping amendments? Are they creating smart growth areas? Are they preserving farmland as part of a county endorsement? It sounds like what I just described as what county endorsement is, it's like, stuff that's regional anyway. So that's the benefit because you're part of the good planning impacts. But in terms of what my question is, can they do the whole shebang? Could they say, I'm going to do a county endorsement? And I'm going to take all these towns with me, they would all have to have certain commitments, they would all have to

have done a master plan that's either been updated within the last 10 or 15 years, and they've done re-exams. And they're part of Sustainable Jersey. They're doing what they're supposed to be doing. How do we get all those towns endorsed, and be able to do their mapping? And that, if you could get to that, that takes a big burden off of the Office of Planning Advocacy. But you have to figure out what is acceptable for you to grant mapping amendments. Am I right there? They're not doing mapping as a part of this exercise. They're doing regional initiatives.

Director Rendeiro agreed and said we do need to take Nick's comments into consideration. From the county's perspective, it's more of let's look at what some of that planning should be on a regional basis. It will help them with their economic growth plans, which is where we see the benefit for the counties and the municipalities lift would be much lighter. We do need to have a further discussion on the mapping piece and figure out what makes sense there. It's a way to acknowledge that some things should be looked at regionally.

Danielle Esser said that there are four different options for regional endorsement on this document. One of the options should be you've got full partners on a municipal level concurrently. When you're thinking about regional endorsement the impact is greater. If you have one municipality, you're able to preserve X amount of farmland and you're able to create X number of developable land and support your business. If you have a whole county or a region that is exponentially larger in terms of the amount of farmland that can be preserved, acreage that can be preserved for environmental reasons. In a state like New Jersey, where this is an important endeavor, we should make it easier for this to happen. What we have to do is essentially tell them what we want and how to do it and they'll do it. If we want them to do it and they're willing to, then let's allow them the opportunity to do that. Burlington County and Somerset County are going to be the first takers and they'll be setting the precedent. It's something that could be really impactful and efficient for those communities and for the state.

Keith Henderson, Designee for Lt. Governor Sheila Oliver, Commissioner, Department of Community Affairs asked in option one, are we anticipating that a municipal resolution would name specific individuals who would be part of this committee actually appointed formally by a governing body like the Plan Endorsement Advisory Committee.

Director Rendeiro said it could either be done in the same resolution which would be more efficient or it could be done in a separate resolution if the municipality isn't ready to identify the participants.

Meghan Wren said the rules do say that they'd be appointed by the commissioners, five to 10 members, including the municipal.

Director Rendeiro said that they could either be done in the same resolution, accepting the process or they can be done as a separate resolution, depending on how they are ready to approach it.

Keith Henderson said that the governing body is going to want to be involved and make sure that they have specifically appointed the individuals that have their municipality's best interests in participating in that subcommittee. Part two, which would be between the 8th and the 12th steps that are laid out so far, as the conceptual parts of things are laid out, it's going to be very generic. As the plan actually evolves and gets into specific action plans and a plan implementation agenda before it goes to the Commission for actual formalized endorsement, we should have some formalized governing body acceptance of whatever the resulting plan is. Going back to the first part of the issue, there should be a municipal resolution appointing municipal participants in that committee. There should be something clearly indicating what their authorities are to shape where the plan is going. The governing body is still going to probably want to have some final say, once the whole thing is laid out.

Director Rendeiro said if any municipality is going to be submitting an MSA, it has to be approved by the governing body through resolution.

Meghan Wren said the PIA needs to have an adopting resolution and that's mimicked in the regional endorsement. If it's a regional endorsement, that includes the municipalities, they would need to also have an adopting resolution in addition to the county for the PIA. That's where they can actually see what the actions are at that point.

Keith Henderson said he is concerned that if the county makes a commitment that the municipality isn't willing to swallow, then we have an implementation problem down the road.

Director Rendeiro read two comments in the chat. Susan Weber said could transportation be added to the list under Step 10. Matt Blake said to consider adding infrastructure freight movement and planning studies to regional PIA.

Director Rendeiro said those are similar requirements and we certainly could.

Walter Lane said when we did our county investment framework, we worked with the towns on those different designations. We had priority growth investment areas, local priority areas, and priority preservation areas and it was all done to the tax parcel level. We very heavily utilized centers, identified centers, and designated centers for those priority growth investment areas as well as those local priority areas. As some of the towns have gone through plan endorsement, boundaries have changed, in what their designated center is. There is some mapping that should be done through the county plan endorsement process because we're updating our investment framework now. We've identified some areas where there could be some changes but that comes back to what's in a center, what's not in the center, and we have had some of those issues. We don't want to see a county have plan endorsement with certain boundaries for those prior growth investment areas and local priority areas and then when the towns go through municipal endorsement, they may be different boundaries and have to go back and amend the county plan. It's just a matter of coordination and making sure that the boundaries that are agreed upon are done in a collaborative and consensus-based manner. If there are some changes that need to be made and some that do not, it should be based more on planning than from the local and the county level instead of more of a top-down. Some of the work we've done coordinating with our hazard mitigation planning coordinator on these plans, there are some reasons for having environmentally sensitive lands that are in centers that should be in centers before they get restoration funding higher priority for that. We wouldn't want to see some of the county's boundaries that we agreed with our towns get swiss-cheesed and have them keep on going back and forth between different entities of what level of endorsement is agreed upon if it's not done at one time.

Director Rendeiro said it does add some complications to it but that's the discussion that we need to have and get more in-depth on the mapping.

Walter Lane said the more direction we get sooner on that, as we update our investment framework map, we might be able to head some of these issues off before we go through the endorsement process. We have Rutgers under contract right now helping us with updating that investment framework and that's the basis of almost all of our planning. It's also based on wastewater planning so the growth areas are consistent with the wastewater management planning boundaries. We've been very cognizant and holding the line on amendments unless it's a health and public safety issue or affordable housing issue not supporting amendments that would add lands that are identified in the county plan as Preservation Areas into the sewer service area. We've been very clear about that and very deliberate and very nuanced because if it's a failing septic, we want to include it but we don't want to include what's on a seven-acre piece of land. We've only allowed the footprint of the building to be in the sewer service area so we don't encourage that sewer service that would undermine local and county plans and remain consistent with the county master plan in the local master plan.

Director Rendeiro said it will be added to the discussion.

Tom Stanuikynas, Burlington County Bridge Commission said it seems like there's a significant difference in the county plan where the county takes the lead and builds the plan and is driving the bus as opposed to the regional plan where the towns are taking the lead and a group of municipalities are working together and then may or may not have the county helping or assisting or leading them. It seems like there are two different plans that are different enough to be separated. Was just wondering everyone's thoughts.

Director Rendeiro said the mapping issue is not an issue if we do option two like we're doing with Burlington because all of the municipalities are going through that mapping exercise before it hits the county level. I think it's an issue in

option one when we're looking at the county endorsement prior to the municipal endorsement. It's a big issue in option one, but not so much in option two because the municipalities are first going through the mapping discussion and that's where there is a difference there.

Nick Angarone said there is an important clarification here. Whether we're talking about a county or regional plan, the mapping is going to be a concern for us anytime the municipality isn't directly part of the process.

Director Rendeiro said that's why the way we're doing it in Burlington, the mapping isn't an issue. We went through the individual municipalities, we just have to figure out how we want to address it on the county side if the county is going first. We just we do need to clarify that a little bit but it's not so much an issue when the municipalities are getting endorsed first, because we are doing the mapping there.

Walter Lane said that in Somerset, we wouldn't be doing it without input from municipalities. We would be coordinating that because we want to get out in front of the town and then have them not happy with the direction we're going. We want to make sure we had their support during that as well.

Director Rendeiro asked Mr. Lane if they received a resolution from the municipality supporting the mapping. Mr. Lane said when they did it back in 2014, they received half of them. There are towns that where they met our criteria for being a priority growth investment area, were not comfortable with that. It went into the alternative growth areas so it didn't show it as a priority growth area, because they weren't comfortable with it. There was a very collaborative and consensus-based approach and we see that happening again when we update it.

Director Rendeiro said maybe that's how we address it in that the municipalities have to approve a resolution that supports the mapping that's determined so that you have the official approval of the map at the local level. We're not going to finalize this mapping issue in this one hour. This is going to be further discussion.

Nick Angarone said looking at those five categories, in what level of detail of mapping you do and what benefits get assigned to the endorsement, to Walter's point, if Somerset County comes in with all municipalities and they're all engaged throughout that process, the towns get the same level of detailed endorsement. That's different for me than if no towns are involved or only some towns are involved. We'll have to break it up further or the benefits may end up process different depending on the category here.

Director Rendeiro agreed with Mr. Angarone and said we'll work on that, we'll get some information out. That is clearly an open issue.

Meghan Wren said it sounds like Walter's process would more closely follow the two 2A path that Burlington has followed where each of the municipalities is really lifting the load of Plan Endorsement.

Walter Lane said that would be the value-added we're providing to our towns helping to lessen the amount of work they need to do. I could say quite confidently that we wouldn't be proposing anything that the towns wouldn't want.

Director Rendeiro said we still have some work to do on the mapping side of it when a county is coming in prior to municipalities. It's a good process, but we still have work to do on the mapping piece. We want to take a quick look at what those waivers may or may not be for the county. The mapping issue and perhaps even the waivers are only an issue for options one and four because one is a single county looking for endorsement of a county plan, which doesn't include the municipalities yet and four is multiple counties working together on a cooperative plan. All of the others involve municipality involvement and would require as part of that involvement, approval of the map going through a map process like we do traditionally. We have some more to do on the mapping side.

Nick Angarone said he wanted to add if a county comes in with the full county plan but only half of the municipalities are engaged, that we end up with half the county with a disconnect. Director Rendeiro agreed with Mr. Angarone.

Director Rendeiro referred to Meghan Wren to present section 2 on the waivers.

Keith Henderson said it's going in the right direction. To Nick's point, one of the issues is encouraging the collaboration of multiple municipalities, the extent to which the county is involved is another issue but it's an important thing to make sure that those contiguous boundaries are sort of eliminated as part of a regional planning concept. The Wildwoods have an urban enterprise zone that is located within all three of those municipalities. Some of this type of smaller regional multiple municipality planning becomes a precursor to consolidation that could wind up being a further benefit to these municipalities financially.

Director Rendeiro said one of the things we noted about Burlington County was one of the best advantages is that their neighboring municipalities opened up those communication lines more than they had in the past. If it's minimizing the impact of a municipal boundary, it makes those conversations better because you're looking at it as less of a microcosm.

Keith Henderson said when we use the term County, we're thinking about a comprehensive county plan but there might be instances where the county may want to have separate areas geographically that are parts of separate county plans using the Route 130 corridor as an example or Monmouth County. You might want to have a Monmouth County East and a Monmouth County West. Something that looks at both geography and economic and demographic characteristics or whatever they want to be planning their activities around.

Barry Ableman, OPA said that to Nick's point, the Pennington's and Hopewell's bring to mind a regional plan where previously under OSG we offered them the option to produce a regional plan, which they did. The municipalities and counties have been working together. The State Planning Commission might want to look at their planning together and recognize it.

Nick Angarone said there's a difference between full-blown endorsements and when looking at land use type decisions. That is a different entity to me, but agree.

Director Rendeiro said that Commissioner Somers asked if we are talking about geographically contiguous. Director Rendeiro responded yes and we will clarify that.

Director Rendeiro said we will have further discussions on the mapping and we'll either bring it back to the PIC next month or if we think we can come to some good recommendations based on this discussion, then we may open it up for the commission meeting. Walter is going to talk a little bit about what they're doing from a county-wide perspective at the full SPC meeting. Hopefully, we will be able to get this moving in the next month or so and then finalize those recommendations.

ADJOURNMENT

With no further comments from the Committee or the public, Chairwoman Robinson asked for a motion to adjourn. The motion was made by Nick Angarone and seconded by Danielle Esser. All were in favor. The meeting was adjourned at 11:04 a.m.

ATTACHMENT A

**NEW JERSEY STATE PLANNING COMMISSION
PLAN IMPLEMENTATION COMMITTEE
ATTENDEES
MARCH 15, 2023**

Tom Churchelow -

Tom Stanuikynas – Burlington County Bridge Commission

Ruth Foster – NJDEP

Rachel DeFlumeri – NJDAG

Walter Lane – Director, Office of Planning, Policy and Economic Development, Somerset County

Anthony Soriano – Clerk, Bernardsville Borough

Julia Somers – SPC, Commissioner

Matt Baumgardner – NJDEP

Mark Villinger – Supervising Planner, Ocean County

Mirah Becker

Jamie Ding