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Delineation and Comparison of Alternative Futures

June 1, 1987 Revised January 18,
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Lie Draft Preliminary
State
Development
AND
Redevelopment
Plan
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III. DEVELOPMENT AND EVALUATION OF
ALTERNATIVE GROWTH CONCEPT PLANS
FOR NEW JERSEY

ALTERNATIVE CONCEPTS AND MANAGEMENT STRUCTURES

The development and evaluation of alternative growth concept plans for the State of New Jersey was carried out in two stages. During the first stage, four alternative generalized future growth patterns were developed by Wallace Roberts & Todd and presented to the State Planning Commission for discussion at the Commission meeting February 27 and February 28, 1987. These alternatives were designed to illustrate the overall development pattern resulting from the predominance of each of four different overall growth policies:

1. A continuation of past growth trends with no change in current policies;
2. Concentration of future growth in existing urban areas of the state and in areas in which public services are presently available;
3. Concentration of future growth in areas identified as the State's high growth corridors;
4. Limitation of future growth to areas with no significant environmental value or importance.

Parallel to consideration of alternative growth patterns, four alternative structures for management of growth under the plan were examined. These management alternatives included:

1. A system of policy areas or tiers categorizing all areas of the State in terms of their growth characteristics.
2. A system of management relating staging of growth to facilities, to major transportation system improvements and extensions of public sewer service.
3. A system which focuses management of growth upon areas of critical State concern with plan conformance reviewed county by county.
4. A continuation of the current approach, including policies which leave most of the responsibility for managing growth at the municipal level, with special commissions controlling aspects of growth in certain areas.

The four alternative management approaches are illustrated in Figures 11-14.

Management Strategy Alternative I Growth Areas

GROWTH AREAS

Existing Urbanized



Older Urban Area



Older Suburbs



Other Suburbs

Planned Urbanizing



Existing Sewered



Growth Corridor

LIMITED GROWTH AREA



Rural/Future Urban



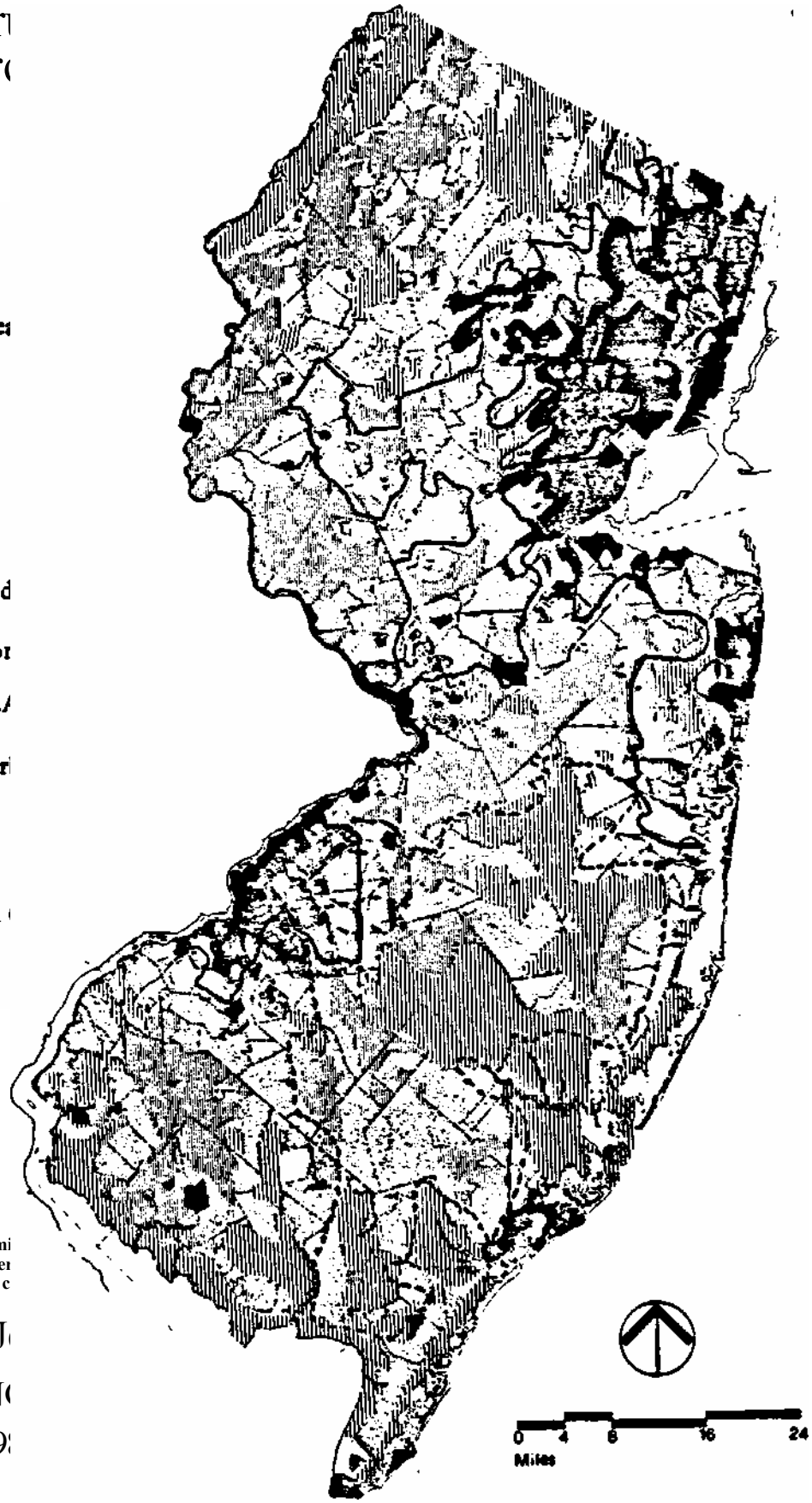
Agricultural



Conservation & Recreation



Pinelands



• Target area* for planned urbanizing shown here as growth corridors; alternative target areas could take the form of corridors or nodes.

New Jersey







STATE PLANNING

1980



Figure 11

Management Strategy Alternative n For Driven Growth

-  Growth Areas
-  Limited Growth
-  Federal Interstate
-  State Limited Access
-  Commuter Rail
-  Programmed Road

Facilities of Special Commissions

1. New Jersey Turnpike
2. New Jersey Highway
3. New Jersey Express
4. Palisades Interstate
5. Delaware River Joint
6. Burlington County
7. Cape May County
8. Delaware River and
9. Port Authority of New
10. Delaware River Port

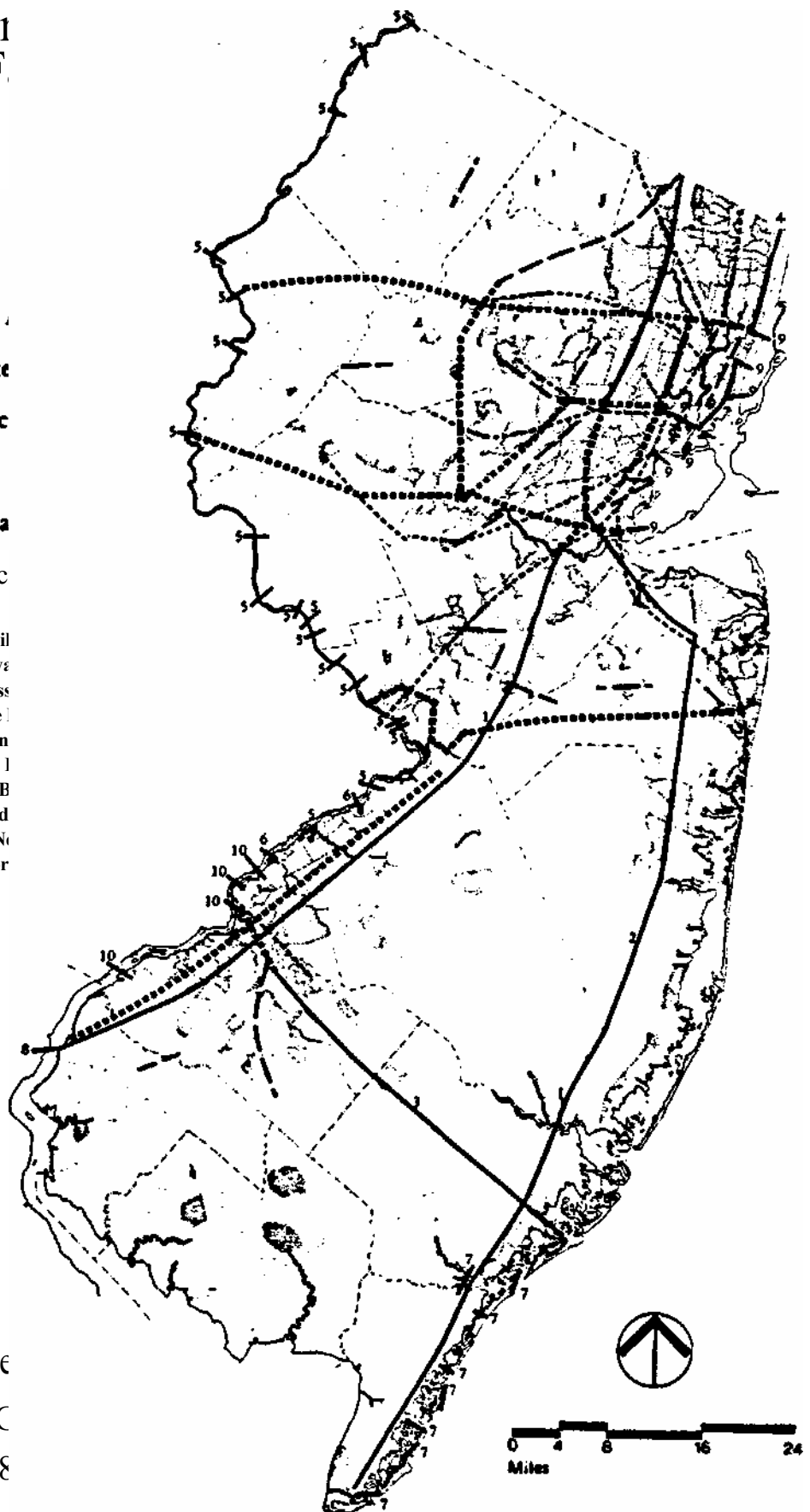


Figure 12

Management
Structure
Alternative HI
Areas of

 Areas of Critical State Concern

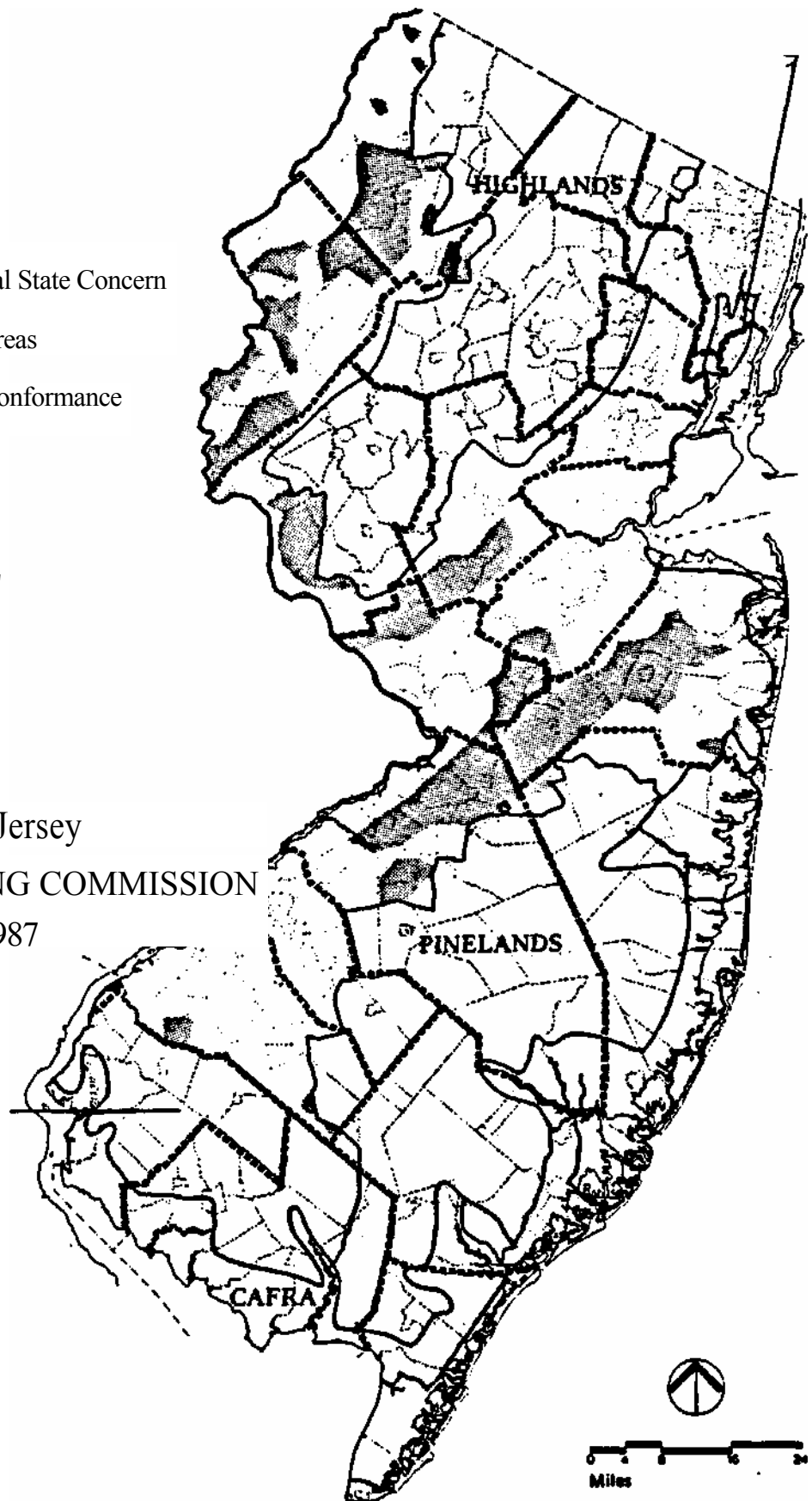
 Agricultural Areas

 County Plan Conformance
Review Areas

Critical
Concern

SOUTH JERSEY
AGRICULTURAL
AREA

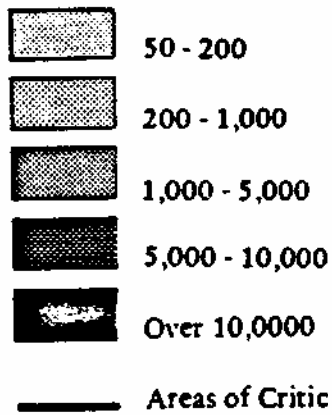
New Jersey
STATE PLANNING COMMISSION
1987



Management
Structure
Alternative IV
Current New

POPULATION DENSITIES 21st CENTURY

Population Per Square Mile



Jersey
Approach

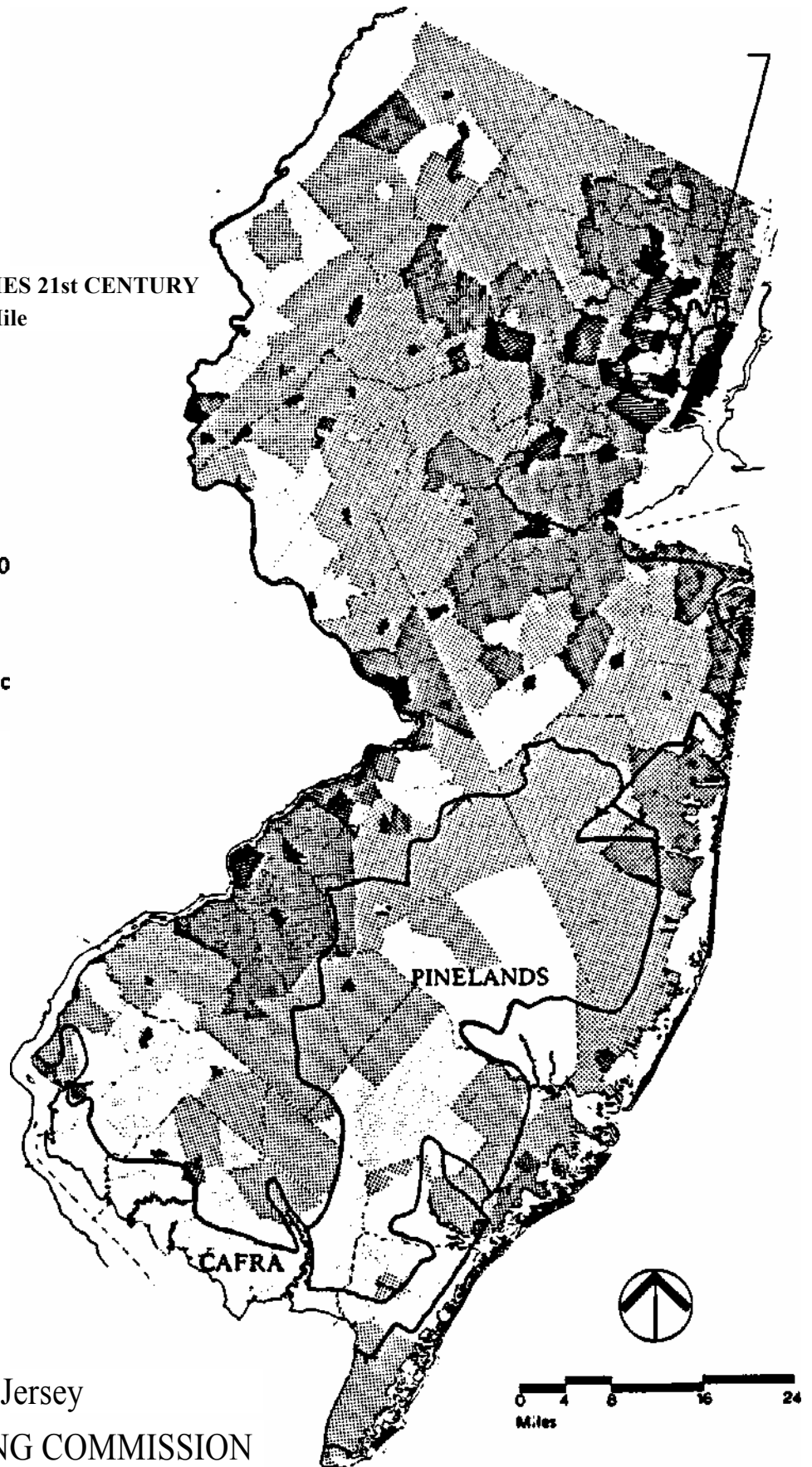


Figure 14

A discussion on February 27th and 28th of these alternatives led to a general consensus that the Growth Tier System should serve as the structure for the Plan, and that alternatives should be formulated to combine consideration of agricultural preservation and environmental conservation with concentration of growth in existing urban areas and areas presently served with public sewerage, and with emphasis upon growth in major growth corridors. Such alternatives were to be compared with one another and with a third alternative representing in somewhat greater detail than in the first stage of consideration of alternatives, a continuation of past growth trends with no change in current policies.

Descriptions of the three alternatives and of the way that each alternative addresses the various growth tiers, and a comparison of key features of the alternatives are presented in the following pages.

ALTERNATIVE FUTURES FOR NEW JERSEY

Three development and redevelopment alternatives were prepared for the State Planning Commission's review and consideration. The alternative futures include:

A Continuation of Existing Trends

Maximum Concentrated Growth

Corridors and Nodes Development

Trend growth is illustrated by Figure 4, the final graphic in the series of four illustrating population density in Part I of this report. Figures 15 and 16 illustrate the Maximum Concentrated Growth Alternative and the Corridors and Nodes Alternative.

All of the alternatives are defined in accordance with the system of eight tiers to define growth and limited growth areas in New Jersey discussed in Part II of this report. Each alternative is briefly evaluated and compared here in terms of its impact upon the individual tiers, and its general relationship to planning goals and broad implementation strategies as well as to costs.

The alternatives included here describe in a general way the possibilities for shaping the State's future. They provide the basis for definition of a preferred alternative to be developed as the Plan. The alternative illustrating a continuation of existing trends also provides a benchmark for evaluating the degree to which other alternatives actively shaped the future.

Trend Alternative

Thee "Trend" alternative represents the future of New Jersey if existing development patterns were to continue. Trend means that the present degree of state intervention in the development process does not change. This alternative supports the continuation of the current level of private investment along corridors and in 'scattered patterns beyond the suburban fringe.

A continuation of existing trends is likely to result in a continued out-migration from larger urban areas and older suburbs. It will continue sprawl-and its attendant traffic congestion, time and fuel consumption. Infrastructure in older areas will age and deteriorate. New infrastructure and services will be needed in developing areas. Environmentally sensitive lands and farmland will be developed. Aquifers and surface waters will be impacted. Vital habitats in the Skylands will be further encroached upon.

Tier 1. Older Urban Areas

Continuing existing trends in this tier will exacerbate the out-migration. Population and employment will decline. The building stock and infrastructure will age and require maintenance of replacement. The level of public investment does not increase.

Tier 2. Older Suburban Areas

In this tier the population decreases and ages. Infill development .will occur at intensities matching its surroundings. No government incentives or special treatment is made to concentrate or shape development investments.

Tier 3. Other Suburbs

This tier experiences growth. The use of undeveloped or underdeveloped land results in infill growth, occasionally at higher intensity. . infrastructure and services will need expansion. Open space will diminish. Densities will generally be too low to support mass transit. Development in this tier will pressure government to expand facilities and services to support the additional population.

Tier 4. Non-contiguous Centers

In the Trend alternative; development occurs outside of existing centers requiring additional facilities and services.

The highway network will likely induce corridor sprawl and strip development surrounding non-contiguous centers and obliterating their boundaries. Their low densities and small sizes will make

mass transit impossible.

Tier 5. Planned Urbanizing Areas

In this tier. Trend will see continued development and growth in a suburban pattern. Development lacking defined centers proliferates. New jobs and housing are located here. Demands for public facilities and services increases. Natural habitats and farmland are lost or reduced.

Tier 6. Future Urbanizing

In the Trend alternative, this tier will be subject to increasing and premature development. As growth progresses, the need for expanded infrastructure and public facilities and services will require increased public expenditures while excess capacity in tiers 3, 4 and 5 remain underused. Demands for environmental protection measures will increase.

Tier 7. Agriculture

The Trend alternative in the agriculture tier results in the continued loss of farmland. New growth will be low density and scattered, generally conflicting with agricultural patterns. The cost of public programs to retain farmland will increase as land become more valuable for development.

Tier 8. Conservation

In this tier only the most remote land or land already protected by the government intervention will remain as open space. Wildlife habitats sensitive to human settlement will migrate or dwindle. Degraded water quality in rivers and streams will decrease fishing and recreational opportunities.

Trend directs growth into the suburban/rural fringe and away from urban centers. While new employment and housing opportunities will emerge, problems with the centers will continue. while growth in the newer areas will demand increases in facilities and services. Open space and agriculture will be impacted.

Concentration of Development in Urban Areas

Among the various alternatives presented, "Concentration of • Development in Urban Areas" most actively seeks to contain sprawl and conserve resources by directing growth toward urban areas through the maximization of public investment. Significant expenditures would induce growth in urban areas, the result of which is maximum infill in urban areas, intensification in other developed areas, and restraint and controls in conservation areas.

The trend of growth in corridors would be reduced and the decline of urban areas in and surrounding, the New Jersey cities would be largely stemmed.

Tier 1. Older Urban Areas

The Urban Concentration alternative provides for the greatest emphasis upon revitalization of these areas. Major reinvestment in urban areas would require substantial public intervention and investment. Incentive and institutional cooperation would encourage development in and around older urban areas.

Tier 2. Older Suburbs

Mature communities may require conservation measures to prevent the erosion of property values and community quality of life, which will occur over time in many portions of the older suburbs under the Trends scenario. The Urban Concentration alternative seeks to encourage redevelopment of underutilized areas through infill and adaptive reuse.

Tier 3. Other Suburbs

Avoidance of the trend of "leap-frogging" development beyond these classic fringe suburbs toward "exurban" lands outside of public sewer service areas would be sought through Urban Concentration strategies that would offer opportunities for a more efficient use of these lands. A variety of incentives would encourage infill while disincentives would restrict premature growth on "exurban" lands. Under this alternative, no government action would be specifically designed to influence corridor growth.

Tier 4. Non-contiguous Centers

The Urban Concentration alternative would relieve development pressures in areas of limited growth by allowing further - development within and immediately adjacent to these centers. While the Trend alternative of sprawl development would engulf these centers, the Urban Concentration alternative provides the opportunity for restraining such growth, in addition to directing area growth within the centers.

Tier 5. Planned Urbanizing

Urban Concentration strategies recognize that growth occurring along corridors will continue; however, development would be coordinated to assure efficient use and expansion of community service systems.

Tier 6. Future Urbanizing

Under this alternative, growth would be minimized in this tier through a variety of disincentives

'Tier 7. Agricultural

The Urban Concentration alternative would discourage the loss of farmland through conservation and protection techniques. Growth would be restricted in these areas through the limitation of infrastructure construction and services.

Tier 8. Conservation

Areas deemed necessary for protection would be restricted for development in the Urban Concentration alternative.

Corridor and Node Development Alternative

The "Corridor and Node Development"^{1*} alternative concentrates growth into corridors where development pressures are presently strongest. Even without state intervention, growth will occur in these corridors. However, this alternative will concentrate and shape development in these corridors to include growth that would otherwise occur outside them.

Growth areas (i.e. urban areas, older suburbs, other suburbs, non-contiguous., or planned urbanizing areas) would receive either revitalization efforts (although not to the extent of these under the Urban Concentration alternative), community preservation or enhancement measures, or continued growth. In environmentally sensitive areas, growth would be discouraged.

The "Corridor and Node Development" alternative requires . intervention by the State to focus growth into corridors, and limit sprawl outside of existing urban areas and corridors.

Tier 1. Older Urban Areas

The older urban areas would benefit from revitalization efforts but not to the same degree of the Urban Concentration alternative. In the Corridor and Node Development growth option, greater efforts would be aimed at corridors and nodes where a substantial market for growth already exists.

Tier 2. Older Suburban Areas

The primary objective for Tier 2 under this alternative would be preserving and enhancing the quality of the communities in the older suburbs.

Tier 3. other Suburbs

Since these areas are served by infrastructure, they would be targeted for -infill. To encourage the most efficient use land in these areas while discouraging "leapfrogging" development into surrounding areas.

Tier 4. Non-Contiguous Centers

Non-contiguous centers would be treated similarly to the other suburbs, although the specific policies would differ. Growth would be encouraged in these nodes by providing incentives or funding or some other means of enhancing their development environment. A major emphasis would be upon preventing sprawl in the rural areas around the centers.

Tier 5. Planned Urbanizing Areas

The planned urbanizing areas are those with the most intense development pressure on them. Since growth will occur in these areas, barring public intervention, the most important effort will be to ensure its efficiency and quality. Planned coordinated growth will be encouraged through a variety of controls and incentives.

Tier 6. Future Urbanizing Areas

The future urbanizing areas are intended as a reserve for future development but corridor development would be permitted and encouraged within carefully defined boundaries and in accordance with design standards.

Tier 7. Agriculture

Agricultural preservation would be the governing policy outside of the corridors*

Tier 8. Conservation

- Corridors would not be extended into conservation areas. While some development may occur in these areas' if it meets stringent performance controls, more sensitive land or valuable environmental resources would be restricted from development.

GROWTH UNDER ALTERNATIVE CONCEPTS .

The growth in population that would occur between 1985 and 2010 in New Jersey under a continuation of current trends represents a 17% increase over the existing 1985 population. It is largely the

location of housing and jobs for this additional population

that the plan will be able to influence. As indicated under Part I, Trends and Patterns of Growth, above, however, as much as 20% of growth that is likely to occur in New Jersey between 1985 and the Year 2010 has already been approved, and is committed in terms of location, use, density, and floor area ratio.

Estimates of growth in population and employment under the alternative concepts and under the plan were viewed as alternative modifications that could be achieved in the trend pattern in each of the eight tiers. Estimates of trend population and employment growth by tier were developed on the basis of straight-line projections prepared by HSGA by municipality for the period 1985-2010, based upon historic trends between 1960 and 1985. Modifications to trend growth projections by tier were made in accordance with the basic goals and assumptions associated with each alternative.

The Maximum Concentration Alternative is by far the most ambitious with respect both to increasing population and employment growth in the older urban areas and older suburbs, Tiers I and II, and limiting growth in Tiers VI, VII and VIII, the future urbanizing, agricultural and conservation areas. Limitation of growth in the presently largely rural areas under this alternative assumes a roll-back of at least a portion of the already approved but not yet built residential projects in these areas, and a slight decline in employment in Tier VIII, the Conservation Area.

The Corridors and Nodes Alternative also stems the flow of population and jobs out of the older urban areas and limits growth in Tiers VI, VII and VIII but less dramatically than the maximum concentration alternative. In the presently rural tiers, it would allow presently committed growth to proceed but would reduce significantly growth throughout the rest of the projection period. Development under this alternative is directed into Tiers IV and V, Freestanding Towns and the Planned Urbanizing Area.

It was assumed by WRT and HSGA that the adoption of stringent agricultural and conservation measures could dramatically limit growth in Tiers 6, 7, and 8. On the other hand, it was considered that increases in the growth of a tier beyond growth projected under Trend should not exceed an addition of 15% to the growth expected under Trend. Fifteen percent was therefore established as the outside limit to additional incremental growth that could be induced in any tier.

Statewide population growth under the Maximum Concentration Alternative was assumed to be 13.8% and under the Corridors and Nodes Alternative and the Plan to be 15.3% in comparison to 17.1%

under trend growth. While population growth is slightly less under the alternative concepts and the plan than under a continuation of past trends, because of a special emphasis upon urban revitalization, employment growth is slightly more: 40% under the Corridor and Nodes and the Maximum Concentration Alternative in comparison to 38.2% under a continuation of past trends.

Figures G-1 and 6-2 in Appendix G present estimates of population and employment growth Statewide and by tier under Alternative Concepts and under the plan.

A COMPARISON OF ALTERNATIVE FUTURES

Key outcomes of a comparison of the alternative futures include the following:

Total population growth would be greatest under a Continuation Trend, and least under the Concentrated Urban Growth Alternative.

The proportion of multi-family housing in the housing stock would be highest under the Concentrated Urban Growth Alternative (33% single family, 67% multi-family) and lowest under a continuation of Trend (65% single family, 35% multi-family).

Employment growth would be higher under both alternative concepts (1,331,004 under concentrated growth and 1,320,735 under Corridors and Nodes) than "Trend" (1,261,253).

The proportion of office and research employment of total jobs would be highest under a continuation of trend, and lowest under Concentrated Urban Growth.

Private investment in Tier 1 would be greatest under the Concentrated Urban Growth Alternative and lowest under a Continuation of Trend.

A Continuation of Trend would result in the most extensive development of agricultural lands (114,008 acres) while the Concentrated Urban Growth Alternatives would result in the least development of such lands (5320 acres) and the Corridors and Nodes Alternative would result in development of 58,708 acres.

A Continuation of Trend would result in the most extensive development of conservation lands (304,714 acres) while the Concentrated Urban Growth Alternative would result in the least development of such lands (19,878 acres) and the Corridors and Nodes Alternative would result in development of 101,260 acres.

A detailed comparison of onsite, site related and off-site

infrastructure for all alternatives is presented in Appendix H and discussed in the following chapter.

Major conclusions of the comparison are that:

Restricting growth in sensitive areas does not make growth occur in the cities. Restricting growth in sensitive areas and getting reinvestment in the cities are separate issues. With sufficient public expenditures, it is possible to do both.

Concentration of development in older urban areas causes a lessening of total population growth, but has a less significant impact upon employment growth.

Employment investment is very vigorous under all alternatives.

Emphasis on concentrated growth would change lifestyles and values of new residents toward households with fewer children: empty nesters and single family households.

It is possible for the State to realize most of its full economic development potential without developing the highest quality agricultural lands or remaining conservation areas, or abandoning the older urban centers. To achieve these purposes simultaneously, however, intervention will be necessary to overcome traditional parochialism at the local and state agency level.