



*Fiscal Year 1995*  
**ANNUAL REPORT**

\_\_\_\_\_ of the \_\_\_\_\_  
*new Jersey State Planning Commission <\**  
*and the <\**  
*New Jersey Office of State Planning*

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New Jersey Office of State Planning  
February 1996

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*Fiscal Year 1995*  
**ANNUAL REPORT**

*of the New Jersey State*  
*Planning Commission*  
*and the Office*  
*of State Planning*

*"A Place for Planning"*



*Illustration by: Matthew Gough*

**State Planning Commission**  
**1994 -1995**

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**Herbert Simmens**

Principal Executive Officer and Secretary

*As Chairman of the State Planning Commission since its formation, I have brought to the Commission the perspective of a citizen who is naturally concerned with the welfare of his community but who also discerns that, in our nation, **meaningful public involvement is indispensable to the quality and the credibility of attempts to govern better**, particularly in the field of planning.*

*There is a need for all of us to further the best interests of the country and our State, and we are going to have to work together to accomplish that. I do not think there is much question as to whether we will get to that middle ground. The question is when, and I hope is soon, because delay is costly to all of us.*

*The fundamental problem in New Jersey is one we share with the other urban and industrial states — we have been operating under Federal and State policies that have been creating inefficient patterns of land-eating, low-density growth for 50 years. The problems are economic, environmental and social.*

*Planning is a tool for addressing the questions of real costs and real benefits under our current pattern of growth, in comparison to what we might achieve under alternate patterns. The most effective action so far has been at the state level, and New Jersey has been in the forefront. Our response has been a "bottom-up" process that was dictated by home rule realities and the need for public consensus building.*

*It is amazing to planners from other states, but the impetus came from experienced local officials and from the public. It was no accident. Comprehensive statewide planning was an idea whose time had come for New Jersey.*

*The question of why New Jersey became a leader in this movement is instructive. In my opinion, New Jersey had a better view of where the nation was headed because we had "arrived" at the future and were going into gridlock.*

*New Jersey's process for plan development has come in for a lot of attention. It is as important as the plan itself, if not more so. Currently, our State Plan is being scrutinized by groups attempting to promote growth management across the nation, most recently in New York and Connecticut.*

*As for the present in New Jersey, implementation is underway. Center designations and consistency reviews with municipalities are taking place. Memos of understanding have been signed with State and regional agencies.*

### ***An Agenda for New Jersey's Future***

*As for the future in New Jersey, I am optimistic, though I know that our efforts could be slowed in a moment if we relax. I know that we need to strive to bring greater clarity of thinking to the issues we are addressing and bring fresh approaches to bear.*

*For example, we must try to harness the markets in ways that benefit business and the public alike. We cannot rely only on plans and regulations in the years ahead.*

*We need to develop our abilities to help the public visualize the consequences of allowing the status quo to continue unchanged, through greater use of computerized graphic displays and geographic information systems.*

*We must develop awareness in the State of the need to achieve a sustain-*

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*able economy. We need to understand that the current trend cannot continue. The price is too high in economic terms, in environmental terms, in societal terms and in individual terms.*

*Governor Whitman is currently conducting discussion groups to assess the possibilities of developing a plan for a sustainable economy in New Jersey, and I strongly recommend and support those efforts.*

*We need to build bridges to business, especially the development community. There has been too much ideological rhetoric and not enough focus on the great amount of common ground that we share. •*

*Lastly, for the future in New Jersey, we need leadership by all of those who are concerned with the quality of growth.*

*The public is in solid support of Statewide planning. The polls have substantiated this time after time. This is the public will.*

*But it takes leadership to express the will of the people. And that is where we all come in. Let us work together for a better New Jersey.*

- Excerpted from "The New Jersey State Plan: Past and Future," the Isadore Candeb Annual Lecture in Planning, Bloustein School of Planning and Public Policy, Rutgers University, October 25, 1994.

## Notes from the Executive Director *Herbert Simmens, PP*

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*The State Development and Redevelopment Plan has as its theme, "Communities of Place." It envisions a state where communities grow and change without sacrificing the quality of life expected and demanded by New Jersey's residents, workers and businesses. It sets forth a strategy by which these communities can be identified and created as we enter the 21st century.*

*This Annual Report, presenting the accomplishments of the State Planning Commission and the Office of State Planning for the fiscal year from July 1, 1994 through June 30, 1995, has as its theme, "A Place for Planning." At this writing, we are experiencing an undercurrent of planning activity in New Jersey. This activity is not as visibly dynamic in managing the State's explosive growth and development as it was when the State Planning Act was enacted nearly a decade ago.*

*Today's fiscal pressures, however, demand even more the most effective use of resources to meet the needs of all who live or work in New Jersey. Among those resources are: State, regional and local governments and authorities; private businesses and organizations-, private land owners and trustees of public lands; our fragile ecology and our diverse cultures.*

*The fundamental issues articulated in the Act continue to arise today. Their daunting complexity requires a response that crosses the lines of traditional disciplines and organizational structures. The Commission and the Office remain uniquely capable of responding to these issues in New Jersey with a long-range perspective that complements traditional structures that respond to immediate needs.*

*This past year has been a productive one for us, aided by the support of Governor Whitman. The principles of the State Plan are working their way into the daily decision making of State and local agencies and private interests, as well they should. As expected, experiences in implementation have begun to reveal the Plan's strengths and weaknesses.*

*The Office is preparing to support the State Planning Commission as it evaluates possible revisions to the State Plan in the process of triennial review called for in the State Planning Act. This review will lead to a new round of cross-acceptance to refine the revisions in a process of public and intergovernmental dialogue pioneered in New Jersey and recognized nationally and internationally.*

*The following pages do not just reflect our accomplishments— they offer a view to the year ahead. Clearly, New Jersey is a place for planning, and now is the time.*

## **Preface**

### *The State Planning Act*

*The State Planning Act* of 1985 created the New Jersey State Planning Commission and its staff arm, the Office of State Planning. The Act established the following mandates for the Commission:

*^prepare and adopt within 18 months after the enactment of the Act, and revise and re-adopt at least every three years thereafter, a State Development and Redevelopment Plan which shall provide a coordinated, integrated and comprehensive plan for the growth, development, renewal and conservation of the State and its regions; ^prepare and adopt as part of the State Plan a long-term infrastructure needs assessment, which shall provide information on present and prospective conditions, needs and costs with regard to State, county and municipal capital facilities; ^develop and promote procedures to facilitate cooperation and coordination among State agencies and local governments; ^provide technical assistance to local governments; ^periodically review State and local government planning procedures and relationships; Preview any bill introduced in either house of the Legislature which appropriates funds for a capital project; and +take all actions necessary and proper to carry out the provisions of the Act.*

*The State Plan defines a comprehensive strategy to achieve the goals enumerated in the Act. The Act instructs the Commission to prepare, adopt, revise and update the State Plan in consultation with local governments.*

*The Plan should establish statewide planning objectives, coordinate planning activities and guide policies concerning economic development, urban renewal, natural resource preservation, land use, other infrastructure improvements and capital expenditures. It should also identify areas for growth, limited growth, agriculture, open space conservation and other appropriate designations. In addition, the Plan is to promote development and redevelopment in a manner consistent with sound planning and where infrastructure can be provided at private expense or with reasonable expenditure of public funds. The Office of State Planning is required to publish*

*an annual progress report on achieving the goals of the State Planning Act. It should include a discussion of the State Plan's effectiveness in promoting consistency among municipal, county and State plans, and an accounting of the State's capital needs and progress towards providing housing where such a need is indicated. This report responds to the Act's directives and includes a discussion of these issues in the pages that follow.*

## **Annual Report**

- Q Progress on achieving SPA goals
- Q Effectiveness in promoting consistency
- Q Accounting of capital needs
- a Progress toward providing housing
- Q Context for future planning



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## The State Development and Redevelopment Plan

### *An Overview*

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Adopted on June 12, 1992 by a unanimous vote of the 17-member New Jersey State Planning Commission, the State Development and Redevelopment Plan responds to legislative and public demand for organizing future growth into forms that meet the public's desires for attractive communities of character and integrity, where infrastructure can be provided efficiently and at reasonable cost. The Plan calls this quality-of-life vision "Communities of Place."

It suggests that New Jersey can create or re-create such places by strategic, coordinated intergovernmental investment. Such cooperation among public entities should in turn encourage private interests to site development in places where government investment is planned.

The State Plan has two major sections: the Statewide Policy Structure and the Resource Planning and Management Structure. It is accompanied by a map that is a geographic expression of its goals, policies and strategies.

#### **The Statewide Policy Structure**

The Statewide Policy Structure presents planning goals, each accompanied by a strategy defining how these goals may be achieved by agencies at each level of government and by the private sector. This section also includes a series of Statewide Policies that cover 17 subject areas: equity; comprehensive planning; resource planning and management; public investment priorities; infrastructure investments; economic development; urban revitalization; housing; transportation; historic, cultural and scenic resources; air resources; water resources; recycling and waste management; agriculture; and the areas of critical State concern (i.e., Pinelands, CAFRA and Hackensack Meadowlands Development Commission areas).

The Statewide Policies were developed in consultation with the agencies responsible for planning, programming and regulation in each of the subject areas. Decision makers should consider the applicable policies when working to integrate their plans and programs with the negotiated agreements established in the State Plan.

#### **The Resource Planning and Management Structure**

By considering growth in the context of centers and environs within planning areas, the Resource Planning and Management Structure provides a means to balance development and conservation objectives everywhere in the State except areas under the jurisdiction of the Pinelands Commission or the Hackensack Meadowlands Development Commission<sup>2</sup>. Five planning areas define various levels of development intensity and infrastructure service.

There is for each planning area — Metropolitan (PA 1); Suburban (PA 2); Fringe (PA 3); Rural (PA 4); and Environmentally Sensitive (PA 5) — a series of planning objectives designed to guide the application of the Statewide Policies to the diverse characteristics of the State's geography and to help communities decide the appropriate location and size of centers. Critical environmental/historic sites are also identified and delineated.

Centers are either existing or planned places where future residential, commercial and service development will be focused. Five types of centers are defined in the State Plan.

All centers — Urban Centers, Towns, Regional Centers, Villages and Hamlets — have a central core of public and private services and a surrounding development area. In planning for creating, developing or redeveloping such centers, counties and municipalities can identify the central core and development area by drawing community development boundaries.

The State Plan identifies more than 600 centers. By identifying these places, the State Planning Commission has asserted that they now are or have the potential to become the "Communities of Place" envisioned in the Plan.

Communities are invited to seek an official "center designation" from the Commission through a process defined in the State Planning rules<sup>3</sup> included in the subchapter on map amendments. A designation results from a series of planning activities that include the examination of future population and employment projections; the preparation of natural and built resource inventories and management plans; and the development of design guidelines.

Designation signals a number of important accomplishments. Through designation, the Commission expresses its commitment to support a community's intent to accommodate and manage its future growth with policies and strategies consistent with the State Plan.

Designation demonstrates that the center is actively engaged in a state-of-the-art planning process and has a planning agenda that should be supported and encouraged by State and local agencies and private-sector interests that are working toward the same goals. Additional support can come in a variety of forms, from priority treatment for infrastructure projects and discretionary State aid, to streamlined permit issuance.

## **Implementing The Plan**

The State Development and Redevelopment Plan functions as a common planning guide for each level of government. It is the mechanism leading agencies at all levels of government toward greater integration, coordination and reconciliation of their plans and programs.

**Implementing the Plan** The State Planning Commission supports and encourages these activities and provides technical assistance in implementing the State Plan through the Office of State Planning. Progress toward achieving the Plan's goals continues to be made through the centers designation and consistency review processes; strategic revitalization and "urban complex" planning; and State, regional and interstate agency coordination.

*Q Consistency Among Plans and Consistency Reviews*

*Q Centers and Map Amendments Q*

*Strategic Revitalization Planning Q*

*Sustainable Development Q State*

*Agency Coordination Q Regional*

*Agencies Q Interstate Coordination*

### **Consistency Among Plans and Consistency Reviews**

By increasing consistency among plans, the intent of the State Planning Act is achieved through

existing lines of delegated authority and through existing implementation processes, rather than through new layers of bureaucracy. State agencies and local planning boards made substantial efforts to improve consistency with the State Plan in FY 1995.

Rules promulgated by the State Planning Commission provide procedures by which any local, county or regional agency may voluntarily submit its master plan for consistency review by the Office of State Planning.<sup>4</sup> State agencies may also submit their functional plans to the Office for consistency review.

The rules do not permit the Office to review for consistency any codes, ordinances, administrative rules or regulations. The Office may, however, formally and informally assist government agencies as they prepare and design plans — and regulatory processes implementing their plans — that increase consistency with the State Plan.

### ***State and Regional Agencies***

During FY 1995 the Office of State Planning reviewed three new State and regional plans and found them to promote consistency with the State Development and Redevelopment Plan. They are:

+ *Transportation Choices 2020*, prepared by the Department of Transportation to meet the requirements of the Federal Intermodal Surface Transportation Efficiency Act (ISTEA); ^ *Direction 2020*, prepared by the Delaware Valley Regional Planning Commission to meet the requirements of ISTEA; and ^ *Regional Transportation Plan for Northern New Jersey*, prepared by the North Jersey Transportation Planning Authority to meet the requirements of ISTEA.

### ***Counties and Municipalities***

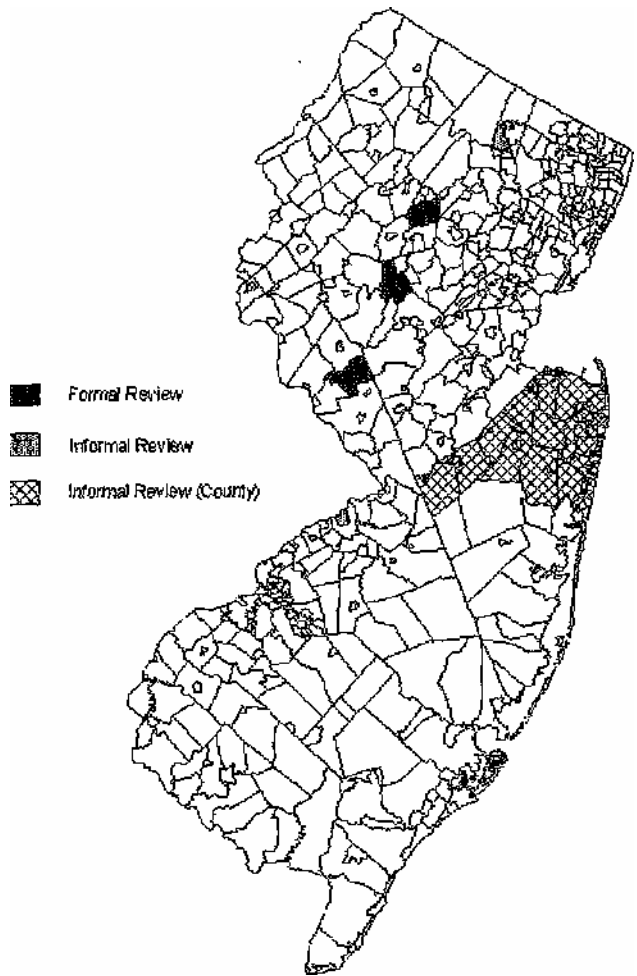
The State Planning Act *recommends* that municipal and county plans be consistent with the State plan; it does not *require* consistency. The Municipal Land Use Law<sup>5</sup> requires municipalities with master plans to include a policy statement "indicating the relationship of the proposed development of the municipality as developed in the master plan to the State Development and Redevelopment Plan."

As of June 30, 1995 the Office of State Planning had on file master plans, master plan elements or master plan re-examination reports for 247 municipalities. Of these, 56 had new master plans adopted between January 1992 and July 1, 1994.

During FY 1995, Randolph Township (Morris County), East Amwell Township (Hunterdon County) and Bedminster Township (Somerset County) requested review of their master plans for consistency with the State Plan. The State Planning Commission affirmed the staff finding that all three master plans were consistent with many, but not all, goals and strategies of the State Plan.

Prior to undertaking a re-examination of their master plans, Riverton Borough and Burlington City (Burlington County), and Bloomingdale Borough (Passaic County) requested an informal consistency review of their respective plans. In each case, the Office of State Planning staff made recommendations and observations on local issues and possible revisions to future plans.

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*New Jersey*  
State Planning Commission & Office of State Planning

**Consistency  
Reviews**

In revising its growth management guide, the Monmouth County Planning Board requested that the Office review and comment on proposed policy changes. Office staff made recommendations on urban revitalization and promoting center-based development. The recommendations were incorporated into a final draft scheduled for adoption by the County Planning Board in late 1995-

r completed various planning projects that incorporated or were guided by provisions of the State Plan. For example: + Bergen County conducted a series of studies integrating several data bases with the mapping capabilities of a geographic information system to gather insights into countywide commuting patterns and the relationship of nonprofit decisions to transportation facilities and services.

^Delaware River waterfront towns in Burlington County approached revitalization as a regional issue. Here, the County Land Use Office initiated a "consensus planning" effort with municipalities located in the Route 130 corridor from Palmyra to Florence to develop a regional strategic plan and a program to revitalize sagging retail infrastructure. +Burlington County also assisted some of its municipalities in developing ordinances to establish municipal transfer-of-development-rights programs as a tool to preserve farmland while accommodating development, and to potentially define centers. The most advanced municipality, Lumberton Township, expected to adopt the first such ordinance in Burlington County by late summer 1995. Chesterfield Township also made significant progress toward establishing a transfer-of-development-rights program that would lead to revisions to Sits master plan and a petition for center designations. +The Gloucester County Planning Department issued a request for proposals to study the issue of managing the Fringe and Rural Planning Area environments of a designated center. The study was to result in recommendations for implementing a Woolwich Township Master Plan containing provisions that would meet the State Plan's intent for such a center and its environs. The contract for the study was expected to be awarded in late summer 1995.

direct response to the State Plan, Hudson County continued a planning process that could lead to the adoption of the first Urban Complex strategic plan in the State. Hudson County expects to submit the completed plan to the State Planning Commission for its endorsement in early 1996,

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^Hunterdon County used the results from a countywide survey to begin the process of updating its growth management plan. Related efforts included a meeting of all Hunterdon municipalities to encourage the designation of centers.

^Middlesex County was preparing a growth management plan that would incorporate several of the core goals of the State Plan and could result in the first countywide center designation package.

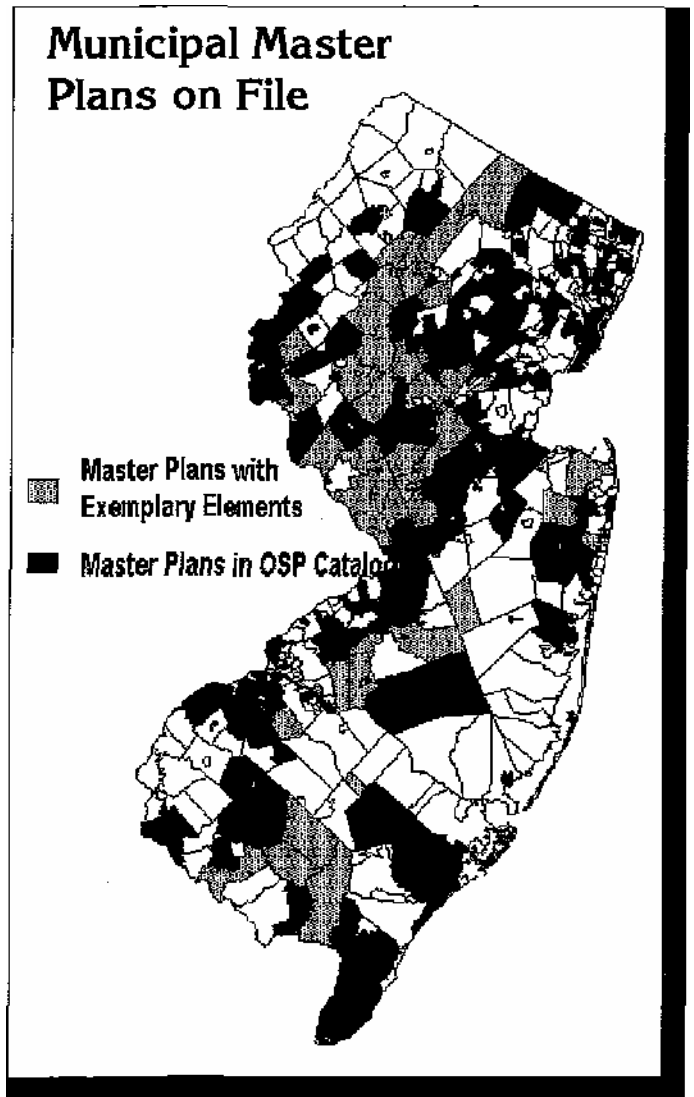
^Morris County collaborated with municipalities and interested parties to plan for the Whlppany and Great Swamp "watersheds.

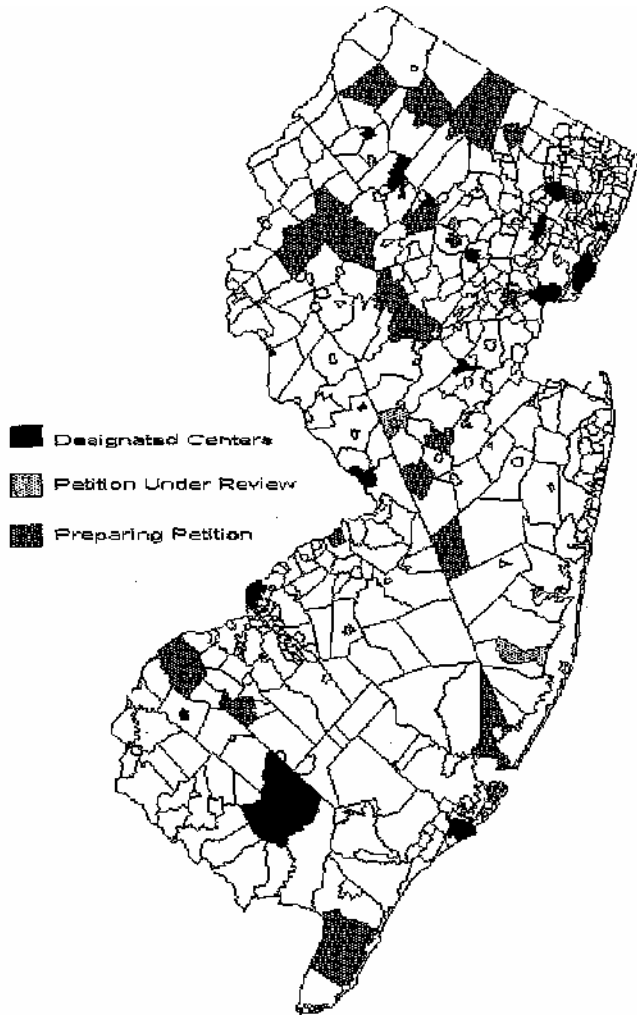
^Somerset County completed a transit access improvement study of the Raritan Valley and Gladstone Branch rail lines to encourage transit use through improvements in and around train stations. This is one of the first countywide studies to implement the concepts and techniques presented in NJ Transit's handbook, *Planning/or Transit-Friendly Land Use*.

^Salem County was updating its master plan to become center-based, in line with the State Plan. The Office helped the County Planning Board devise population and employment projections. ^Sussex County began the process of updating its land use element by meeting with all of its municipalities and utilizing information from those interested in center designation.

+Warren County recently adopted an open space plan and a dedicated tax that will promote farmland and open space preservation.

As the purpose of consistency reviews is to assist and guide agencies that wish to improve consistency among plans, the Office of State Planning examined recently submitted municipal and county master plans and development ordinances in New Jersey to develop a file of techniques that could readily be used to implement provisions of the State Plan. The Office identified 27 techniques for improving the basis for planning, community planning and design; infrastructure planning and management; and incentives and controls for guiding growth. The first compilation of techniques, including lists of contacts and references for further information, was to be published in the summer of 1995.





**Table 1 Designated Centers**

Name	County	Date Designated
<b>Designated Urban Centers</b>		
Atlantic City	Atlantic	6/12/92
Camden	Camden	6/12/92
Elizabeth	Union	6/12/92
Jersey City	Hudson	6/12/92
New Brunswick	Middlesex	6/12/92
Newark	Essex	6/12/92
Paterson	Passaic	6/12/92
Trenton	Mercer	6/12/92
<b>Designated Regional Centers</b>		
Newton	Sussex	9/24/93
Millville/Vineland	Cumberland	5/20/94
Dover	Morris	12/2/94
<b>Designated Town Centers</b>		
Woodstown	Salem	10/29/93
Ridgefield	Bergen	5/20/94
Hopatcong	Sussex	4/28/95
<b>Designated Village Centers</b>		
Hopewell	Mercer	9/24/93
Mendham	Morris	2/24/95
<b>Designated Hamlet Centers</b>		
(None)		

## Center Designation

### Centers and Map Amendments

During FY 1995, the State Planning Commission formally designated three centers: Dover (Regional Center, Morris County), Mendham (Village, Morris County) and Hopatcong (Town, Sussex County). These actions increased to 16 the total number of designated centers in the State Plan. (See Table 1.)

In addition, the Commission, in consultation with Office of State Planning staff, was considering for designation 28 other centers (See Table 2.) To improve the effectiveness of the center designation process in increasing coordination with State agencies, the Office made efforts to encourage consistency reviews in advance of petitions for center designation.

Creating centers, particularly new ones, requires changes in financing, marketing, municipal codes, and other practices. The Office of State Planning initiated special studies to recommend ways in which public- and private-sector participants can facilitate the development and redevelopment of centers.

Table 2 Status of Petitions for Center Designation, June 30, 1995

<i>Municipality</i>	<i>County</i>	<i>Center Type</i>	<i>Status</i>
Andover Borough	Sussex	Village	Petition under review
Bedminster Township	Somerset	Village	Preparing petition
Branchville Borough/Frankford Township	Sussex	Regional Center	Preparing petition
Burlington City	Burlington	Town	Preparing petition
Cape May City	Cape May	Town	Preparing petition
Cape May Point	Cape May	Village	Preparing petition
Cranbury Township	Middlesex	Village	Preparing petition
Cranford Borough	Union	Town or Regional Center	Preparing petition
Elk Township	Gloucester	Planned Village	Preparing petition
Elmwood Park/Saddle Brook	Passaic and Bergen	Regional	Petition withdrawn
Frenchtown	Hunterdon	Town	Preparing petition
Hackettstown/In dependence/ Mansfield/ Washington/Mount Olive	Warren and Morris	Regional Center	Preparing petition
Little Egg Harbor Township	Ocean	Town and Hamlet	Preparing petition
Middle Township	Cape May	Regional Center and Village	Preparing petition
Morristown Town	Morris	Regional	Petition under review
Mountain Lakes	Morris	Town	Preparing petition
Ocean Township (Waretown)	Ocean	Town	Petition under review
Ogdensburg/Hamburg/Franklin/Hardyston	Sussex	Regional Center	Preparing petition
Oxford Township	Warren	Village	Preparing petition
Plumsted Township	Ocean	Town and Hamlet	Preparing petition
Princeton Borough/Township	Mercer	Regional	Petition under review
Randolph Township	Morris	Regional Center and Village	Preparing petition
Somerville/Bridgewater/Raritan	Somerset	Regional	Preparing petition
Wanaque Borough	Passaic	Town	Preparing petition
Washington Borough and Township	Warren	Town	Preparing petition
Washington Township (Robbinsville)	Mercer	Village	Preparing petition
West Milford Township	Passaic	Town and Village	Preparing petition
Woolwich/Logan Townships and Swedesboro Borough (Center Square)	Gloucester	Planned Regional Center	Preparing petition

To assist communities in planning and designing centers, the Office planned to complete a photographic survey of selected existing centers in the autumn of 1995. The Office also began a study of financing and marketing issues in the implementation of centers, and assembled codes and ordinances that facilitate good center design.

Center designations are but one form of amendment to the Resource Planning and Management Map (RPMM). Millburn Township (Essex County) and Greenwich Township (Warren County) petitioned to amend the RPMM in other "ways.

Millburn sought to add critical environmental/historic sites to the RPMM. Greenwich Township sought to modify planning area boundaries. Action on both petitions was pending as of the end of FY 1995.



### **Strategic Revitalization Planning**

In March 1995, Governor Whitman issued her Urban Strategy report. As one of the State Treasury Department's representatives to the Urban Coordinating Council, the Office of State Planning worked with the Governor's Office, the Urban Coordinating Council (UCC) and its subcommittees in developing and implementing the Governor's Urban Strategy. The Office prepared profiles of selected communities for the UCC. The Office was to participate in evaluating neighborhood revitalization plans submitted by cities not included in the first year of implementing the strategy.<sup>6</sup> The Office assisted in the creation of guidelines for preparing a strategic revitalization plan.



### **Sustainable Development**

Inspired by the 25th anniversary of Earth Day, a great deal of public attention focused on what is involved in making development "sustainable." While consensus on this issue remains elusive, New Jersey's State Plan earned widespread recognition for

embodying many of the principles underlying sustainable development. Members of the State Planning Commission and staff of the Office of State Planning were invited to participate in a number of significant initiatives.

The Office participated in Governor Whitman's initiative to create a New Jersey "green plan." Recognizing the links among sustainable resource use, economic development and urban revitalization, the Office co-sponsored, with the Department of Environmental Protection (DEP), an analysis of the most promising ways to undertake ecological planning in our cities. Office staff participated in a seminar sponsored by the Center for the Study of Public Issues at Monmouth College, addressing public-private partnership arrangements for sustainable development in Long Branch and its neighboring municipalities.

### **State Agency Coordination**

The most fundamental strategy for achieving the goals of the State Plan is to "ensure sound and integrated planning statewide by using the State Plan as a guide to planning and growth-related decisions at all levels of government."<sup>7</sup> Although it does not gain as much attention from the press as work with individual municipalities and counties, the Office of State Planning's work with State and regional agencies is an equally essential element in implementing the State Plan.

The emphasis in working with State agencies is to help them integrate the goals and principles of the State Plan into their decision making and planning. State agencies establish the regulatory context in which all planning decisions in the State are made.

They - and regional agencies - are responsible for the majority of the infrastructure decisions made in the State that determine how to apportion available resources among maintaining, upgrading and building new facilities. Helping State agencies find ways to incorporate State Plan goals and policies into their planning, regulatory and other activities is a major part of implementing the State Plan.

The year was especially successful in that respect. Several agencies modified their project prioritization criteria to incorporate State Plan goals and policies. Other activities advanced communications between State agencies in ways that improved their relationship with other levels of government and the private sector. The Office continued to hold monthly State agency meetings to discuss petitions to amend the State Plan, review its general use, discuss specific agency programs using the Plan, and determine issues that could lead to amending it in the next round of cross-acceptance.

Data sharing carried out pursuant to the State Planning Commission's Memoranda of Understanding with several State and regional agencies benefited the State greatly by increasing the use of data formerly developed for a single agency. These exchanges not only led to more efficient planning by State agencies, but also to more numerous and extensive cooperative data development efforts involving resources of the Office, as described elsewhere in this report.

### ***Department of the Treasury***

In late 1994, the Department of Human Services targeted several large State-owned facilities for closure by the end of the decade. Built years ago, these aging facilities present enormous challenges to both the State and the host municipalities in finding appropriate uses that will safeguard the State's investment, respond to market demand, and respect the relevant planning framework, including the State Plan. The Office of State Planning, working with the General Services Administration of the Department, prepared site analyses and re-use alternatives for the Marlboro Psychiatric Hospital, the North Princeton Developmental Center and the McCorkle Training Facility, and developed a conceptual framework for analyzing alternative development scenarios.

The Office also continued to provide graphics services for the State Treasurer and various Treasury offices.

### ***Council on Affordable Housing***

On June 6, 1994 substantive rules took effect for the New Jersey Council on Affordable Housing (COAH) that defined its relationship to the State Development and Redevelopment Plan. Subchapter 5, entitled "Preparing a Housing Element," guides municipalities in applying planning area and center designations within their affordable housing strategies. Subchapter 13, entitled "Site Specific Relief and the State Development and Redevelopment Plan," embodies the agreement between COAH and the Commission that designated centers would become the primary sites for inclusionary housing in Planning Areas 4 and 5-

In January 1995, COAH adopted a policy requiring municipalities seeking substantive certification of housing and Fair Share plans with sites in Planning Areas 4 or 5 to petition the State Planning Commission for center designation within 60 days of filing for substantive certification. It also required a report from the Office of State Planning evaluating the feasibility of centers within any municipality that requests site waivers for its housing and Fair Share plans. No such reports were requested of the Office in FY 1995-

### ***Department of Environmental Protection***

With assistance from the Office of State Planning, DEP recognized and used the State Plan's principle of advancing local planning to revise project funding priorities in its Municipal Wastewater Assistance Program. Designated centers and municipalities that have locally endorsed Strategic Revitalization Plans and Programs are now awarded additional points in the priority rating system.

Responding to Office comments on the Historic Preservation Bond Program, the New Jersey Historic Trust revised its funding guidelines to include consistency with the State Plan as a factor. The State Plan's Statewide Policies on historic, cultural and scenic resources were incorporated into the Trust's review and ranking criteria for projects applying for historic preservation grants. The revised rule reflects the Trust's recognition of the need for consistency and support among governmental programs whose activities affect historic preservation within the State.

The Office continued to assist DEP in meeting the legislative intent of amendments to the Coastal Area Facilities Review Act (CAFRA)<sup>8</sup> to coordinate and integrate the State Plan policies into the coastal zone program. In February 1994, DEP introduced a pre-proposal setting forth new locational policies utilizing the Resource Planning and Management Structure of the State Plan. The Office continued to work with DEP to prepare formal rules for introduction.

The Office reviewed and participated in the development of the revised Statewide Water Supply Master Plan as a member of the DEP Public Advisory Committee, and provided guidance on population forecasts. The revised water plan was expected to be completed in late 1995-

The Office greatly benefited from data exchange with DEP, particularly in the use of integrated terrain unit mapping. These maps, prepared for use with geographic information systems, identify approximately 50 classifications of land cover to a high degree of accuracy, based on 1986 aerial photographs. They will be used to improve the accuracy of planning analyses by the Office.



***Department of Transportation***

The Office of State Planning participated in issues groups established by the Department of Transportation (DOT) to assist in developing the DOT long-range plan — Transportation Choices 2020 ~ as required under the Federal Intermodal Surface Transportation Enhancement Act (ISTEA).? The 2020 Plan incorporates the general strategy of the State Development and Redevelopment Plan as a goal and recognizes the importance of its Statewide Policies linking land use and transportation. The Office also recommended several actions that would significantly advance implementation of both Transportation Choices 2020 and the State Plan, including developing guidance for municipalities on parking strategies and on preparing circulation elements for their master plans.

By serving on the Highway Access Code Advisory Committee, the Office of State Planning encouraged DOT to adopt changes to the code that incorporate the State Plan's Resource Planning and Management Map. The code now applies urban standards for roads in Planning Areas 1, 2 and designated centers, and rural standards for roads in Planning Areas 3, 4 and 5.

The Office again participated in reviewing ISTEA grant requests from municipalities, counties and nonprofit organizations. Projects to create or enhance bicycle paths, trails, pedestrian ways, and historic sites related to transportation and scenic improvements were eligible for funding under this program.

The program drew 244 applications this year and increased its use of the State Plan in project review. Designated centers, municipalities that participated in consistency reviews and projects in endorsed Strategic Plans and Programs received additional priority points in the review. Distressed municipalities that submitted empowerment zone applications also received additional points.

DOT established a new grant program in this fiscal year, Local Aid for Centers, that set aside \$1 million from the Transportation Trust Fund for non-traditional transportation projects, such as traffic calming and revitalization of public spaces, in designated centers. Of the 20 applications received, seven projects were funded.

Only municipalities with designated centers were eligible to apply for this funding. This was the first significant funding targeted to State Plan-related projects.

The Office was a member of the Route 1 Collaboration, in which DOT brought together municipal, county and State business and environmental interests to develop transportation improvements for the northern Middlesex County portion of Route 1. The State Plan was a key consideration in this effort.

The Office continued its participation with DOT, DEP and the Department of Commerce in developing and establishing a Scenic Byways program in New Jersey. The formal program, drafted "with the assistance of the Office, was approved by the Federal Highway Administration in October 1994. A management plan required for designation of NJ Route 29 as New Jersey's first Scenic Byway under this program was being finalized following public meetings in the spring of 1995, and was expected to be completed late in the year.

DOT provided road and rails coverages for use by the Office of State Planning in its geographic information system. The Office incorporated this data into State Plan RPMM display maps to improve their clarity.

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***NJ Transit***

NJ Transit conducted three major investment studies for rail lines. One was in the Middlesex, Ocean and Monmouth County area; another involved the New York, Susquehanna and Western line and the third was in Burlington and Gloucester Counties.

The Office of State Planning is a member of the advisory committees for all three studies. The State Plan served as the primary model for developing study goals and objectives.

The Office, along with NJ Transit staff, served on a Port Authority advisory committee evaluating alternative improvement plans for access to Manhattan in a study entitled, "Access to the Region's Core."

NJ Transit provided geographic information system coverages of rail and bus transit lines for use by the Office. This information provided an important base for identifying rail stations and other transit services for initial use in display maps, and for future use in planning analyses by the Office.

***Department of Community Affairs***

The Office of State Planning participated actively in the review of draft standards proposed by the Site Improvement Advisory Board, and submitted detailed comments for its consideration.

***Department of Commerce***

The Office of State Planning assisted the Department's consultants in developing implementation strategies for the Bayshore Economic Development Project. The Office recommended that the center designation process be used to coordinate development activities among the various municipalities.

In cooperation with the Department and Rutgers University, the Office initiated preparation of a geographic data base for New Jersey that will link policy analysis models and business site location/market research criteria.

***Department of State***

Representatives of the State Planning Commission and the Office of State Planning met with the Secretary of State and staff to review relationships of the State Plan to regulatory reform initiatives. The Office also provided graphics services to the Department.

***New Jersey Economic Master Plan Commission***

The Office of State Planning prepared comments" for the Task Force on Real Estate Development. Recommendations in the final report of the Economic Master Plan Commission were reviewed for consideration by the State Planning Commission in the triennial review of the State Plan.

***Regional Agencies***

***Hackensack Meadowlands Development Commission***

The State Planning Commission and the Office of State Planning moni-

tored the development of the Special Area Management Plan being developed for the Hackensack Meadowlands. A draft environmental impact statement, scheduled to be issued for public review in the summer of 1995, was expected to define relationships between the Special Area Management Plan and the State Plan.

### ***Pinelands Commission***

The Omnibus Park Act of 1978, establishing the Pinelands as the nation's first national reserve, gives the Pinelands Commission planning jurisdiction over a portion of the CAFRA region. As a result, the Office of State Planning and DEP have continued to work closely with the Pinelands Commission in considering changes in CAFRA rules, as discussed previously in the section on the DEP.

### ***Metropolitan Planning Organizations***

The Office of State Planning and the State Planning Commission maintained good contact with the three Metropolitan Planning Organizations (MPOs) active in New Jersey by serving on advisory committees and participating in planning studies. Transportation improvement program criteria were coordinated with all three MPOs to encourage them to become more consistent with the State Plan. The Office worked closely with the MPOs in developing regional transportation plans required by ISTEPA.

These are some examples of cooperative activity with MPOs: + The North Jersey Transportation Planning Authority (NJTPA) modified the criteria it uses to prioritize projects to incorporate State Plan goals and policies. The NJTPA independently determined how best to use the State Plan in selecting projects for its transportation improvement program. Its selection criteria incorporate different standards for different planning areas and ask of each project, "Will it promote development within a Community of Place?" + The Delaware Valley Regional Planning Commission (DVRPC), adopted its own land use and transportation plan, Direction 2020. The Office actively participated in its development and also reviewed it for consistency with the State Plan. As a result of the Office's participation, Direction 2020 used a center-based and regional growth boundary approach in its plan. DVRPC also entered into a memorandum of understanding with State Planning Commission, agreeing to reciprocal support of plan implementation and to information sharing.

In addition to participating in activities of the Regional Transportation Committee, the Office of State Planning maintained a non-voting seat on the DVRPC Board. In the latter capacity, the Office was able to advance a number of work items for DVRPC and its member New Jersey counties that promoted planning for centers and the implementation of other State Plan policies. One example was the establishment of an allocation of funding for counties to work with their constituent municipalities on implementing Direction 2020, Transportation Choices 2020 and the State Plan.

- 4 The Office advised the Transportation Advisory Committee of the South Jersey Transportation Planning Organization on population

and employment forecasting and geographic information system operations.

### **Interstate Coordination**

The Office of State Planning continued to be involved in the Delaware Estuary Program, a three-state planning effort in conjunction with the National Estuary Program of the U. S. Environmental Protection Agency and the States of New Jersey, Pennsylvania and Delaware. The Office conducted a consistency review of the Comprehensive Conservation and Management Plan (CCMP) for the Delaware Estuary and worked with DEP staff to recommend ways in which the State Plan could be utilized to implement CCMP policies and activities.

The Office performed a consistency review, and found the goals of the CCMP consistent with the State Plan and with six categories of Statewide Policies. The Office provided several recommendations to enhance the quality and effectiveness of the CCMP, including these:

- + the CCMP should incorporate the State Plan's policies on the importance of the agriculture industry, tourism and recreational activities in the estuary as tools for economic development; and
- + the CCMP should note efforts by DEP and the Office of State Planning to coordinate CAFRA rules with the goals and policies of the State Plan.

The Office also outlined a number of ways in which CCMP activities could be implemented by coordination with the State Plan. For example, the CCMP should note the ongoing technical assistance efforts of the Office and the State Plan center designation and Strategic Revitalization Plan programs. In other work, the Office continued to monitor progress on the Delaware River Wild and Scenic River proposal and began a comprehensive survey of state-level planning efforts in other states. The survey entails the collection of reference materials, information on state planning agency implementation efforts, work plans, budgets and staffing levels, and an evaluation of the status and substance of these planning programs. While research is expected to be ongoing, a report of findings was scheduled for the autumn of 1995.

## Statewide Housing Needs

### **Housing Trends**

Residential construction in New Jersey consists almost exclusively of single-family units. Between 1986 and 1990, single-family units accounted for about seven out of 10 homes authorized. In the 1990s government policies such as rent control, strict building codes and changes in the 1987 Federal tax law, which reduced depreciation allowed on rental units while preserving home ownership as a tax shelter, discouraged construction of multifamily housing except for condominiums. Between 1991 and 1994, nearly nine of every 10 units authorized were single-family units, including attached townhouses.

;

Residential development activity in 1993 and 1994, as reflected by build-  
^g permjts, was greatest in Morris, Monmouth and Ocean Counties. With the-

completion of highway links for Interstate 287 and the Trenton Complex, additional growth was anticipated in Burlington and Somerset Counties.

The pattern generally demonstrated continued growth in New Jersey's outer suburbs but less development in rural areas.

### Forecasts of Population, Employment, Housing and Land Demand

A wide variety of population and employment forecasts exist for New Jersey in the year 2010. For this report, the Office of State Planning used a range of numbers furnished by the Rutgers University Center for Urban Policy Research<sup>10</sup> in its 1992 impact assessment of the Amended Interim State Development and Redevelopment Plan, by the N. J. Department of Labor (DOL) and by the consulting firm of Urbanomics,<sup>11</sup> which developed projections in 1994 under contract to DOT.

Statewide population forecasts for the year 2010 range from 8,250,200 to 8,572,900. Employment (non-agricultural) for the same year ranges from 4,136,000 to 4,320,000. Housing need for the forecast period ranges from 430,850 new units (or 20,540 per year on average) to 542,425 (27,120 per year).

The housing need forecast was generated by the population and employment distribution model of the Office of State Planning using assumptions provided by DOT. Statistics on dwelling units authorized by building permits, compiled by DOL, appear to have been within this range since the State Plan's adoption. (See Table 3.)

Table 3  
*Dwelling Units Authorized by Building Permits*

Year	Total Dwelling Units Authorized	PRIVATE				Public Housing Units
		Single Family	Two Family	3- or 4- Family	-5- or More Family	
1985	55,015	37,475	1,954	1,070	14,026	490
1986	57,074	42,253	2,360	529	11,680	252
1987	50,325	35,873	2,174	717	11,528	33
1988	40,268	27,684	1,770	376	10,438	0
1989	29,929	20,217	1,054	370	8,042	246
1990	18,008	12,960	606	174	4,204	64
1991	14,777	12,837	414	103	1,405	18
1992	21,676	18,382	598	111	2,276	309
1993	27,746	23,341	681	368	3,261	95
1994	(prelim)23,038	20,156	489	123	2,182	88



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In 1990, the Office mapped a Statewide inventory of developable land totaling 2,087,334 acres. The 1992 impact assessment projected that 117,000 acres would be needed by 2010 for development in patterns recommended by the State Plan.

The Office continued to refine its research to discern the types of housing that will be needed in various regions of the state in the next 10 to 20 years. The Office's models anticipate household sizes and incomes, and the needs of school-age and elderly populations. Calculations of non-residential development and land demand were added to the models in 1995.

This information was made available to municipalities in the routine review of their master plans and development ordinances to ensure that sufficient opportunities are provided to meet the anticipated market demand. Model projections were also made available to State, county and regional agencies to support their planning for the infrastructure needed to serve this development.

To improve and gain insight into projections of local housing needs, the Office initiated discussions with five county planning agencies (Union, Somerset, Burlington, Salem and Ocean) to explore and refine baseline assumptions used in the Office's policy simulation models. These efforts revealed new patterns of development trends, as well as inaccuracies in commonly used Federal data sources for housing and job statistics, which need to be compensated for in adjustments to the model computations and their underlying data.

Also, statistics on land availability were expected to be refined with the completion of integrated terrain unit mapping and freshwater wetlands mapping in the autumn of 1995 by DEP. These efforts were scheduled to expand to the State's other 16 counties next year.

### **Affordable Housing**

Rules adopted by the Council on Affordable Housing established low- and moderate-income housing need for the State and by region up to 1999. The six housing regions show a total Statewide Calculated Need of 86,308 units, of which 42,739 units constitute Indigenous Need. The largest Indigenous Need — 14,307 units — is found in the Northeast Region, comprising Bergen, Hudson, Passaic and Sussex Counties, while the lowest — 3,720 units — is in the South/Southwest Region of Atlantic, Cape May, Cumberland and Salem. The largest Calculated Need is 22,203 units in the East Central Region, comprising Mercer, Monmouth and Ocean Counties. The lowest Calculated Need - 10,703 units — is in the Northwest Region of Essex, Morris, Union and Warren Counties.

### **Senior Housing**

The Office of State Planning began a study of projected housing and facilities needs for New Jersey's senior citizen population. The first phase of the study<sup>12</sup> found that needs for housing and services for the able "young old" (age 65 to 75) were expected to increase substantially in New Jersey through the 2020, while populations of the disabled and elderly (age 85 and older) would remain relatively stable. In order of importance, economic resources, disability<sup>1</sup> and the availability of appropriate community, personal and health care services were found to be the three most important factors in senior housing decisions.

Future senior land use patterns will be shaped first and foremost by the geographic locations of the seniors' homes. Since economic resources have the greatest influence on seniors' housing decisions, the ability of tomorrow's seniors to choose among various housing options will depend to a large extent on housing costs.

Among the implications of this research for planning are that there will be a substantially increasing demand throughout the state for housing units that are relatively small, single-story, and close to recreation and shopping sites, automobile parking and services, including transit and para-transit. Many of these needs can be met in centers. Subsequent phases of the study "were planned, to inventory the types and costs of senior housing currently available and to project geographically the types and costs of senior housing and facilities needed Statewide.

**Centers Designated  
in Fiscal Year 1995**  
Dover



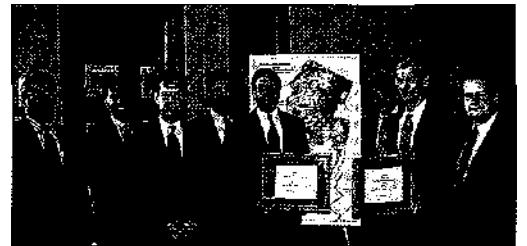
*Regional Center  
Hopatcong  
Town*

**Development Codes for Centers**

Whether as new "greenfield" developments or retrofitting existing suburbia, development of State Plan-inspired centers was found by an Office of State Planning study to face numerous barriers and challenges in areas as diverse as development industry structure, project financing and market support. Securing additional planning approvals at the local level was also viewed as a disincentive. This was partly attributable to the lack of adopted center-friendly legal frameworks, including appropriate zoning and land development standards.

To overcome these barriers to center implementation, the Office sought responses to the following working questions:

- 4 What models of codes for centers are available to New Jersey municipalities considering implementation of a center development strategy?
- + Can these models be readily adopted within the existing legal frameworks governing land development at the local level, or will their implementation require new tools and mechanisms not available under the existing statutory framework?
- + Can conventional zoning mechanisms be fine-tuned, through changes in the provisions governing uses, development standards and others, to allow for development of centers?
- + Are there neglected or underutilized provisions in State land use law and other planning statutes that could facilitate center development?



*Mendham  
Village*

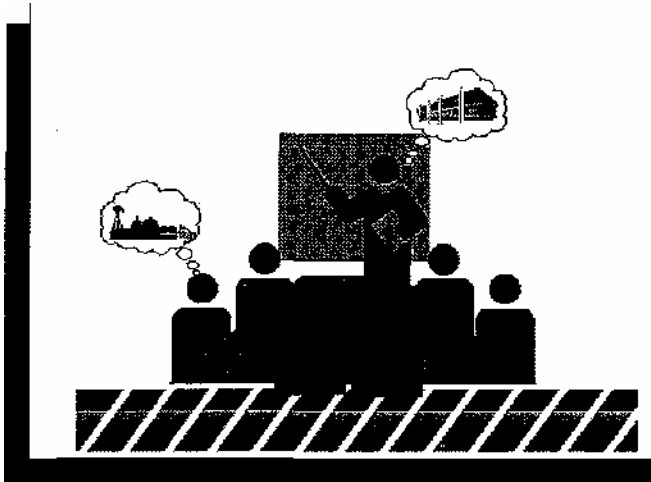


The findings of this study, due to be completed in late 1995, will be used as a springboard for discussions with developers, planners and legal community.

**Development Plans**

Developers must file with the Office of State Planning copies of plans for developments involving 150 acres or more or 500 dwelling units or more before they receive municipal approval, pursuant to requirements of the New Jersey Municipal Land Use Law.<sup>1^</sup> While the Office did not formally review these projects, it monitored

*New Jersey*  
**State Planning Commission &  
Office of State Planning**



them to track development trends that may be of interest to State agencies and local planning boards.

The Office was notified of 66 development applications in FY 1995 for projects affecting a total of 7,806 acres, and involving 10,758 housing units, 2.3 million square feet of retail development, 6.1 million square feet of office/research space and 4.6 million square feet of industrial/warehouse facilities. These totals were not a reliable indication of the *magnitude* of development activity, however.

Some applications involved previously approved development projects that sought to obtain relief from the conditions of local approval, and did not constitute new development applications. Also, information forwarded by applicants to the Office of State

Planning was not always complete — although most notifications were accompanied by a copy of the site plan submitted for municipal planning board review as required by the Municipal Land Use Law, some consisted only of a copy of the public meeting notice. Where insufficient documentation was submitted, the Office attempted to contact the applicant to obtain additional information.

The site plans submitted to the Office reflected the current state of planning and design, on the ground, in New Jersey, for projects of a certain size. With the exception of two planned-unit developments, all projects were single-use and completely auto-dependent; in the planned-unit developments, which included employment and commercial uses, these uses were carefully separated and buffered from the housing.

Larger residential projects may have incorporated different housing types, including age-restricted and/or affordable units, but the site layout always separated the different housing products. Development proposals were generally presented as free-standing entities, buffered from their surroundings and with little connection to adjacent neighborhoods. Circulation links to the wider community were provided almost exclusively to major arterials, usually State or county highways; while connections to adjacent developments by way of local roads were rare.

While in many projects there was an increasing emphasis on open space preservation, this was often in direct response to regulatory requirements (e.g., storm water detention/retention, wetlands preservation). The resulting open space was rarely user-friendly, nor did it appear to be well integrated into community-wide or regional open space networks

## Capital Needs

The infrastructure needs assessment adopted by the State Planning Commission in 1992 as part of the State Plan identified a need of \$116 billion in infrastructure investment by the year 2010, based on existing development trends. That total represents needs for infrastructure serving the public provided by all levels of government, public utilities and the private sector.

More than half of the total need was required for local community needs, and nearly two-thirds of the total was to overcome existing deficiencies in municipal, county, regional and State investment levels. More than 40 percent of the total projected need was for roads, bridges and tunnels. Revenue projections for the same period amounted to \$96 billion, leaving a shortfall of \$20 billion.

Implementation of the State Plan offers an improved scenario. The Rutgers University Center for Urban Policy Research assessment of the Interim State Development and Redevelopment Plan concluded that implementation would lead to capital cost savings of \$700 million in roads, \$562 million in water supply, \$178 million in schools, and up to \$380 million annually in municipal and school district operating costs related to capital facilities by 2010.

To update this assessment, the Office of State Planning initiated an analysis of capital investment by State agencies. This analysis of spending trends is scheduled to be completed by September 1995, and an updated infrastructure needs assessment will be prepared for the triennial review of the State Plan.

Rates of current capital spending as reported in the FY 1992-1996 New Jersey State Budget proposals show significant variation over the past five years.

## **Policy Simulation and Evaluation**

### ***Planning Information***

As noted previously in the section on forecasts, the Office of State Planning determined this year that a substantial effort was needed to improve the accuracy and extent of baseline planning information that can be used to forge effective policies.

The Office launched a two-year project in cooperation with DEP to establish a current sewer service area coverage for use on geographic information systems. The Office role was to digitize sewer service area boundaries using adopted Wastewater Management Plans on file at DEP. State discharge permit information was to be added to this coverage by DEP to create a complete, current and accurate statewide digital information base for wastewater treatment facilities in New Jersey.

Prior to this, the Office had developed the only Statewide digital coverage of sewer service areas in 1988, based on an extensive survey of wastewater treatment and collection agencies. The new project was expected to be completed by summer 1996.

To expand the availability of the Resource Planning and Management Maps, which define the boundaries of planning areas, centers and environmentally sensitive/historic sites as applied in the State Plan, the Office prepared an atlas which displays each RPMM quad in a readily reproducible page-size format. The atlas was exhibited at the New Jersey State Fair and the New Jersey League of Municipalities conference.

Using data provided by DOT, NJ Transit and its own supplemental research, the Office prepared new geographic information system coverages for local roads, commuter bus lines, and commuter rail lines and stations. These coverages were initially used to enhance display maps. However, they will be

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even more valuable in future research, which "will integrate the spatial analysis capabilities of the geographic information system with the existing econometric models of the Office to analyze future growth patterns and impacts in greater geographic detail.

To update the Office's school-cost impact model, the Department of Education provided support and assistance to the Office in its effort to collect statistical data on school facilities and enrollment.

The Office made a major effort to collect master plans from every municipality in the state. An initial effort in 1986 yielded very few responses. By the end of June 1995, 272 municipal master plans, background reports and development ordinances had been received and cataloged.

The Office began to convert its computer network to connect with the General Services Administration network. This action not only resulted in substantial savings through disconnection from the Office's existing minicomputer, but greatly increased productivity and connectivity with other agencies in Treasury and throughout State government.

Actions were initiated to enable office-wide access to the Office of State Planning library catalog, shared data bases and other planning information. The Office expanded its computerized library catalog to include more than 2,150 titles.

Office research staff initiated development of enterprise information systems that would eventually allow agency and public access to data on the geographic information system and the Internet. This conversion was expected to be completed in the autumn of 1995.

### ***Policy Simulation Models***

Models developed by the Office of State Planning for projecting costs of road, sewer and school facilities, and for municipal and school district operating costs associated with capital facilities, provided much of the basis for the impact assessment findings. These models continued to provide the only available means for State and local agencies in New Jersey to interpret regional and county projections prepared by other agencies to determine their impacts on municipalities in New Jersey, and also to allow potential policy responses to be tested through econometric simulations.

The Office made an extensive effort to revise these models using newly available U. S. Census information and other recent data, resulting in updated models for population and employment distribution<sup>14</sup> and sewer costs. More user flexibility in designing scenarios to test policy alternatives was programmed into the Office's population and employment distribution model.

Updates of the road-cost and school-cost impact models were scheduled to be completed in summer 1995. Research to update the municipal and school district operating costs models and to expand the employment projection model was also initiated.

## ***Indicators***

The Office of State Planning continued to search data bases maintained by other State agencies to support its monitoring and evaluation activities required under the State Planning Act. A number of characteristics were found that can serve as indicators of progress in meeting the State Plan's goals.

## **Capital Planning**

The New Jersey Capital Budgeting and Planning Commission is required to prepare by December 1 each year a proposed State Capital Improvement Plan that is consistent with the adopted State Development and Redevelopment Plan. The Office of State Planning continued to assist the Capital Budgeting and Planning Commission in its review of projects for consistency with the State Plan, when requested.

The Office initiated a study of local capital planning issues to strengthen relationships between local land use planning and capital improvement programs at all levels, and to improve the basis for the State Planning Commission's infrastructure needs assessment in revising the State Plan.

## **Public Education & Information**

A sustained and extensive effort of public education, local technical assistance and private sector outreach is critically important to any planning process. For the State Planning Commission, these efforts complemented efforts to coordinate policy, investment and permit decision making among state agencies.

Progress continued to be made in this area. Hundreds of meetings and presentations involving members of the Commission or the Office of State Planning with local governments and civic and interest groups occurred. Each of the three years since adoption of the State Plan had seen a doubling of municipalities calling on the Office for assistance — from under 10, to 20, to about 40 currently.

Continuing education for local planners and maintaining an informed citizenry can only be good for New Jersey. It enhances the attributes that each community can offer its citizens, and that the State as a whole can offer to residents, businesses and newcomers. The Commission and the Office remain eager to support these efforts.

## **Education for Local Planning Board Members**

Office of State Planning staff met with instructors from the Center for Government Services at Rutgers University to assist the Center in developing a course for local officials on how to develop a master plan. Office staff also met with various municipal and county officials, organizations, and special interest groups on over 100 occasions during FY 1995. Topics included interpretation of the State Plan and its applicability to local issues, and advice and guidance for center and map amendment petitions and consistency reviews.

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In Gloucester County, the Elk Township Planning Board invited the Office to review the proposed Silvergate planned-unit development to determine whether it was compatible with the centers concept advanced in the State Plan. The Office issued a report with recommendations to the Township, the County and the developer.

In cooperation with the host counties, the Office co-sponsored workshops on implementing the State Plan in Monmouth, Hunterdon, Somerset, and Sussex Counties. These workshops provided an opportunity for municipal officials to meet with county and State officials, as well as their counterparts in other municipalities, concerning specific approaches to implementing facets of the State Plan.

### **Technical Assistance**

The Office of State Planning initiated a research project to anticipate implications of recent court decisions on planning practices in New Jersey. A review of *Dolan v. Tigard*, together with other U. S. Supreme Court cases and New Jersey holdings, indicated that legal requirements to support impact fees and dedication of land for public use are more stringent in New Jersey than in most states where land use issues are subject to Federal court intervention.

The procedure followed in Warren Township (Somerset County) to establish transportation impact fees for a portion of the municipality provided a good model for New Jersey counties and municipalities to follow. A written report was scheduled to be issued in the autumn of 1995.

The Office initiated a study of "big box" retail development and its relationship to centers, with results expected to be published in late 1995.

### **State Planning Survey**

The Office of State Planning prepared a computerized public opinion survey for use at the New Jersey State Fair. A revised version was used by the Office at the New Jersey League of Municipalities conference. The Office anticipates expanding the use of this survey with the acquisition of a laptop computer in late 1995.

### **New Office of State Planning Publications**

#### ***Annual Report***

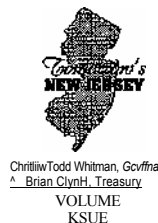
The State Planning Commission and the Office of State Planning published their first annual report for FY 1994. Copies were distributed to every municipality, county, legislator, and State agency, and to interested individuals and organizations.

#### ***State Planning Notes***

Editions of the Office of State Planning newsletter were published in Fall 1994, Winter 1994-95 and Spring/Summer 1995.

**Brochures**

Two brochures, "A Guide to Understanding and Using the State Development and Redevelopment Plan" and "Designating Centers," were published in November 1994 and distributed to every municipality in the State as well as to interested individuals, agencies and organizations.



The New Jersey State Planning Commission S The New Jersey Office of State Planning

**STATE PLANNING NOTES**

VOLUME KSUE

Herbert Simmens, Executive Director

**Technical Reports**

Three major reports were published in FY 1995. They are: *Modifications to the Population and Employment Distribution Model- Improved Housing and Population Forecasts/The Office Space Model* (James Reilly, Document 106); *Atlas of Resource Planning and Management Maps* (Steven Karp and Denise Johnson, Document 107); and *Senior Housing and Services: Economic, Demographic and Policy Issues and Their Land Use Impacts* (Denise Nickel, Document 108). A new, faxable publications request form was designed to facilitate requests for publications.

**Magazine and Journal Articles**

Office of State Planning staff continued to publish articles in recognized periodicals. "A Simulation Model for State Growth Management Planning and Evaluation: The New Jersey Case," by Paul Gottlieb (formerly of the Office of State Planning) and James Reilly, Senior Research Planner, was published in the Pergamon Press refereed journal, *Computers, Environment and Urban Systems*. "Understanding and Using the State Development and Redevelopment Plan," by Executive Director Herbert Simmens, was published in the April 1995 edition of the *NJ League of Municipalities Magazine*,

**State Data Center**

In its capacity as an affiliate of the State Data Center, the Office of State Planning responded to 36 requests for data in 1994 (see Table 4.) In addition, the Office is represented on the State Data Center Advisory Committee, and has participated in the review of population and employment projections prepared by the DOL/State Data Center.

Table 4  
*Data Requests*

<b>Requested by: Requests</b>	<b>Total</b>
State Government County	3
Government Municipal	0
Government Nonprofit &	15
Hospitals Business & Media	0
Libraries, Academics & Schools	3
Private Individuals <b>Total</b>	0
	15
	<b>36</b>

**Meeting Schedule**

The Office of State Planning continued to provide all the legal notices as well as notice to all other interested parties — several thousand each month — of State Planning Commission meetings and forums. It also issued resolutions, informational packets, briefings and other services in support of the Commission pursuant to its statutory mandate.



# State Planning Commission Meetings

Randall Arendt

Walter Kulash

## Forums

To explore matters of concern at greater depth in dialogue with the public, the State Planning Commission convened four forums. The Office of State Planning produced newsletters summarizing each forum, and disseminated reference materials and videotapes of the forums.

### *Traditional Neighborhood Development*

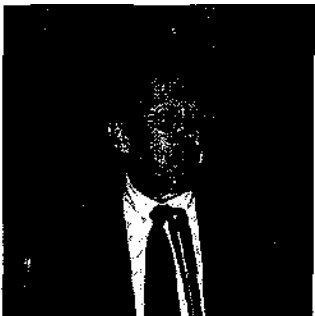
In December 1994, the State Planning Commission convened a forum to discuss the planning, marketing and development of "traditional neighborhood development" (TND). Featured speakers included James Constantine, a market researcher based in Princeton; Todd Zimmerman, a real estate and strategic planning consultant based in Clinton; and Joseph Alfandre, a third-generation builder who is pioneering TND in the Washington, D.C., suburbs.

More than 170 home builders, developers, realtors, planners, environmentalists and governmental officials attended the forum. Attendees were encouraged by the design and potential profitability of TND projects, but they raised concerns that New Jersey's regulatory environment creates a barrier to development in this innovative, neotraditional form. The Commission and the Office of State Planning pledged to deal with regulatory issues in ways that will facilitate the approval process for projects that are consistent with the goals of the State Plan, and to support municipalities seeking to designate centers that may be suitable for this development type.



### *Open Space Design*

A February 1995 forum on open space design featured Randall Arendt, author of *Rural by Design*. The forum illustrated techniques for compact development design that are used to preserve open space and farm land. Frank Banisch, an environmental planner, and Stephen Decter of Rutgers University served on the panel.



### *The New Mobility*

Walter Kulash, a transportation planner and principal of the Orlando, Fla., firm of Glatting Jackson, was the featured speaker at the April 1995 forum on enhancing alternative modes of transportation, and access to information and services, as encouraged under ISTEA. He provided for discussion examples of street design and traffic calming techniques that efficiently meet community objectives.

### *The Future of Retail*

A June 1995 forum highlighted trends in retail development and considerations for physical design in retail sites ranging from shopping centers to traditional downtowns to contemporary hybrid formats. Robert Gibbs, a consultant based in Birmingham, Mich., and noted for his work with some of the nation's leading designers in developing retail programs for neotraditional communities, was the featured speaker. A recognized expert in applying contemporary shopping center management, marketing and merchandising techniques to traditional

"Main Street" areas, Mr. Gibbs described ways in which municipalities could provide opportunities for their downtowns to reach their full potential for commerce, and for their merchants to remain competitive and adaptive.

### **PROIAUG and other Legislative Activities**

The State Planning Act requires the State Planning Commission to "periodically review State and local government planning procedures and relationships and recommend to the Governor and the Legislature administrative or legislative action to promote a more efficient and effective planning process."<sup>16</sup> The Act also authorizes the Commission to "review any bill introduced in either house of the Legislature which appropriates funds for a capital project and may study the necessity, desirability and relative priority of the appropriation by reference to the State Development and Redevelopment Plan, and may make recommendations to the Legislature and to the Governor concerning the bill."<sup>17</sup>

The Office of State Planning initiated a review of the various techniques being used by State agencies to modify and reform their land use planning and permit practices, and to determine whether these changes complement the reform policies of the State Plan. The topic was taken up by the Commission's Legislative Committee as the Permit Reform and Land Use Governance (PRO-LAUG) initiative and expanded to include planning and permit reform approaches outside of State government.

Pursuant to State Planning Act mandates,<sup>18</sup> the Office reviewed proposed legislation on capital investment, land use and development for its relationship to the State Plan and provided comments to the State Treasurer.

### **New Appointments**

Since the State Plan was adopted, official action by the State Planning Commission has been hampered by an increasing number of vacancies on the Commission and the attendant difficulties in convening a quorum. In March 1995, Governor Whitman responded to this need for new appointments by nominating eight new public and local government representatives to seats on the Commission.

Commissioner Jay Cranmer was nominated to fill the seat of another public member. A 10th seat remained vacant. As this Annual Report was being prepared, the nominations awaited confirmation by the Legislature.

The New Jersey State Planning Act considers State planning to be a dynamic process of continuing relevance and refinement. To this end, it requires not only the adoption of a State Development and Redevelopment Plan but also:

- +a monitoring and evaluation program;
- ^annual reports; and
- ^triennial revisions and updates.

The Annual Report demonstrates that a great deal has happened that affected planning in New Jersey. The framers of the State Planning Act, anticipating such a dynamic environment, required that the State Plan be revised and re-adopted at least every three years.



Robert Gibbs

## Readoption of the *State Development & Redevelopment Plan*

While revisions to the State Plan to amend the Resource Planning and Management Map have been adopted by the State Planning Commission, a comprehensive review of the policies of the State Plan was deferred until:

+it had been widely distributed;

^public agencies, private sector interests and others had reasonable opportunities to attempt to implement it; and

+data by which to evaluate its implementation became available. By June 1995, more than 5,000 copies of the State Plan had been distributed, and many of its users had become proficient.

However, useful statistical data lagged significantly. Only recently did data become available for 1992, when the State Plan was adopted, to form a baseline for later evaluation efforts. Still, the Office of State Planning has amassed enough experience and anecdote to permit the consideration of potential revisions to the form and substance of the State Plan that could improve its effectiveness.

### **Review of the Cross-Acceptance Process**

The State Planning Act requires that the adopted State Plan be revised and re-adopted at least every three years. While the State Planning Commission adopted rules and procedures for amending the Resource Planning and Management Map as needed to accommodate new information and circumstances that emerge as the State Plan is applied,<sup>20</sup> the Act makes no distinction between the process to be followed for adoption of the first State Plan and the process for subsequent triennial revisions to it.

The Commission must first issue a preliminary State Development and Redevelopment Plan, which is the subject of the first phase of the cross-acceptance process, the comparison phase. The comparison phase is followed by a negotiation phase, which culminates in a new draft, the Interim State Development and Redevelopment Plan.

An impact assessment is to be performed on the Interim State Plan, and the two documents become the subject of the third and final phase of cross-acceptance, issue resolution. At the conclusion of this last phase, a draft final State Plan is prepared, public hearings are held, and the revised State Plan is adopted.

The cross-acceptance process for the first State Plan took 42 months. This time was needed because the process was extensive, comprehensive and without precedent.

In early 1995, the Office of State Planning convened regional meetings with the planning staffs of all New Jersey counties to discuss potential revisions in the State Plan and ways to expedite the next round of cross-acceptance. Efforts were also made to broaden opportunities for direct public involvement in the cross-acceptance process.

The Commission and its Intergovernmental Relations Committee outlined and approved in concept a comprehensive revision of the rules governing the cross-acceptance process.

## **Development of a Planning Agenda**

A proposed work plan for updating the State Development and Redevelopment Plan was prepared by the Office of State Planning and presented in March 1995 to the Plan Development and Implementation Committee of the State Planning Commission for review. The Office developed proposals to revise the State Plan in the following areas:

- ^stating the guiding principles of the State Plan and their relationships to implementation;
- ^defining vision statements and implementation strategies for each goal;
- ^improving the use of Statewide Policies by State agencies;
- ^encouraging regeneration and revitalization in the Metropolitan Planning Area;
- ^defining a vision for and improving the efficiency of the Suburban Planning Area by retrofitting and connecting development;
- ^clarifying the vision for the Fringe Planning Area;
- ^encouraging center-based infrastructure and the enhancement of agriculture in the Rural Planning Area;
- ^clarifying the role of critical environmental/historic sites and of sensitive environmental features in the Environmentally Sensitive Planning Area;
- ^completing technical corrections and reviewing mapping criteria for the official Resource Planning and Management Maps of the State Plan to improve their integration into data bases and decision making by other agencies; and
- ^defining indicators, targets and infrastructure needs for use in the Monitoring and Evaluation and Infrastructure Needs Assessment reports of the State Plan.

## **The Budget**

The budget to sustain the operations of the State Planning Commission and the Office of State Planning for FY 1995 was approximately \$1.4 million. The adopted budget for FY 1996 was \$1.26 million.

## **Land Use, Infrastructure and Environment Study**

Working closely with DOT, DEP and the Middlesex-Somerset-Mercer Regional Council, the Office of State Planning negotiated an agreement on a scope of work and arranged funding for a \$365,000 study of land use, infrastructure and the environment. The study, to be carried out in FY 1996, will examine the relationships of law, regulation and permit issuance to decisions on land use, transportation improvements, water supply and wastewater treatment improvements and the environment. It will make specific administrative and legislative recommendations and will contribute findings and recommendations to the PROLAUG initiative of the State Planning Commission.

## **Inter-agency Contracts**

### **Department of Transportation**

The Office of State Planning continued its participation with DOT in developing and establishing a Scenic Byways program in New Jersey. The program, drafted with the assistance of the Office, was approved by Federal Highway Administration in October 1994.

Office staff took the lead in formulating a management plan for the NJ Route 29 Scenic Byway, the first of many planned, with DOT, DEP, the Department of Commerce and the Delaware and Raritan Canal Commission. The management plan was being finalized following public meetings in the spring of 1995. The Scenic Byways program could lead to several million dollars of federal funding for State and local highways and agencies.

### **Department of Environmental Protection**

The Office of State Planning worked under contract with DEP to draft new rules under the amended Coastal Area Facilities Review Act. These rules would substitute use of the State Plan Resource Planning and Management Map structure for earlier locational policies. When complete, this collaboration will be an example of how the State Plan can be used to simplify regulatory procedures.

## Endnotes

iN.J.S.A.52:18A-196etseq.

2N.J.SA52:18A-206. s

N.J.A.C. 17:32-8.1 etseq. ^

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5N.J.S.A.40:55D-1etseq.

<sup>6</sup> New Jersey Office of Policy and Planning, *State of New Jersey Urban Strategy*, (Trenton: New Jersey Office of Policy and Planning, March 1995), 7.

*i* New Jersey State Planning Commission, *Communities of Place: The New Jersey State Development and Redevelopment Plan*, (Trenton: New Jersey Office of State Planning, June 12,1992), 11-12.

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9Federal Intermodal Surface Transportation Efficiency Act of 1991, Pi. 102-240.

<sup>0</sup> *Impact Assessment of the New Jersey Amended Interim State Development and Redevelopment Plan, Report 1*, (New Brunswick, Rutgers University, Center for Urban Policy Research, April 30,1992).

" Urbanomics, Baseline Forecast for New Jersey Population and Labor Force by County, (unpublished, 1993).

<sup>12</sup> Denise R. Nickel, *Senior Housing and Services: Economic, Demographic & Policy Issues and Their Land Use Impacts*. (Trenton: New Jersey Office of State Planning, Technical Document #108, May 1994).

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<sup>14</sup> James Reilly, *Modifications to the Population and Employment Distribution Model: Improved Housing and Population Forecasts/The Office Space Model*, (Trenton: New Jersey Office of State Planning, Technical Document #106, May 1994).

<sup>15</sup>Paul Gottlieb and James Reilly, "A Simulation Model for State Growth Management Planning and Evaluation: The New Jersey Case," *Computers, Environment and Urban Systems 18-1 (January/February 1994): 43-53*.

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17NJ.SA 52:18A-1991

is N.J.S.A. 52:18A-199.f. and N.J.S.A. 52:18A-201.c.

"NJ.SA52:18A-199. a.

20 NJAC. 17:32-8.

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