

R E F E R E N C E  
technical  
document

DRAFT DRAFT DRAFT DRAFT  
**DRAFT**  
DRAFT DRAFT DRAFT DRAFT

# The Tier Concept Applied to New Jersey

June 1, 1987

Prepared by: Wallace, Roberts & Todd  
260 South Broad Street  
Philadelphia, PA 19102

In consultation with Robert Freilich

The Draft Preliminary  
State  
Development  
AND  
Redevelopment  
Plan  
January 1988

## II. THE TIER CONCEPT AS APPLIED TO NEW JERSEY

### THE BASIS FOR TIER DEFINITION

In order to prepare and evaluate alternative approaches to the management of growth and development in New Jersey through the year 2010, it was necessary to create a conceptual framework which would categorize the various areas of the state in terms of shared characteristics relating to growth. Such a framework would permit definition of growth policies responsive to the characteristics of each area, and testing and comparison of the results of alternative policies by area.




At the outset of the project, considerable attention was given to the form of the conceptual structure that would best respond both to the purposes of the Development and Redevelopment Plan and to the unique character of the State. A variety of possible structures was considered including regional systems based upon water supply planning regions, drainage basins, air quality regions, physiographic provinces, Council on Affordable Housing regions, and geographic regions of the State. It was concluded after review of these and other potential organizing principles, that in order best to respond to the State Planning Commission's charge, the conceptual structure must express degrees of urbanization.

In order to develop an understanding of patterns of urbanization in New Jersey, Wallace Roberts & Todd, working with other consultant team members undertook an analysis of the geographic distribution of various factors that serve as either indicators or levers of growth. Major indicators of growth and urbanization for which data were evaluated include population and employment change and change in population density per square mile by municipality, and increases and decreases in assessed valuation by municipality.




Of the basic demographic measures, population was selected as the best indicator of urbanization, as population is the basic unit of demand for community services and infrastructure. Other demographic features, it was concluded, could serve to identify areas with special service, assistance, and public investment requirements, within the overall conceptual system. A review of census data by municipality throughout the State since 1950 found patterns of population growth and decline illustrated in Figure 7. Municipalities are categorized in terms of whether they have experienced population increased or decreases consistently from decade to decade since 1950, or grown or lost population during the last two decades or the past decade only. While the majority of the land area of the State lies in areas that have experienced

# Population Gains & by Municipality

## Population Gains

-  1950 to 1980
-  1960 to 1980
-  1970 to 1980

## Population Losses

-  1950 to 1980
-  1960 to 1980
-  1970 to 1980

New  
Jersey

STATE PLANNING

CO  
MM  
ISSI  
ON  
1987

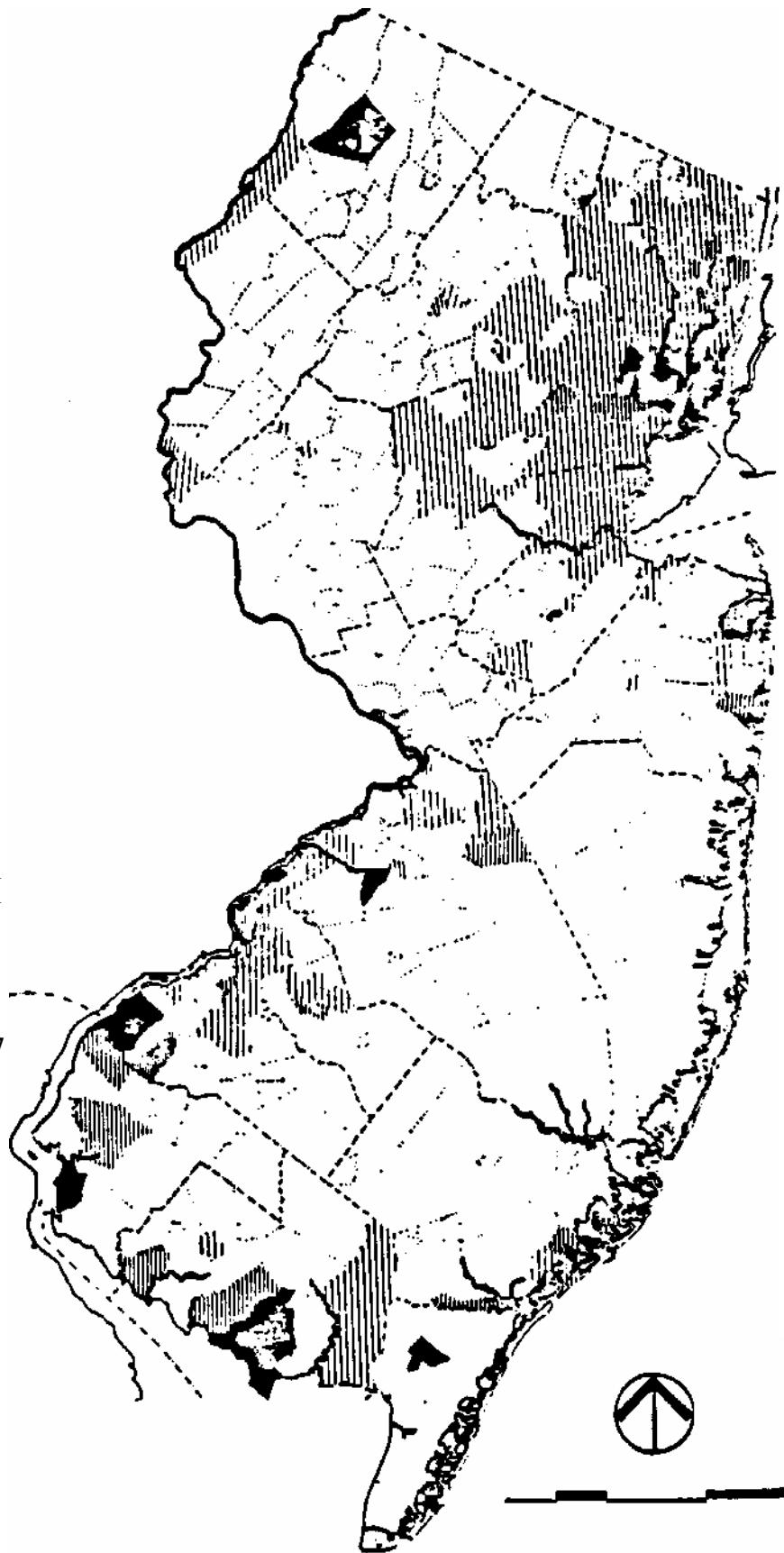


Figure 7

growth consistently throughout the past three decades, there is a striking pattern in many older suburbs, particularly in the northern portion of the State, of population loss between 1970 and 1980.

Investment and disinvestment by municipality throughout the state is summarized by Figure 8 which illustrates percent increase and decrease in equalized valuation in constant dollars between 1979 and 1986. While the results are marked, they do not appear to lend themselves to definition of the degree of urbanization occurring in various parts of the State. They might well, however, be useful in subclassifying areas in terms of needs for specific kinds of assistance or special growth areas.

Information concerning highways and availability of public sewerage were mapped by WRT and RGH. Of these two major levers of growth, public sewerage was identified as the more geographically telling in terms of the specific locations and extent of areas of urbanization;

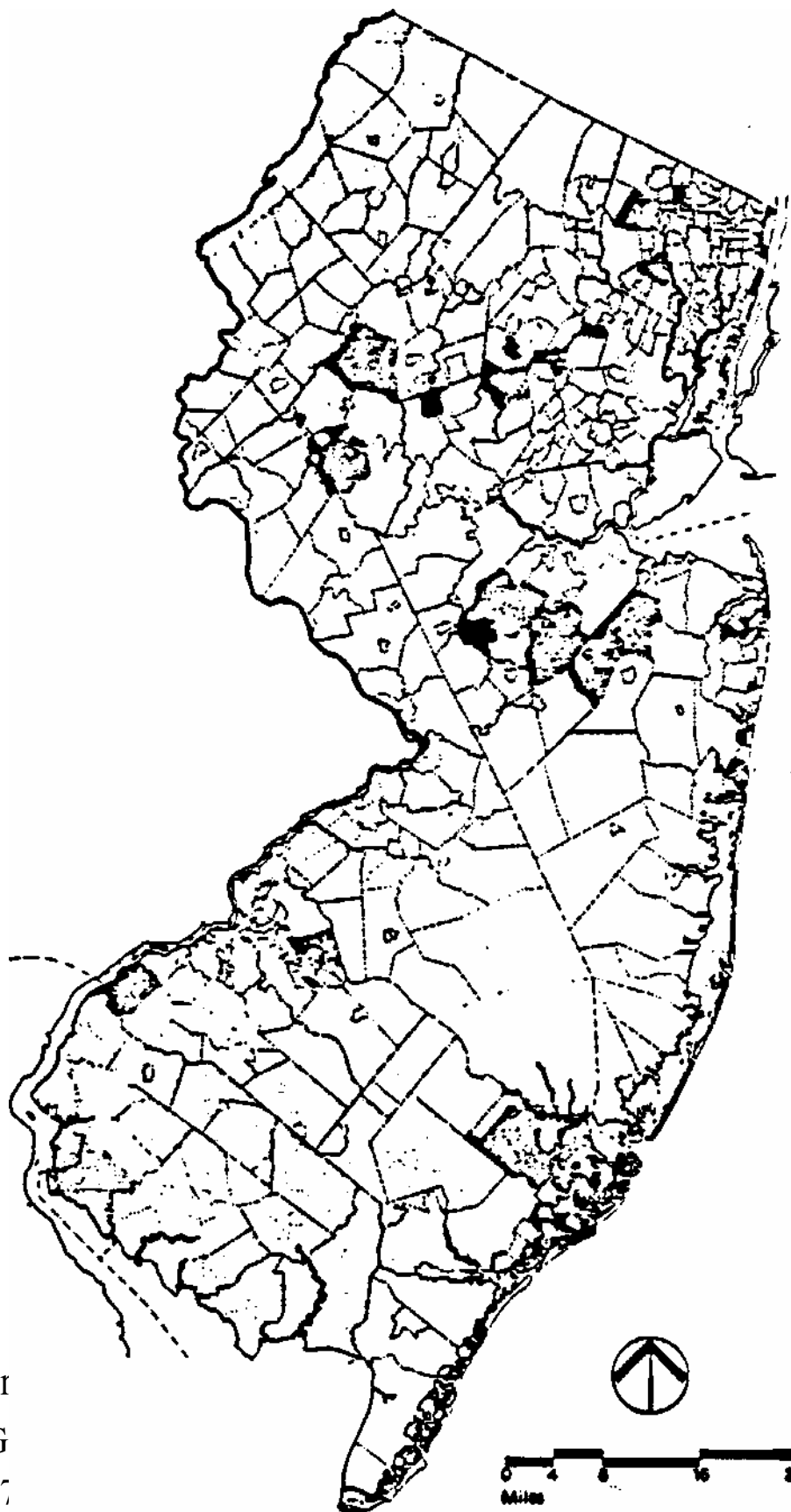
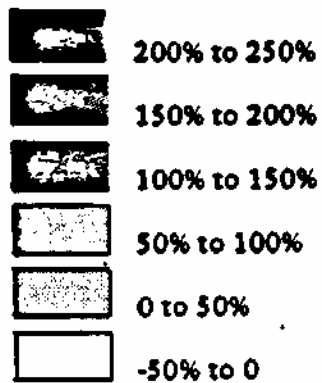
After review and analysis of data, it was concluded that the basic tier system should address capacity, pace, and density of growth in its simplest form, and that the further complexities of the urban structure should be dealt with in terms of special management overlays or sub-tier classifications. The structure of the urbanized portion of the tier system was therefore based essentially upon population density and recent past growth trends by municipality and the extent and location of existing and approved public sewer systems. Beyond the sewer area, conditions favorable to agriculture warranting conservation would serve as defining features.

#### TIER DEFINITION

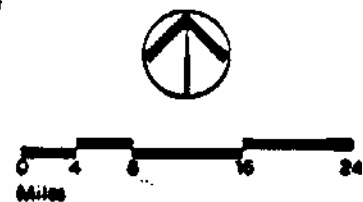
The Tier system consists of a total of eight tiers subcategorized as growth and limited growth areas. The Growth Area includes five tiers all of which have been identified as having existing or planned public sewer facilities. They constitute the existing urbanized and presently urbanizing areas of New Jersey. Each of the tiers and the criteria used to delineate each tier are described below. Preliminary estimates of the land area in each tier are provided.

The Growth Area is that portion of New Jersey served or proposed to be served with public sewer. Preliminary estimates find that this area has an approximate extent of 1816 square miles, representing 23% of the State's total land area.

Percentage  
Change in  
Equalized  
Valuation 1979-  
1985



New Jer  
STATE PLANNING  
1987



# Growth Tiers (Illustrative)

## GROWTH AREAS

Existing Urbanized



Older Urban Areas



Older Suburbs



Other Suburbs



Noncontiguous Center



Existing Sewered Areas

## LIMITED GROWTH AREAS



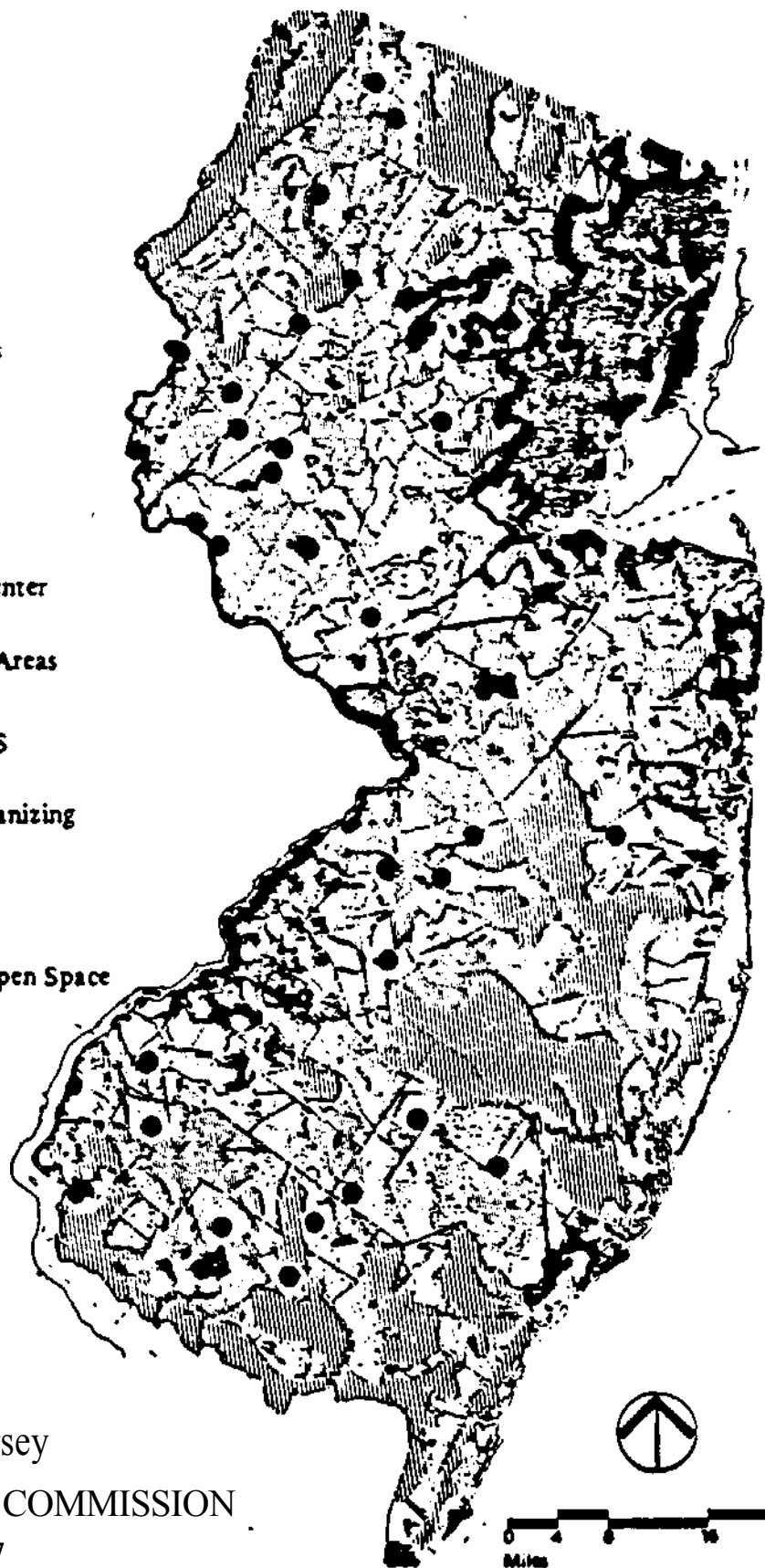
Rural/Future Urbanizing



Agricultural



Conservation & Open Space



New Jersey

STATE PLANNING COMMISSION

1987

Figure 9

Tier 1: Urban Centers are those municipalities with population densities of 1000 or more persons per square mile which have consistently lost population since 1950 or have been designated as urban aid municipalities. Preliminary estimates find that approximately 376 square miles or 5% of the State's land area are in this category.

Tier 2: Older Suburbs contain those municipalities with population densities of 1000 or more persons per square mile that have lost population since 1960 or 1970. Preliminary estimates find that 500 square miles or 6% of the State's land area are in this category.

Tier 3: Growing Suburbs include those municipalities with population densities of 1000 or more persons per square mile that are presently urbanized and demonstrated growth as of 1980. Preliminary estimates find that approximately 469 square miles or 6% of the State's land area are in this category.

Tier 4: Freestanding Towns are urbanized areas with populations no greater than 60,000 which lie a minimum of two miles from other types of existing urbanized areas. This tier, which may consist of a municipality or only a portion of a municipality, includes a range of community types that vary from isolated industrial towns and cities, to old farm centers and historic villages in the rural portions of New Jersey. Typically, these settlements have place names. Preliminary estimates find that approximately 92 square miles or 1% of the State's land area are in this category.

Tier 5: Planned Urbanizing Areas consists of those areas of less than 1000 persons per square mile that are presently sewerless. The Planning Urbanizing tier includes areas designated for growth during the next capital improvement program period. This Policy Area may consist of a whole municipality or a portion of a municipality. Preliminary estimates find that approximately 379 square miles or 5% of the State's land area are in this category.

The Limited Growth Area is that portion of New Jersey lying outside of areas served or proposed to be served by public sewer. Preliminary estimates find that this area has an approximate extent of 6080 square miles, representing 77% of the State's total land area. The three Policy Areas within this area are described below:

Tier 6: Future Urbanizing Areas are those lands not presently served by sewers or scheduled for sewer extension, but without either identified agricultural value, special environmental constraints, or resource value. This Policy Area can be considered an "urban reserve" which will likely become a Growth

area at some point in the future. Preliminary estimates find that approximately 732 square miles or 9% of the State's land area are in this category.

Tier 7: Agricultural Areas include lands identified by counties as a Certified Agricultural Development Area, and other areas of prime agricultural soils that are neither developed nor served by existing or planned public sewer systems nor included within Tier 8. Preliminary estimates find that 1508 square miles or 19% of the state's land area are in this category.

Tier 8: Conservation Areas contain lands identified as having especial environmental constraints or resource value. Preliminary estimates find that 3840 square miles or 49% of the State's land area are in this category\*

In addition to these Policy Areas, three types of management area are integral to the plan:

1) Major growth corridors which may cross all tiers and where nodes or major mixed use centers are to be located, excepting in Tier 8. The specific boundary of each corridor will be determined taking into account locations of interchanges on limited access highways and stations on commuter rail lines and other physical, jurisdictional and geographic features as appropriate. Figure 10 illustrates configurations for such corridors based upon findings of George Stemlieb of Rutgers Center for Urban Policy Research and by the New Jersey Department of Transportation.

2) Areas of special state jurisdiction including:

- The Hackensack Meadowlands
- CAFRA
- The Pinelands

3) Environmental Management Overlays including:

- Watersheds of Existing and Potential Reservoirs
- Areas of High Concentrations of Rare and Endangered Wildlife Species, subcategories as:



- Grassland • .
- Pinelands
- Woodland, and
- Coastal . . .

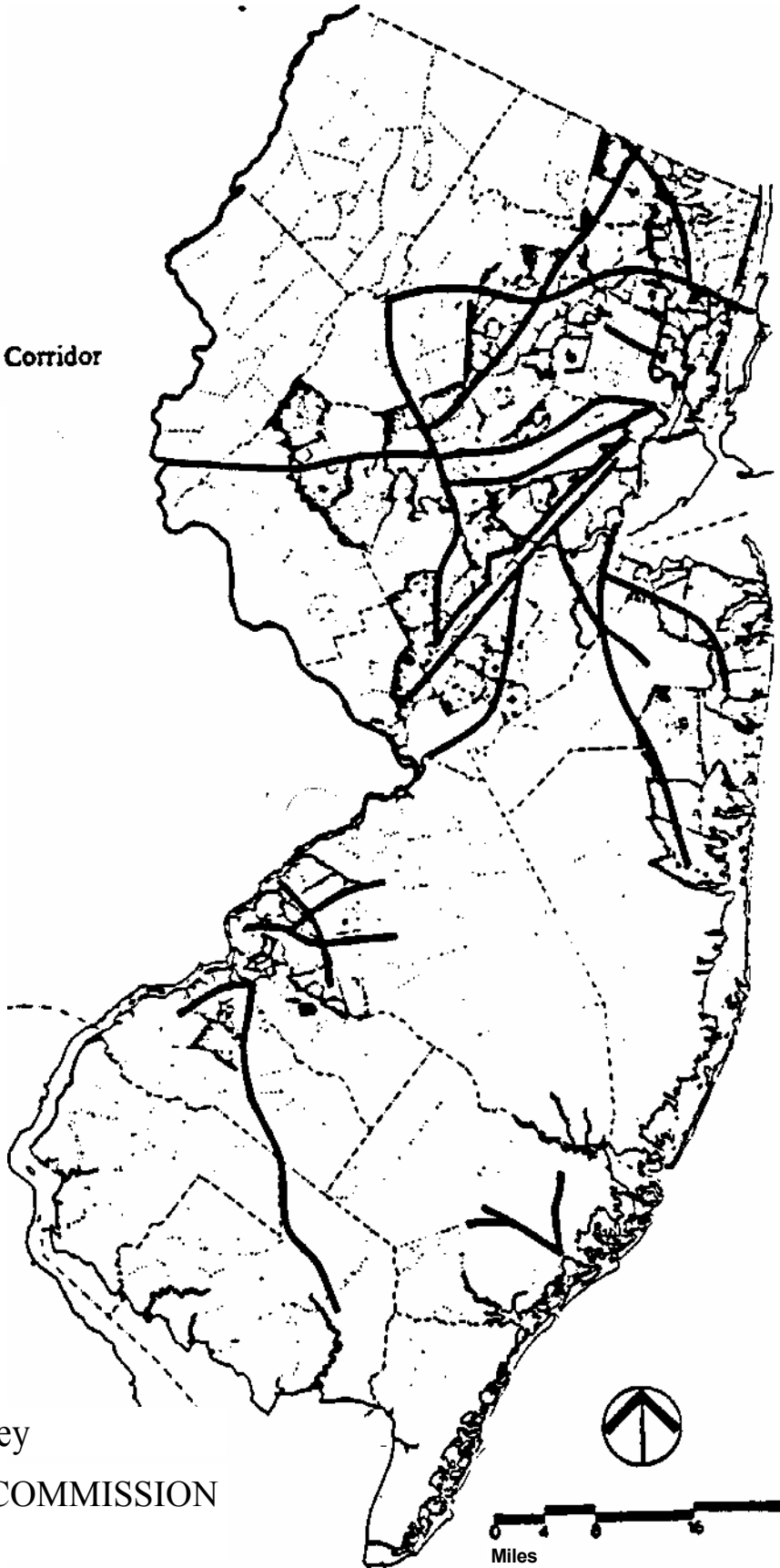
- Areas of Medium Frequency of Occurrence of Unique Species, and

- **Water Supply Critical Areas**



# Growth Corridors

-  Growth Corridors
-  NJDOT High Growth Corridor



New Jersey  
STATE PLANNING COMMISSION  
1987

Figure 10.