

COMMUNITIES

of place

*The New Jersey
State Development and
Redevelopment Plan:*

*Reexamination Report
and
Preliminary Plan*

*June 25, 1997
New Jersey State Planning Commission*

Executive Summary

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This Executive Summary excerpts *The New Jersey State Development and Redevelopment Plan: 1997 Reexamination Report and Preliminary Plan*. The full text of the Plan is available in both *Working* and *Presentation* Versions. The Plan is also available in a CD-ROM version, as well as on the OSP Internet Home Page (www.state.nj.us/osp/). For more information, contact the Office of State Planning.

EXECUTIVE SUMMARY OF THE REEXAMINATION REPORT



The New Jersey State Development and Redevelopment Plan: 1997 Reexamination Report presents the following information for use by participants in the cross-acceptance process:

- The types of changes that have occurred since the State Planning Act became law in 1986 and the State Plan was adopted in 1992,
- The implications of these changes regarding the need to revise the State Plan, and,
- Proposed responses of the State Plan to these changes.

This is the Executive Summary of the *Reexamination Report*.

Anticipating that conditions would change over time, the State Planning Act requires that the State Planning Commission conduct a periodic review and update of the Plan. This is not unlike the requirement for New Jersey's municipalities to periodically reexamine their master plans and development regulations established under the *Municipal Land Use Law* (N.J.S.A. 40:55D-89). As in the municipal reexamination process, ***the current adopted State Plan remains in effect during the reexamination period.***

The Reexamination Report, while not formally subject to cross-acceptance, is intended to stimulate discussion on important trends and their policy implications for New Jersey. Accordingly, the State Planning Commission encourages all participants in the cross-acceptance process to review and comment on this Report.

The first part of the Reexamination Report, *Changes in Conditions and Plan Response*, provides background information that profiles significant changes in trends and conditions since the Plan was adopted and implications for revising the Plan.

The second part of the Reexamination Report, *Response to the State Plan*, sets out the progress that has been made in implementing the Plan, map amendments to the State Plan and Letters of Clarification issued by OSP interpreting provisions of the Plan. This section of the Report includes actions taken by the Governor, Legislature, State agencies and local governments (counties and municipalities), as well as the private sector. It also includes suggestions for ways the Plan could be further implemented and a brief description of responses to this information in the Preliminary Plan.

For a copy of *The New Jersey State Development and Redevelopment Plan: 1997 Reexamination Report and Preliminary Plan*, contact the Office of State Planning.

CHANGES IN CONDITIONS AND PLAN RESPONSE

A. Our Economy

Employment Growth

Since the State Plan was adopted in 1992, employment in New Jersey has grown by nearly 40,000 jobs per year and is expected to continue to grow at this rate for the near future. Service sector jobs are projected to increase at nearly three times the rate of overall job growth. More manufacturing jobs are expected to be retained, offering more opportunities for revitalization and redevelopment than in recent years. The largest number of new jobs is expected in professional, paraprofessional and technical occupations.

The Preliminary Plan responds to the goal of beneficial economic growth by proposing: increased opportunities and benefits for economic development and redevelopment in Centers, brownfields and in other areas with infrastructure; strengthened policies and priorities supporting tourism; and new policies promoting access to high technology that supports sustainable economic growth; “green” business, eco-industrial parks and import substitution, and the creation and use of markets and full cost accounting for sustainable economic growth.

Business Formation

New Jersey is experiencing growth in new business formation, many of which may be home-based businesses.

The Preliminary Plan proposes new policies supporting home-based businesses, and encouraging micro-loans for small business creation and retention that contributes to economic revitalization and to integrating revitalizing communities into the regional economy.

B. Who We Are

Our Cultural Diversity

New Jersey’s population is becoming more ethnically and racially diverse.

The Preliminary Plan responds by proposing policies promoting community-based revitalization efforts, housing opportunities, and public facilities and services that respond to the employment, retail, services, cultural, recreational, civic and accessibility needs of changing communities.

Our Work Force

New Jersey’s work force is projected to remain about 53 percent of the current total population. However, work force growth is not expected to keep pace with new job growth in the next few years even with more seniors remaining employed. An increasing number of workers are expected to commute from neighboring states over the next few years until job growth equals work force growth. Females and minorities are expected to comprise increasing shares of the labor force.

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The Preliminary Plan enhances policies targeting work force and leadership training and support for women, minority groups and special needs groups.

School Age Population

A 16% decline in school age population between 1980 and 1990 will be reversed with a projected increase of 13%, or 189,000 students, between 1990 and 2010. This increase has been occurring at the elementary level in the 1990's and will occur primarily in middle- and high schools after 2000. The resulting demand for school and facilities construction could greatly stress the fiscal capacities of many communities.

The Preliminary Plan proposes a new policy promoting cooperative long-term planning between school boards, planning boards, adjacent communities and the State to: maximize the use of our existing school facilities; phase and locate new school facilities to best handle capacity; encourage the use of school facilities to host and increasing array of community services provided by a variety of agencies; and, design and locate school facilities to serve as focal points for existing and new development.

Senior Population

The population 65 years of age and over is projected to increase by nearly 180,000, or 18%, between 1990 and 2010. While the senior population will continue to represent an increasing share of New Jersey's total population, considerably larger increases are expected after 2010 as more of the baby boom generation reaches age 65.

The Preliminary Plan responds by proposing new policies that: guide the development of age-restricted housing; promote universal design features and neighborhood service centers to accommodate all age, income and special needs groups; support home based businesses; and, support infrastructure, open space and design that meet the needs of our senior population.

C. Where We Live and Work

Population Growth and Distribution

New Jersey's population is increasing at a rate similar to its average growth rate for the 1980's (approximately 0.5% per year), and continues to decentralize into suburban and rural counties.

The Preliminary Plan responds by reinforcing policies guiding growth to Centers and other areas with infrastructure to: encourage higher densities for development and redevelopment in Centers and near all transit stops; strengthen the role of community development boundaries in undeveloped areas; and, increase the protection of large contiguous areas of farmland and open space.

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Table 1: 1995 Population Estimates and Projections							
County	Census 4/1/90	Census Estimates as of July 1, 1995	CUPR PREFIT 1995 Projection	Census Estimated Growth 1990-1995		CUPR PREFIT Estimated Growth 1990-1995	
				Number Change	Percent Change	Number Change	Percent Change
New Jersey	7,730,188	7,949,506	7,786,101	219,318	2.8	55,913	0.7
Atlantic	224,327	233,634	231,326	9,307	4.1	6,999	3.1
Bergen	825,380	843,338	815,321	17,958	2.1	-10,059	-1.3
Burlington	395,066	407,931	402,146	12,865	3.2	7,080	1.7
Camden	502,824	507,089	506,860	4,265	0.8	4,036	0.8
Cape May	95,089	98,133	100,206	3,044	3.2	5,117	5.3
Cumberland	138,053	137,748	139,355	-305	-0.3	1,302	0.9
Essex	777,964	760,615	737,009	-17,349	-2.3	-40,955	-5.3
Gloucester	230,082	242,924	236,152	12,842	5.5	6,070	2.6
Hudson	553,099	551,198	557,421	-1,901	-0.4	4,322	0.7
Hunterdon	107,802	116,207	112,475	8,405	7.7	4,673	4.3
Mercer	325,824	330,038	328,644	4,214	1.2	2,820	0.8
Middlesex	671,811	698,029	676,523	26,218	3.9	4,712	0.7
Monmouth	553,093	585,218	556,094	32,125	5.8	3,001	0.5
Morris	421,361	444,212	424,254	22,851	5.4	2,893	0.6
Ocean	433,203	466,142	473,008	32,939	7.6	39,805	9.1
Passaic	453,302	463,558	451,957	10,256	2.2	-1,345	-0.3
Salem	65,294	65,226	64,212	-68	-0.2	-1,082	-1.7
Somerset	240,245	265,158	247,591	24,913	10.3	7,346	3.0
Sussex	130,943	139,849	146,162	8,906	6.8	15,219	11.6
Union	493,819	496,735	485,771	2,916	0.5	-8,048	-1.7
Warren	91,607	96,524	93,614	4,917	5.3	2,007	2.1

1995 Estimate

Source: 1995 Census Estimates, US Bureau of the Census, Population Estimates Branch, 12/30/96.

CUPR PREFIT Projection

Note: The "PREFIT" projection series consists of a raw demographic projections of current trends that did not take into account whether the projected population would "fit" within land available for development within a given jurisdiction under trend or planned densities.

Source: Rutgers University, Center for Urban Policy Research, Impact Assessment of the New Jersey Interim State Development and Redevelopment Plan, Report 1: Research Strategy, February 15, 1992, pp. 121, 122, 124.

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Employment Location

Employment continues to decentralize from Urban Centers, although at a slower rate, continuing to strain public facilities and services in developing areas while public facilities and work forces in urban areas are underutilized.

The Preliminary Plan responds to these changes in employment location by: adding new policies to create a better integrated regional economy that takes advantage of the economic interdependence of revitalizing communities and their neighboring suburb and promote economic development in areas where adequate infrastructure systems exist or are planned for, in comprehensive capital plans and programs; broadening an existing policy encouraging services and cultural facilities to be located in ways that support redevelopment in Centers, Cores and mixed use development; and, proposing expanded Policy Objectives for economic development.

Household Income and Poverty

New Jersey continues to be a wealthy state with high housing costs in most areas and with continuing high concentrations of poverty in distressed municipalities.

The Preliminary Plan responds by: incorporating a comprehensive, integrated State housing strategy that complements local, non-profit and private initiatives to lower housing costs and increase housing opportunities for all age, income and ethnic groups; expanding its strategies for urban revitalization beyond New Jersey's largest metropolitan areas to also include distressed towns and regional centers in suburban and rural areas; proposing new policies supporting community based revitalization efforts coordinated through Neighborhood Empowerment Plans and Strategic Revitalization Plans; and, proposing new strategies and policies to improve the integration of revitalizing communities with the regional economy and to improve the access of residents of revitalizing communities to jobs throughout the economic region.

Housing

Most new housing is being built in the outer rings of suburbs, which portends further economic development and greater needs for infrastructure in these areas in the near future.

The Preliminary Plan responds by proposing new and revised housing policies to: balance types of housing provided, to locate housing in proximity to employment and transit opportunities; resolve conflicts with infrastructure and with other development types through the master planning process; efficiently use and preserve existing and affordable housing stock; and, improve opportunities for financing a broader range of housing types. The Preliminary Plan also proposes revised Policy Objectives for land use and housing and new Policy Objectives for redevelopment to guide the location and design of housing in each Planning Area.

D. The Infrastructure We Need

Changing Infrastructure Needs

While the provision of infrastructure has been increasingly coordinated with the State Plan's priorities, potential changes in demands for infrastructure need to be addressed. *The Preliminary Plan responds to the need to reduce the backlog of infrastructure needs by proposing new and enhanced policies to encourage greater use of: public/private partnerships, market mechanisms, and more comprehensive and integrated infrastructure planning in coordination with land use planning. Also, the Preliminary Plan proposes revisions to the Public Investment Priorities that define priorities for investments in existing infrastructure as well as for new capacity.*

Roads and Bridges

Vehicle miles traveled and road networks have continued to grow. *The Preliminary Plan proposes new and enhanced policies to: reduce total vehicle miles of travel, provide incentives for private sector initiatives using high occupancy vehicles and parking management strategies, and manage capacity and demand for facilities through new technology, access management, and traffic calming.*

Public Transportation

Public transit ridership, and infrastructure needs, have increased significantly since 1992. *The Preliminary Plan proposes new and enhanced policies to: promote the use of high occupancy vehicles and bicycle and pedestrian facilities in all development, and encourage higher density housing adjacent to transit stops.*

Goods Movement

Many freight rail lines have been abandoned since the 1970's, particularly in urban areas. This abandonment threatens the traditional goods movement roles of New Jersey's urban areas with obsolescence where freight rail capacity has been lost. As a result, the prospect of increasing use of rail and new intermodal facilities for goods movement now favors growth in warehousing and distribution activities in suburban and rural areas. Also, as a result of increased sharing of rail capacity, increases in rail freight are likely to compete for rail capacity with passenger rail services.

The Preliminary Plan responds to the need to enhance goods movement throughout New Jersey by: enhancing an existing transportation policy to support investments in intermodal facilities, enhancing urban revitalization policies to coordinate and integrate economic development and revitalization programs with Regional Strategic Plans, and adding an economic development policy supporting the use of public use airports for goods movement and trade development.

Open Space and Recreation

At present, 886,000 acres of land have been permanently preserved as open space. Of this total, 854,000 acres are conserved for natural resource conservation and recreation purposes, and approximately 32,000 acres of agricultural land have been preserved

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through development easements. An additional one million acres of land has been recommended for acquisition by the Governor's Council on New Jersey Outdoors. (*Interim Report of the Governor's Council on New Jersey Outdoors, May 1997*)

The Preliminary Plan responds to the need to target public investment in open space acquisition and recreational facility development by: proposing changes to Statewide Policies for Public Investment to respond to needs for open space acquisition and recreational facilities; and enhancing the role of Critical Environmental/Historic Sites in Statewide Policies and in the Resource Planning and Management System, and encouraging delineation of these sites in the Resource Planning and Management Map.

Solid Waste Management

Recycling has played an important role in reducing the need for solid waste disposal facilities. The State Plan and statutory target of 60 percent recycling of the total waste stream has been achieved, even as total solid waste generation has increased by 21 percent since 1992. However, the increasing solid waste generation rate may require even higher recycling rates, higher rates of incineration or disposal, or more comprehensive efforts to reduce the generation of solid waste.

The Preliminary Plan responds by enhancing policies to: reduce the generation of solid waste, and support markets for recycled products by ensuring that State agencies make maximum use of goods that incorporate recycled materials.

E. How We Use Land

Continuing current growth trends into the mid 21st century suggests that much of the rural landscape of New Jersey will disappear. Since the adoption of the Plan a number of changes in the ways we are using land have been noted by the Commission in the course of its public outreach, internal research and discussions in the preparation of this Reexamination Report. Some trends are reasonably well established, others are emerging or anticipated and need to be monitored closely. These changes are outlined below, along with their implications for the State Plan.

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Table 2: Developed and Available Land by Planning Area, 1986

PLANNING AREA	TOTAL	DEVELOPED	AVAILABLE	OTHER
PA1	834,714	649,478	101,646	83,590
PA2	534,023	205,506	216,660	110,856
PA3	196,043	43,253	96,346	56,444
PA4	674,952	79,848	431,280	163,825
PA4B	374,088	49,967	267,110	57,010
PA5	1,000,053	151,738	421,859	426,456
Not in Planning Areas:				
Military	6,028	1,361	491	4,176
Park	218,786	10,145	0	208,641`
HMDC	18,144	8,474	1,200	8,471
Pinelands	935,741	82,926	377,975	474,838
Water	13,814	0	0	13,814
STATE TOTALS	4,806,386	1,282,696	1,914,878	1,608,120

Notes: All data in acres.

Prepared by the New Jersey Office of State Planning based on detailed land use and land cover mapping by the New Jersey Department of Environmental Protection based on the interpretation of aerial photographs taken in April 1986. More recent data of this precision are not yet available statewide.

“Developed” land refers to land classified as “urban” in this mapping series, which includes all residential, commercial, industrial and similar developed areas. A portion of these areas may be available for redevelopment.

“Available” land includes land classified as agricultural, forest, bare exposed rock and transitional areas in this mapping series. This area is considered to be generally available for development, although not necessarily recommended for development in the State Development and Redevelopment Plan, the Pinelands Comprehensive Management Plan, or the HMDC Master Plan. This estimate does not take into account land that is prevented by easements or other deed restrictions from development, or land that may have been developed since 1986.

“Other” land includes wetlands, beaches, municipal parks (which may not be counted under the Park category), water and other areas not included in the “developed” and “available” categories.

Columns may not add up to Totals due to rounding.

Big Box Retail

The Preliminary Plan proposes new policies encouraging the introduction of big box developments in urban and developed locations, preferably through adaptive reuse of existing building; encouraging regional review of large scale projects; and supporting the application of design policies to improve the location, design and function of big box development sites. (“Big Box” means a large industrial-style building with a footprint of up to 200,000 square feet and the mass of a three-story [30+ feet] building, generally used for retail commercial purposes. The developments are characterized by such chains as Wal-Mart, Home Depot, Best Buy, and Barnes and Noble.)

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Downtown Revitalization.

The Preliminary Plan adds a policy supporting Special Improvement Districts.

Sports and Entertainment Facilities

The Preliminary Plan encourages public support of properly planned, appropriately designed and located, cost-effective entertainment and sports facilities in downtown areas.

Reuse of Office and Industrial Sites

The Preliminary Plan strengthens policies regarding comprehensive planning in advance of development applications; and proposes new policies to provide a greater emphasis on regional planning and regional review of large scale projects; and to emphasize the adaptive reuse of buildings that are functionally obsolete.

Brownfields Remediation and Redevelopment

The Preliminary Plan strengthens its discussion of brownfields in the Environmental Protection/Pollution Prevention and Urban Revitalization goals and proposes a policy that brownfields redevelopment be integrated into larger areawide redevelopment plans.

Advances in Telecommunications

The Preliminary Plan advocates greater attention to these issues by policy makers and the public, and proposes policies in the Public Facilities goal that will help to modernize telecommunication facilities and services.

Neighborhood Revitalization

The Preliminary Plan proposes urban revitalization policies that emphasize the role of the private sector and the community-based non-profit sector as a critical partner in the production of housing, neighborhood-based businesses and neighborhood-based economic development. The Preliminary Plan also proposes investment priorities in neighborhoods with plans endorsed by the Urban Coordinating Council.

Arts and Culture

The Preliminary Plan addresses the importance of these facilities, institutions and services within our communities in both the Historic, Cultural and Open Space Goal and the Urban Revitalization Goal.

Passenger Rail and Ferry Revival

The Preliminary Plan proposes new policies encouraging higher density development along transit lines and terminals through a cooperative planning process between government and the private sector.

Senior Developments

The Preliminary Plan proposes a new housing policy that addresses the location and design of senior housing developments.

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Health Care Changes

The Preliminary Plan enhances urban revitalization policies encouraging the location of medical facilities in urban areas.

Suburban Centers

The Preliminary Plan proposes new design policies and Center policies to more specifically address the principles necessary to achieve the benefits of Center-based development. The Preliminary Plan also recommends the addition of Planned (New) Towns to the Center hierarchy.

Open Space and Greenways

The Preliminary Plan discusses greenways in the Open Space goal and proposes policies promoting the development of greenways on open lands as well as into and through urban areas.

Home-Based Businesses

The Preliminary Plan proposes an economic development policy encouraging municipalities to reduce barriers to the creation and operation of home-based businesses.

Agriculture

The Preliminary Plan proposes new Statewide Policies for right-to-farm and agro-tourism, expands Policy Objectives for agriculture in all Planning Areas, advocates the recognition of the higher-valued, packaging, marketing and exporting facilities needed to support more intensive and profitable agriculture, and strengthens the connection between productivity of farms and the opportunities for development and redevelopment in Centers.

RESPONSE TO THE STATE PLAN

A. Public Sector

The public sector has responded to the State Plan in a number of ways as outlined below:

State Planning Commission

The SPC has responded to the State Plan through efforts at coordinating implementation of the Plan, promoting the State Plan at numerous public forums throughout the state, designating 27 centers, preparing recommendations for land use reform, and providing technical planning assistance and support to dozens of local governments.

State Agencies

Administration Support: Governor Whitman has supported the State Plan through adequate funding for the Office of State Planning, a special budgetary appropriation for counties to conduct cross-acceptance and a directive from the Governor in 1996 and 1997 to all state agencies asking them to outline how they have used, and how they intend to use the State Plan in their planning, investment and regulatory decision making.

Actions by the Legislature: The legislature has advanced the State Plan through revising the Coastal Area Facilities Review Act in 1993 to require close coordination with the State Development and Redevelopment Plan and by expanding the planning jurisdiction of the SPC to include the coastal area. The legislature also approved bills that established the state transfer of development rights bank and included the chairman of the SPC as a member. In addition, the legislature amended the municipal land use law to allow clustering among non-contiguous parcels and adopted the New Jersey Urban Redevelopment Act. This law established the Urban Coordinating Council and included the State Planning Commission as a member of the Council. The Act also required neighborhood empowerment plans that are consistent with the State Plan.

State Agency Coordination: State agencies have made changes to their functional plans, their investments and regulations to become more consistent with the State Plan. Among the functional plans adopted that are generally consistent with the State Plan are the N.J. Department of Transportation (DOT) long range 2020 plan for transportation, and the N.J. Department of Environmental Protection (DEP) water supply master plan and open space and outdoor recreation plan.

State and regional agencies now give a degree of priority to designated centers or communities consistent with the State Plan in the following 12 programs.

- Housing Mortgage Finance Agency (HMFA) Low Income Housing Tax Credit
- DCA Community Development Block Grants
- DCA Neighborhood Preservation Program
- DCA Small Cities Program
- DEP Green Trust Fund
- DEP Historic Preservation Planning Grants
- DEP Municipal Wastewater Assistance

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- DOT Municipal Local Aid Program
- DOT Project Development
- DOT Transportation Enhancements
- NJT Transit Station Planning and Development
- North Jersey Transportation Planning Authority Transportation Improvement Program Ranking

In addition, the DEP drinking water state revolving fund and the DEP lakes restoration program the regulations for those programs are being revised to provide priority for communities consistent with the State Plan.

Two state agency programs provide assistance to communities relating to center designation -- DCA has small cities money available to support center designation and the DOT has a local aid for centers program which has disbursed in excess of \$2.5 million to communities that are designated centers.

The following State agencies have adopted rules that incorporate the State Plan in their programs:

- Council on Affordable Housing (COAH), with regard to the location of affordable housing;
- Department of Transportation (DOT), in its highway access code has incorporated planning areas and centers.

In addition, the DEP is considering incorporating the State Plan in the coastal area facilities review act regulations and in the water quality management planning rules and regulations. DCA has incorporated several concepts in the State Plan in its site standards for residential development and is nearing completion of a rehabilitation code for existing dwellings which will create a stronger tool for urban revitalization. In addition, as required by law, the State Capital Budgeting and Planning Commission annual capital improvement plan is consistent with the State Plan.

Preliminary Plan Response to State Agency Use of the State Plan

While State agencies have responded in significant ways to the State Plan, the Commission has identified a number of areas where modifications in the State Plan would help facilitate greater implementation of the Plan by State agencies. These include proposing that:

- ***State agency functional plans incorporate maps showing the geographic application of the State Plan and use commonly agreed upon demographic projections.***
- ***Local plans found consistent with the State Plan (Endorsed Plans) will receive State investment priorities.*** This will broaden the range of communities eligible for State investment priority so that a broader range of State expenditures will be guided by the State Plan.
- ***Within the public investment priority for maintenance and repair, communities with Endorsed Plans or Designated Centers receive higher priority.*** This will redirect additional State investment into areas with plans consistent with the State Plan.

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Counties and Municipalities

The SPC has worked closely with counties and municipalities on plan implementation. Among the activities include the OSP review of the master plans of 12 communities for consistency with the State Plan. The designation of 19 centers containing 23 municipalities (with approximately 20 additional centers pending designation), 3 amendments to the State Plan map, and a wide variety of technical assistance to municipalities and counties. In addition, counties and municipalities have undertaken a broad range of planning initiatives that have been consistent with or inspired by the State Plan. Some of these initiatives are outlined in a report prepared by the SPC called ***Local Planning Techniques that Implement Provisions of the State Development and Redevelopment Plan***.

Proposed Changes in the Preliminary Plan

The SPC has learned a number of important lessons from working with local governments and has translated these lessons into proposed changes to the State Plan:

- The policy focus in the State Plan and the implementation procedures to support local governments have been focused on Centers and Center designation respectively. Focusing on Centers and Center designation does not, in many communities, provide the opportunity for a broader comparison of the community's master plan and implementing activities against the broad array of goals and policies of the State Plan. Therefore, ***the Preliminary Plan proposes that the concept of Endorsed Plans be adopted***. These are plans of varying scales that are consistent with the goals, policies and policy objectives of the State Plan, and which incorporate Center delineations and Environs protection policies where applicable.
- Many communities have done fine jobs in revising their Master Plans and/or preparing Center designation reports. However, the promise of the State Plan can only be achieved if communities plan and act on a larger than local scale. ***The Preliminary Plan responds by strengthening policies on regional planning***.
- The SPC, in reviewing local plans and Center designations, has found that while many communities have language in their master plans that is consistent with or parallels the goals and policies of the State Plan, the land use categories included in their master plans and local zoning subdivision ordinances often do not appear to be prepared in ways that achieve these goals. Therefore, ***the Preliminary Plan has strengthened the goal "Ensure sound and integrated planning and implementation" to add policies to strongly encourage master plans, capital improvement plans and development ordinances to be consistent with each other***.
- The SPC has found in reviewing master plans and Center designations that few communities have incorporated any formal process for monitoring progress made in achieving the goals of their plans. Indicators of progress are generally not included. Paralleling the state planning process, ***the Preliminary Plan proposes that indicators and targets be incorporated into local master plans where appropriate***.
- The SPC noted during the preparation of the Land Use Governance (LUG) report that land use conflicts often occur between municipalities and that there is no effective mechanism for resolving those conflicts. ***The Preliminary Plan proposes that conflict***

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resolution mechanisms be adopted to provide better means of insuring compatibility of land use plans and specific projects that affect more than one municipality.

- The SPC found in reviewing Center designations that the design and location of the street systems, public facilities and the interrelationships between uses did not often meet the Center policies or vision of Communities of Place as diverse, dynamic, efficient and communities with mixed use cores and diverse neighborhoods. *The Preliminary Plan proposes a series of design policies in the Statewide Policies section to provide guidance for local governments as well as state agencies.*
- The SPC has found that greater numbers of communities are actively participating in the Center designation process. While the Center designation process was developed to move local and state planning forward *between* periods of cross-acceptance the Commission wants to encourage communities to continue the kind of pro-active planning that Center designation requires *during* cross-acceptance. Therefore, *the Commission is making provision for Center designations or regional plans to be submitted to the Commission at the end of the comparison phase of cross-acceptance for review and possible endorsement or designation prior to the conclusion of the cross-acceptance process.*

B. Private Sector

The private sector has also been an integral part of state plan implementation. A variety of individuals, citizens groups, trade associations and other interested parties have utilized the policies of the state plan in making decisions regarding location of facilities. They have also been actively involved in commenting on the activities of local, county and state government regarding state plan implementation.

C. Letters of Clarification

Four letters of clarification were received by the State Planning Commission as allowed under the State Planning Rules. Further information on these letters can be obtained from the Office of State Planning.

For more information on the material presented here, see *The New Jersey State Development and Redevelopment Plan: 1997 Reexamination Report and Preliminary Plan*, available from the Office of State Planning.

EXECUTIVE SUMMARY OF THE PRELIMINARY PLAN



Key boxes assist the reader by highlighting organizational or substantive changes to the current plan. The Preliminary Plan includes the text of the current State Plan as well as new sections proposed to be added.



This Executive Summary excerpts Chapter I: Introduction to the Preliminary Plan (pages 1-38) of *The New Jersey State Development and Redevelopment Plan: Reexamination Report and Preliminary Plan. A Presentation Version* of the Preliminary Plan displays the full text of the Preliminary Plan. For those interested in seeing the changes proposed by the State Planning Commission in the adopted State Plan, a *Working Version* is also available. The *Working Version* indicates exactly which words are proposed to be deleted (by strikeouts) and which words are proposed additions (by underlining). Both the *Presentation* and *Working Versions* are available on paper, on the OSP home page (www.state.nj.us/osp/) and on the State Plan CD-ROM.

A. STATUS OF THE PLAN

The State of New Jersey's first State Development and Redevelopment Plan (the "State Plan") was formulated in response to the mandates of the New Jersey Legislature contained in the New Jersey State Planning Act (the "Act"). The Act was signed into law on January 2, 1986. It created the New Jersey State Planning Commission (the "Commission") and required the Commission to prepare and adopt the State Plan, and to revise and readopt at least every three years thereafter. The Act also created a statewide planning process, called Cross-acceptance, to ensure that governments at all levels and the public participated in preparing the State Plan and in its periodic revision. The Act describes Cross-acceptance as:

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

New Jersey's State Plan, including its Resource Planning and Management Map (RPMM), is used to guide municipal and county master planning, State agency functional planning and infrastructure investment decisions. It is not appropriate to use the State Plan directly to formulate codes, ordinances, administrative rules or other "regulations." Such

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regulations should be formulated to carry out the master and functional plans of the responsible agencies.

Just as there are many ways that regulations can be formulated to carry out master and functional plans effectively, there are many ways that these master and functional plans can be formulated to be consistent with the State Plan. All New Jersey governments, and appropriate agencies thereof, are encouraged to review their plans with the goal of bringing them into "consistency" with Goals, Strategies, Key Concepts, Policies and Policy Objectives of the State Plan. Using the State Plan in this manner assures that:

- the integrity of existing planning and regulatory processes is maintained,
- planning is coordinated and integrated statewide,
- the State Plan does not interfere with the prerogatives of governments and agencies in carrying out their responsibilities, and
- the State Plan does not delay regulatory or other processes.

For further discussion of these issues, the reader is referred to *Section IV, Role of the State Development and Redevelopment Plan*.

Implementation of the State Plan since its adoption in 1992 is summarized in the Reexamination Report in *Public Sector Response to the State Plan*. Further discussion of aspects of implementation of the Plan is given in *Role of the State Development and Redevelopment Plan* below.

Status of the State Development and Redevelopment Plan during Cross-Acceptance

The current State Plan remains in effect and continues to be implemented while the Preliminary and Interim Plans proceed through Cross-acceptance. Only when the final plan is adopted by the SPC in 1999 will the current plan be superseded. On May 1, 1996 the State Planning Commission adopted a Resolution (96-003) to make clear that :

...UNTIL SUCH TIME AS IT IS REVISED AND READOPTED IN ACCORDANCE WITH THE REQUIREMENTS OF THE STATE PLANNING ACT, THE STATE DEVELOPMENT AND REDEVELOPMENT PLAN ADOPTED JUNE 12, 1992 CONSTITUTES, AND WILL CONTINUE TO CONSTITUTE, THE STATE DEVELOPMENT AND REDEVELOPMENT PLAN... REQUIRED TO BE CONSIDERED AND UTILIZED BY THOSE STATE, REGIONAL, COUNTY AND MUNICIPAL AGENCIES WHICH ARE REQUIRED AND/OR AUTHORIZED TO UTILIZE THE PLAN IN CARRYING OUT THEIR STATUTORY RESPONSIBILITIES...

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B. CROSS-ACCEPTANCE

Cross-acceptance is made up of three phases: the Comparison Phase, the Negotiation Phase and the Final Review Phase.

1. The Comparison Phase

Phase I, the comparison phase, begins with the release of this Preliminary Plan by the State Planning Commission. The comparison phase will center around the counties/negotiating entities as they conduct a cross-comparison of the State Plan with county and municipal plans, maps and regulations. This six-month process will involve county officials, municipal officials and the general public in a dialogue that will result in a Cross-acceptance report, prepared by the county/negotiating entity. This report, which is forwarded to the State Planning Commission, will be a description of the level of consistency that has been attained by county and municipal plans and regulations with each other and with the State Plan since its adoption in 1992, and how that consistency can be enhanced. The Cross-acceptance report will also document any changes, including map changes (planning areas, proposed centers, CEHSs, cores and nodes), that the negotiating entity and its constituent municipalities may want to see in a revised State Plan. The report can also contain recommendations for proposed legislation or programs, or proposals for future studies. Any municipality disagreeing with the negotiating entity's report may file its own report with the State Planning Commission.

The outline for the Cross-acceptance report is as follows:

Required Elements

- The degree to which municipal and county plans have incorporated the various provisions of the State Plan and/or the proposed revisions in the Preliminary Plan.
- A detailed list of findings, recommendations, and objections concerning the State Plan or proposed revisions to the State Plan as represented in the Preliminary Plan.
- The potential for modifications to local and county plans that would contribute to a higher degree of consistency among local, county, and State plans.
- The degree to which designated State Plan Centers have carried out their respective planning and implementation agendas and any conditions placed on those Centers by the State Planning Commission in the course of their original designation.

Recommended Elements

- Mapping community development boundaries (particularly in Planning Areas 3, 4 and 5 and undeveloped portions of Planning Area 2).
- Identifying cores and nodes in Planning Area 1 and developed portions of Planning Area 2.

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- Identifying growth management issues and locations having multi-municipal or multi-county impact.
- Identifying and developing indicators for regional, county, and local plans.
- Applying the OSP growth simulation model to test alternative countywide growth scenarios and the resulting infrastructure needs and economic impact.
- Presenting county, regional and Urban Complex plans for endorsement by the State Planning Commission.
- Comments and recommendations regarding State agency implementation of the State Plan.
- Other topics of concern or interest raised by municipalities and counties.

2. The Negotiation Phase

Following the submission of the Cross-acceptance reports to the State Planning Commission, the Commission will specify a date for the commencement of the negotiation phase of Cross-acceptance. These negotiations will be an attempt to resolve any disagreements or inconsistencies between the Cross-acceptance parties. It will also provide each county or municipality that submitted a Cross-acceptance report an opportunity to negotiate any issues that were raised in those reports. The Commission will also review and consider for designation any Center petitions included in either a negotiating entity or municipal Cross-acceptance report.

All determinations made by the county planning board during the negotiation phase will be subject to the action of the county's governing body. Likewise, all determinations made by either the Office of State Planning or the Commission's negotiating committee, will be subject to the approval of the State Planning Commission. Any agreements reached during this phase on revision of the State Plan will be reflected in an Interim State Plan prepared and approved by the Commission. That Interim State Plan will be the subject of an Impact Assessment. A complete list of agreements and disagreements will be published by the Commission in an official "Statement of Agreements and Disagreements."

3. Final Review



The name of the third phase of Cross-acceptance was originally "Issue Resolution." Since the State Planning Rule requires issues to be resolved to the extent possible during the Negotiation Phase, the Commission decided that "Final Review" was a better reflection of what actually takes place during the third phase of Cross-acceptance

With the information and resolutions gathered during the Comparison and Negotiation phases, and from the results of the Impact Assessment, the State Planning Commission will begin the task of preparing the final revisions to the State Development and

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Redevelopment Plan – the Final Review phase of Cross-acceptance. The purpose of the final review phase is to allow review of and accept comment on: the Interim Plan (as may be amended by the Commission based on the findings of the Impact Assessment), Infrastructure Needs Assessment, Statement of Agreements and Disagreements and the Impact Assessment of the Interim Plan. These documents will be the subject of at least six public hearings. Based upon the findings of these hearings, and any written comments submitted to the Commission, the Commission will consider and adopt the State Development and Redevelopment Plan no sooner than 30 days and no later than 60 days after the last of the public hearings.

Based on the documents, public hearings and notices, time frames and deadlines required by the State Planning Act, Cross-acceptance could be conducted in approximately two years. A schedule is provided in Tables 1 and 2.

4. Public Participation

Cross-acceptance is intended to be an open and thorough dialog that involves not only governments but the public at large as well. The State Planning Commission considers an inclusionary approach to Cross-acceptance critical to the success of the process. The term "public" is meant to be broadly interpreted. It applies not only to the individual citizen but to the many and varied for-profit and not-for-profit organizations throughout the State. These may include but are not limited to private businesses, trade groups, environmental associations, builders associations, housing advocates, professional organizations, utilities, planning organizations, community groups and agricultural organizations.

At a minimum, the public can participate in Cross-acceptance through the following means:

- Comments presented during the public comment period at the regular monthly meetings of the State Planning Commission and at any special public hearings conducted by the Commission,
- Submission of written comments to the State Planning Commission at any time up to 30 days after the last public hearing on the final Plan,
- Written or verbal communication with municipal and/or county officials involved in Cross-acceptance,
- Public comment at negotiation sessions conducted by the Commission,
- Comments presented at meetings of the various committees of the State Planning Commission as they relate to the work of those committees, and
- Participation in advisory committees.

Pursuant to the State Planning Act and the State Planning Rules, there will be 21 public informational meetings regarding the Preliminary Plan (one in each county); a public hearing in each county before the finalization of its Cross-acceptance report; and at least six public hearings on the Interim State Development and Redevelopment Plan. These

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official meetings will be supplemented by numerous local meetings hosted by municipalities, counties and the State Planning Commission throughout Cross-acceptance.

5. Government's Role

Municipalities

During Cross-acceptance, municipalities have an opportunity to influence three-way consistency among municipal, county and State plans, thus strengthening their own local initiatives. To participate in Cross-acceptance, municipalities must ensure that the county (or other designated negotiating entity) and the Office of State Planning have a current copy of all master plans, land development regulations, and other information required for the comparison of plans and programs as specified for the county Cross-acceptance report. Municipalities are also required to provide the negotiating entity for their county with a list of official Cross-acceptance representatives who will serve as the municipality's liaison throughout the process. Each municipality also has the right to file a separate municipal Cross-acceptance report with the State Planning Commission.

Counties

Counties play a pivotal role in Cross-acceptance. Pursuant to the State Planning Act, "The Commission shall negotiate Plan Cross-acceptance with each county planning board...". Those counties which choose to take up the role of *negotiating entity* become, in effect, the direct link between its constituent municipalities and the State Planning Commission during Cross-acceptance. County negotiating entities are responsible for involving municipalities and the general public to ensure an all inclusive dialog.

Each participating county negotiating entity will undertake a six month review of their own development plans and regulations as well as those of the municipalities within their jurisdiction as they relate to the State Plan. The result of this review process will be a Cross-acceptance report which will be submitted to the State Planning Commission. Following completion of the Cross-acceptance report, the county will be responsible for negotiating issues regarding the State Plan with the State Planning Commission.

Regional Agencies

Growth and development decisions are increasingly regional in their impacts and often require a regional perspective for effective management. Thus it is vital to the state planning process that regional and interstate-state agencies be involved in the Cross-acceptance discussion. The Commission will request that each of those agencies prepare a report outlining the degree to which their respective regional plan incorporates or conflicts with the Preliminary Plan; and these agencies may propose modifications to the Preliminary Plan or the regional plan. The agencies requested are:

1. Delaware & Raritan Canal Commission
2. Delaware River Basin Commission

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3. Delaware River and Bay Authority
4. Delaware River Port Authority
5. Delaware Valley Regional Planning Commission
6. Hackensack Meadowlands Development Commission
7. North Jersey Transportation Planning Authority
8. Palisades Interstate Park Commission
9. Pinelands Commission
10. Port Authority of NYNJ
11. South Jersey Transportation Planning Organization

State Agencies

In November 1996, for the second consecutive year, Governor Whitman instructed all State agencies to examine their own plans and programs to assess coordination with the State Plan. Specifically, each agency must assess how their current functional plans, programs, investments, grants-in-aid, regulations, proposed legislative initiatives, and public information activities advance the State Plan. State agencies have also been instructed to provide the State Planning Commission with any recommendations or changes to the State Plan that would improve the utility of the Plan for that department. All of this information will be available to and considered by the Commission as it reviews and revises the State Plan through Cross-acceptance.

Those State agencies that are members of the Commission - Agriculture, Commerce, Community Affairs, Environmental Protection, Transportation, Treasury, and the Governor's Office of Policy and Planning - will be directly involved in Cross-acceptance as voting members of the Commission and as members of negotiating committees.

State Legislature

The State Planning Commission recognizes the important roles that the members of the New Jersey Senate and General Assembly have in the state planning process. Each member of the Legislature will receive the Preliminary, Interim and the adopted State Development and Redevelopment Plan, and the Commission encourages the Legislature to give due consideration to the issues raised therein. The Commission expects to meet with the Legislature on a regular basis during Cross-acceptance. Throughout the period of Cross-acceptance, comments and suggestions offered by legislators will be considered by the Commission.

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**Table 1
Projected Schedule For Cross-Acceptance**

ACTIVITY	DATE
Official Release of Preliminary Plan by SPC	September 1997
Cross-Acceptance Report Submitted to OSP	February 1998
Interim Plan Approved by SPC	July 1998
Impact Assessment Completed on Interim Plan	October 1998
Amended Interim Plan Approved by SPC	November 1998
First Public Hearing on Amended Interim Plan & Impact Assessment	January 1999
Last Public Hearing on Amended Interim Plan & Impact Assessment	February 1999
Revised SDRP Adopted by SPC	April 1999

**Table 2
Cross-acceptance Activities**

	I COMPARISON	II NEGOTIATION	IMPACT ASSESSMENT		III FINAL REVIEW			
	6 Months*	5 Months	3 Months	1 Month	1 1/2 Months*	1 Month		2 Months*
Official Release of Preliminary Plan by SPC September 1997	1. 21 joint (county/state) public informational meetings between day 45 and day 90* 2. Negotiating entities: A. Conduct consistency reviews of municipal and county plans with Preliminary Plan* B. Compile list of findings, recommendations, and objections*	1. OSP/LNC negotiation 2. SPC/LNC negotiation 3. OSP/SPC prepare: A. Interim Plan* B. Statement of Agreements and Disagreements* C. Infrastructure Needs Assessment*	Independent contractor conducts assessment of Interim Plan Interim Plan Approved by SPC July 1998	Revised Interim Plan if warranted by Impact Assessment Assessment Completed October 1998	45 Day lag before first public hearing Amended Interim Plan Approved by SPC November 1998	SPC gives 30 day notice of first public hearing* First Public Hearing January 1999	60 days* (30/30) Final Revisions Last Public Hearing February 1999	Revised SDRP Adopted by SPC April 1999

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C. SUMMARY OF PROPOSED CHANGES TO THE STATE PLAN

As was the case in 1989, Cross-acceptance in 1997-98 begins with the release of the Preliminary Plan. However, these two Preliminary Plans are very different documents. The first preliminary plan was the third draft of a still-very-fluid document. Although it had been subjected to review and comment by public and private individuals and organizations, it had yet to be subjected to the rigorous comparisons and negotiations of the Cross-acceptance process. Nor had it been adopted by the State Planning Commission – it was a draft that had been "approved" for Cross-acceptance. The State Development and Redevelopment Plan would not, in fact, exist for another four years.

The 1997 Preliminary Plan will not be a draft in the same sense as it was in 1989. By statute, it will still be the first "draft with proposed changes" in a three step process (preliminary, interim, final), but it will have as its core the Cross-accepted and adopted State Plan.

The Preliminary Plan maintains the structure, and to a great extent, the substance presently found within the State Plan, but it does include a number of proposed changes. The changes are intended to incorporate new policies and perspectives that have emerged since the Plan was adopted by the Commission in June 1992. The Commission has examined the State Plan and its application by government at all levels, held meetings with State agencies and private sector representatives and conducted ten "Listening to New Jersey Meetings" with citizens and local officials throughout the State.

The following is a summary of the proposed changes in the Preliminary Plan.

1. Key Concepts of the State Plan [new]

The ten key concepts of the State Plan are presented in the Overview of the State Plan. The concepts support the goals of the State Plan and should be incorporated in the comparison of local, county and State Plans.

2. Key Indicators of Progress in Meeting the Goals of the State Plan [new]

Seventeen Key Indicators are presented in the Overview of the State Plan as measures to track progress in meeting the State Plan's goals. These Indicators will be reviewed during Cross-acceptance and Targets or desired values for these indicators will be developed where feasible for inclusion into the final plan, as required by the State Planning Act.

3. Vision of New Jersey in the Year 2020 [expanded]

The Commission is proposing that the existing Prologue of the State Plan be complemented with a vision of our State with the achievement of all of the State Plan's goals by 2020. The SPC is proposing that the horizon year of the State Plan be changed from 2010 to the year 2020.

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4. Statewide Policy Structure

State Plan Goals and Strategies [expanded]

A new structure is proposed in the Statewide Policy Structure to broaden the discussion of the State Planning Goals and Strategies.

Each goal is presented in the following proposed structure.

- **Goal Title.** The wording of each goal. [modified]
- **Strategy.** A summary of the direction that should be taken to achieve the goal. [modified]
- **Vision.** What New Jersey would look like and how it would function in the year 2020 if the goal is achieved. [new]
- **Background.** A description of the problems or issues that the State Plan attempts to address in this goal and progress made to date. [expanded]
- **Related Plans.** A list of related functional and general plans that carry out the specific goal of the State Plan. This will enable readers of the State Plan to see how agencies are incorporating State Plan policies in their own planning documents. [new]
- **Origin of the Goal in the State Planning Act.** A quote from the section of the State Planning Act that the goal under discussion is derived from. [new]

Statewide Policies [modified]

The Statewide Policies' group introductions in the adopted Plan are proposed to be deleted where the material has been incorporated in the **Background** and/or **Visions** sections of the Preliminary Plan's goal statements.

Two new statewide policy groups are proposed. Because of the amendments to the Coastal Facilities Review Act extending the jurisdiction of the State Plan to the coastal zone, a revised group of Coastal Resource policies has been created. Most of the policies have been moved from Areas of Critical State Concern.

Given the importance of physical design to the achievement of State Plan Goals, the Commission has proposed a new policy group - Design.

Both new policies and changes in current policies are proposed to respond to changes that have taken place since the Plan was adopted. Modifications to the policies are made to ensure that "policies" embedded in the narrative of the Plan are officially recognized as Statewide Policies, to make the language of the policies more action-oriented and to respond to public and agency comments.

Proposed Changes in Statewide Policies

Several important changes are proposed in the Resource Planning and Management Structure Policies.

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The current Plan presents and advocates a conceptually simple and uniform structure for classifying and organizing all land within the State Plan's jurisdiction. Outside of certain parks and military installations, land is mapped as being in one of five planning areas and is further intended to be located either in a Center -- an existing or planned settlement that is compact, pedestrian-oriented and mixed-use -- or in the Environs -- lands outside the Community Development Boundary of Centers with less intensive development patterns or open lands.

The Commission has encouraged communities, either singly or regionally, to petition for Center designation, a process that requires the mapping of the Center and Environs through the delineation of a Community Development Boundary. Center designation is required in most cases as a prerequisite for access to state priorities for investment and permitting.

After five years of experience with this approach several significant problems have become clear.

- Many communities, particularly those that have developed since World War II, do not have a physical form that consists of compact Centers and lower density or open Environs. These places, including communities such as Cherry Hill, Old Bridge, Parsippany Troy Hills and many others have, thus, been limited in participating in the Center designation process.
- In those developed parts of the state where distinct Centers with mixed-use cores and pedestrian-scale neighborhoods exist, they are often adjacent to one another and present a continuous development pattern. This is most clearly evidenced along the commuter rail lines in the northern part of the state, in communities such as Westfield, Cranford, Plainfield, South Orange, Maplewood, Summit, Ridgewood, and Glen Ridge, and along highway corridors such as Route 30 through Camden County. These places do not have an easily defined Environs. Meaningful mapping of Community Development Boundaries is therefore difficult and not always useful.
- Many less developed communities have a large land mass and are likely to have more than one existing or planned Center. The current designation process does not always address the entire municipality or region, but may focus on one Center and its immediate Environs. The broader local and regional perspective encouraged by the State Plan is thus not fulfilled.
- The regional perspective is often limited in current Center petitions, given their narrow geographic scope. Counties, the logical level of government to coordinate these petitions, do not always provide a leadership role. This is partly because the county itself is not eligible for higher priority.
- Communities submitting petitions for Center designation were generally only required to discuss planning policies and actions, not implementation actions, such as zoning or capital improvements. As a result in some cases a community would present a Center

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petition that was consistent with the State Plan, yet the zoning and capital improvements were not always supportive of the local plan.

To respond to these issues, the Commission is proposing that:

- the Center designation petition process be replaced with a *plan endorsement* process for comprehensive plans. This would address the need to consider planning policies in an entire municipality or group of municipalities. A community's master plan, a regional or county plan, or a corridor or watershed-based plan would be reviewed for consistency with the State Plan's goals, planning area policy objectives and, where applicable, statewide policies, and if found consistent by the Commission, would be endorsed and therefore eligible for priority assistance;
- in developed parts of the state (PA1 and developed portions of PA2) endorsed plans would not have to delineate a Community Development Boundary or identify Environs. These plans would instead need to identify opportunities for strengthening existing cores, and for redesigning nodes into places compatible with State Plan policies;
- in less developed areas (undeveloped parts of PA2, and all of PA3, 4 and 5), Centers, Community Development Boundaries and Environs be delineated as is current practice and contained within plans endorsed by the SPC;
- county governments with Cross-accepted plans endorsed by the Commission be given priority access to state investments and permitting;
- plans submitted for endorsement have sufficient documentation that the zoning, capital investments and other implementing measures have been or are intended to support the goals of the plan submitted for endorsement; and
- the Center designation petition process be continued in a limited way during the Cross-acceptance process.

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Table 3

Summary of Proposed Changes to Center Designation/Plan Endorsement Process

Issue	Current Practice	Proposed Practice
Center Designation	Applicable statewide	Centers would be delineated in endorsed plans, where applicable, and designated as part of SPC plan endorsement.
Plan Endorsement	<ul style="list-style-type: none"> • Strategic revitalization plans for distressed municipalities and in urban complexes • Corridor regional development plans 	All plans including strategic revitalization plans for distressed municipalities, regional strategic plans and local plans (Corridor regional development plans are proposed to be replaced by regional strategic plans.)
Delineation of Community Development Boundaries	Applicable statewide	Only required in PA3, 4, 5 and undeveloped parts of PA2 Optional in PA1 and developed parts of PA2
Identification of Environs	Applicable statewide	Only required in PA3, 4, 5 and undeveloped parts of PA2 Optional in PA1 and developed parts of PA2
Identification of cores and nodes	Encouraged statewide	Required in PA1 and developed parts of PA2; encouraged in PA3, 4, 5 and undeveloped parts of PA2
Multi-jurisdictional Plans	Encouraged	More strongly encouraged
County Plans	Encouraged but not eligible for priority assistance	Encouraged and eligible for priority assistance
Access to Statewide Priority System	Requires Center designation or strategic revitalization plan	Requires Endorsed Plan
Vehicle for jurisdictions to receive designation/endorsement	Center designation petition	Submission of plan and supporting implementation documentation
Submission of documentation supporting implementation of plan	Planning and implementation agenda or proposed actions required	Documentation requires that zoning, capital investments and other implementation provisions support the plan presented for endorsement.

Other important changes in the statewide policies include:

- The principles of sustainability have been incorporated in many of the Statewide Policies (or made explicit where they were there before) including:

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1. the use of natural systems and non-structural methods to achieve multiple objectives
 2. new policies and wording in the Economic Development, Urban Revitalization, Housing and Agriculture policies to bring in concepts of sustainability, such as green businesses, full cost accounting and eco-industrial parks
- Increased emphasis has been given to the importance of the private sector, and the use of markets and pricing to achieve planning goals.
 - Certain elements of planning have received greater emphasis:
 1. integration of plans, investments, regulations and programs
 2. stronger regional planning role
 3. linking state policies more closely with federal and interstate policies
 4. the central role of watersheds in planning to meet multiple objectives
 - Increased emphasis has been placed on improving the livability of cities and towns, the deconcentration of low income areas and enhancing access to jobs, housing and open space for residents of urban areas.
 - Specific policies for the Environs are proposed in the RPMS.
 - A new group of Statewide Policies on Design are proposed.
 - Infrastructure priorities are proposed to reflect endorsed plans, and maintenance and repair in communities with endorsed plans.

5. Resource Planning and Management Structure

The proposed changes in the Resource Planning and Management Structure include:

Centers

- Proposes a new scale of Center, “planned towns.”
- Emphasizes and describes the Center core, recognizing the key roles these more intensive downtown and downtown-like areas play.
- Proposes that Centers in PA1 and developed portions of PA2 have optional Community Development Boundaries. Currently, CDBs are required for all Centers.
- Recommends densities for new development or redevelopment within Centers to be increased by defining dwelling unit density on a gross density rather than net density.
- Provides a more detailed description of Center neighborhoods.

Environs

A narrative describing the function of the Environs is included.

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Planning Areas

All Planning Areas have a more detailed description of their size, land uses and locations and incorporate a new section on implementation. They also provide more detailed Policy Objectives, including a new Policy Objective for redevelopment. In addition, there is more extensive discussion of the Environs.

The following changes are proposed within the Planning Areas:

Metropolitan Planning Area - PA1

- emphasizes the need to retrofit sprawl
- eliminates the requirement for Community Development Boundaries for Centers
- recognizes the importance of Center cores and nodes
- encourages planning on a regional scale

Suburban Planning Area - PA2

- recognizes that developed areas of PA2 are similar to PA1 and should not be required to have Community Development Boundaries for Centers
- emphasizes the potential role of transit in shaping future growth
- recognizes a need to retain agriculture in appropriate locations
- emphasizes the need to retrofit sprawl
- proposes that existing PA2 areas not within sewer service areas and not having a realistic opportunity to become sewered by the horizon year of 2020, or not meeting Statewide Water Resource policies, be considered for remapping

Fringe Planning Area - PA3

- eliminates the intention to defer installation of major infrastructure until after horizon year (2020)
- emphasizes the opportunity to focus growth into Centers, with Environs largely as open lands, as wastewater and other plans and development approvals are not currently in place in large portions of PA3

Rural Planning Area - PA4

- acknowledges the rural, not just agricultural, nature of the planning area
- emphasizes that the intent is to remain rural in character and not become suburban
- stresses that new development should go to Centers
- promotes the importance of greenbelts and greenways in defining the edge of Centers

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Environmentally Sensitive Planning Area - PA5

- acknowledges the importance and role of Centers in PA5
- emphasizes the importance of coastal features
- stresses the importance of tourism and seasonal use
- promotes the importance of greenbelts and greenways in defining the edges of Centers

Critical Environmental Historic Sites (CEHSs)

While no policy changes are recommended in the use or application of Critical Environmental/Historic Sites (CEHSs), the description and definition of CEHSs have been consolidated.

6. Role of the State Development and Redevelopment Plan

The 1992 Infrastructure Needs Assessment will be updated and included in the Final Plan. The evaluation of alternative scenarios has been updated to include the 1992 Impact Assessment.

The incorporation of Indicators and selected Targets is included to broaden the section entitled Monitoring and Evaluating Progress Towards Goals. The inclusion of Indicators will complement efforts by other New Jersey State agencies, including the Departments of Environmental Protection, Transportation, Health and Education, to develop measurable and quantitative objectives. Targets for most Indicators have not been proposed, but are expected to result from Cross-acceptance and to be included in the adopted Plan, as required by the State Planning Act.

7. Appendices

The following changes are proposed.

Population, Employment and Household Projections

These are the projections contained in the State Plan supplemented by updated projections to 2010 from the Department of Labor and Department of Transportation. It is expected that the Cross-acceptance process will lead to the development of projections to the horizon year of 2020.

The Municipal Distress Index

The Municipal Distress index is included with the ranking of the top 100 municipalities for 1993 and 1996.

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List of Identified and Designated Centers

The Centers designated since adoption of the State Plan in 1992 are listed here along with the eight Urban Centers designated in the State Plan. The Centers identified in the current Plan are also included.

Publications

All publications prepared by the Office of State Planning are listed.

Glossary

The Glossary defines important words and terms used in the Plan. Acronyms and common short names were added to the Glossary and substituted for the full text wherever possible. Obsolete terms were deleted. Terms that were necessary to understand the current Plan or to complement proposed revisions were added.

Public Investment Priorities Summary

Both the current and proposed summaries of the public investment priority policies have been included.

State Planning Act

The full text of the State Planning Act, as well as amendments to related legislation are added.

D. OVERVIEW OF THE STATE PLAN



This section corresponds to pages 1 to 6 in the current State Plan entitled “*Introduction: Overview of the State Plan.*” The Preliminary Plan calls this section an *Overview of the State Plan*. Key Concepts of the State Plan and Key Indicators of meeting the goals of the Plan have been added to this section.

New Jersey is a State of abundant resources and a highly desirable quality of life. It has been blessed with a strong economy, and is well positioned to share in the benefits of national growth and prosperity. The State's resources and its quality of life are sensitive to the impacts of unplanned growth and development, however, and there are increasing signs that New Jersey's resources and quality of life are under siege. There is evidence in many parts of the State of a deterioration in the quality of life: traffic congestion, loss of agricultural lands, polluted streams, loss of wetlands, deteriorating urban centers, fiscal stress and other impacts of unplanned growth.

In recent decades, shifts in the State's development pattern and the aging of its urban infrastructure have led to decay and decline in many of the State's urban areas. While overall, jobs in the State have doubled over the last several decades, jobs in the major cities of the State have declined by more than 35 percent. Since 1950, hundreds of thousands of acres of rural and agricultural lands have been converted to sprawling subdivisions, a pattern of development that destroys the character of the cultural landscape, is inefficient in terms of public facilities, and services and devoid of the sense of place that has long defined the character of life in New Jersey. In turn, this sprawling, consumptive pattern of development has contributed to increased housing prices. Worse still, sprawl generates more vehicle miles of travel than more compact forms of development. Though New Jersey has more miles of highway per square mile than any other state, most of the State's interstate system is operating at or above capacity during peak periods of use.

1. The State Planning Act

If New Jersey wants to preserve and maintain its abundant natural, cultural, economic and social resources, and its quality of life, it must plan for its future. In 1985, the Legislature of the State of New Jersey adopted the State Planning Act, (N.J.S.A. 52:18A-196 et seq.) In the Act, the Legislature declared that the State of New Jersey needs sound and integrated "Statewide planning" to:

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

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Under the Act, the State Development and Redevelopment Plan is to establish "statewide planning objectives" regarding land use, housing, economic development, transportation, natural resource conservation, agriculture and farmland retention, recreation, urban and suburban redevelopment, historic preservation, public facilities and services, and intergovernmental coordination. Sound and integrated statewide planning around these issues is the anticipated result of a statewide planning process that involves the active participation of State agencies and local governments in its preparation.

The State Planning Act recognizes and is based on the following principles:

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

The State Development and Redevelopment Plan responds to these principles and establishes a vision and a plan for the future of New Jersey. It is intended to serve as a guide for how public policy decisions should be made at all levels of government to achieve the goals of the State Planning Act. The State Plan identifies these goals as well as strategies and public policy measures that, when applied by all levels of government, will shape growth in ways that will help achieve the intent and purpose of the State Planning Act.

2. Key Concepts

The State Planning Commission recognizes the importance of the idea of sustainable development as a potentially unifying theme for addressing the issues associated with development and growth in New Jersey. The concept of sustainable development presents fundamental opportunities to rethink and reshape the way we use land, energy and the environment, and to designing the kinds of places that will sustain an exemplary quality of life.

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Planning has a great deal to offer to the envisioning of, and working toward creating sustainable communities - communities that will create places of enduring value. While many of the goals and policies discussed in the State Plan are not new or unique, the State planning Commission believes that the vision of sustainable development has the potential to connect them in compelling ways. The following Key Concepts are presented in an attempt to assist in achieving the goals of the State Plan, and additionally, to help transform the ideal of sustainable communities into a reality throughout New Jersey.

Planning that is comprehensive, citizen-based, collaborative, coordinated, equitable and based on capacity analysis is an essential prerequisite to achieving the goals of the State Plan, and

- creates clear intentions and expectations for the future to guide citizens, and both private and public sectors
- allows for the harmonizing of differing visions for the future held by various individuals and interests
- helps insure that our community, region and State's environmental, public facility and fiscal capacities are maintained and sustained
- allows communities, regions and the state to *monitor* progress and reassess plans at regular intervals
- guides public investment and reduces the need for detailed regulatory processes
- encourages public and private interests to share information and work together in partnerships
- ensures that stakeholders are treated fairly and justly.

Planning must be undertaken at a variety of scales and should focus on physical or functional features that do not always correspond to political jurisdictions.

- Transportation corridors, watersheds, airsheds, and economic regions are appropriate and desirable ways to organize planning efforts.

Planning must be closely coordinated with, and supported by, investment, programs and regulatory actions.

- Master plans, development regulations and capital improvement programs must reinforce each other and be compatible with the plans and practices of neighboring communities and other levels of government.

Planning should create, harness and build on the power of market forces and pricing mechanisms, while accounting for full costs of public and private actions.

- Techniques and concepts such as density transfers, emissions trading, transportation congestion and peak period pricing are examples of strategies that use market principles to achieve public policy goals at lower cost and with greater efficiency.

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- Life cycle costs and indirect and external costs should be fully integrated into the planning process.

Prevention - of pollution, of excessive traffic congestion, of excess land consumption - must be a basis of our planning, investment and regulatory policies.

- Substantial efficiencies can occur when we design systems to avoid waste rather than react later to attempt to fix problems.

The maintenance and revitalization of existing communities, especially Urban Centers, must be our first priority in expending resources.

- Our existing communities have physical assets and social traditions that are irreplaceable.
- Our fiscal resources do not allow us to continue to abandon land, buildings, neighborhoods and communities.

Development *and* redevelopment- be it residential, commercial, industrial or institutional - must be planned, designed and constructed to contribute to the creation of diverse, compact human scale communities -- Communities of Place.

- Organizing development into Centers, with neighborhoods and mixed-use Cores and downtowns, results in lower public service costs, greater community and civic cohesion and identity, and reduces the consumption of land and energy.
- Civic, institutional and commercial uses should be integrated into the physical fabric of the community, and not be isolated in enclaves.
- Schools should be located to enable children to walk or bicycle to them.
- Centers must be planned to achieve balance - between jobs and housing, old and young, peoples of diverse income, housing types and costs, areas of intense development and open lands.
- Greenbelts surrounding Centers and networks of Greenways should help define and connect neighborhoods, communities and regions to each other.
- Opportunities must be created to redesign and retrofit auto-oriented, single use shopping, office and institutional developments into more diverse places with a mix of uses.

The mapping of Community Development Boundaries to identify areas for development and redevelopment and Environs protection in suburban and rural New Jersey; and the identification of Cores and Nodes as places for more intensive redevelopment in metropolitan New Jersey, serve as the preferred approaches for managing growth to achieve the goals of the State Plan.

- These locations should be planned and mapped in ways that achieve the Policy Objectives of the Planning Area in which they are located.

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Citizen choice through access - to information, services, jobs, housing, community life - should be supported by physical design, public investment and government policy.

- Opportunities must be available to all people - be they in rural centers, inner city neighborhoods or sprawling suburbs, and whether they are young, old, or have disabilities.
- Transit, pedestrian and bicycle systems should maximize access and mobility within communities and between them.
- The automobile must be accommodated, not promoted, with due regard for pedestrians and community and neighborhood amenities.
- Information can substitute for activities and processes that are more expensive and environmentally harmful (e.g., telecommuting versus auto commuting).

The protection, restoration and integration of nature and natural systems enriches our lives, conserves our resources and protects the health of our citizens and biological resources.

- Designing *with* nature and providing *Green Infrastructure* can reduce the need for more costly conventional Infrastructure (e.g. river and stream corridors can provide for flood control; constructed wetlands can substitute for capital intensive wastewater systems; lighter colored materials and trees can reduce energy use in cities).

3. State Planning Goals And Strategies

The following statements summarize the State Planning Goals and Strategies including revisions proposed in this Preliminary Plan:

1. REVITALIZE THE STATE'S CITIES AND TOWNS

Revitalize cities, towns and other urban areas experiencing socioeconomic distress by investing public resources in accordance with current, Endorsed Plans to improve their livability and sustainability. Leverage private investments in jobs and housing, provide comprehensive public services at lower costs and higher quality and improve the natural and built environment. Level the playing field in such areas as financing services, infrastructure and regulation. Reduce the barriers which limit mobility and access of city residents, particularly the poor, to jobs, housing, services and open space within the region. Build on the assets of cities and towns such as their labor forces, available land and buildings, strategic location and diverse populations.

2. CONSERVE THE STATE'S NATURAL RESOURCES AND SYSTEMS

Conserve the State's natural systems and resources as capital assets of the public by concentrating development and redevelopment in PA1 and 2, and in Centers in PA 3, 4 and 5, and by restoring the integrity of natural systems in areas where they have been degraded or damaged. Plan, design, invest in and manage the use

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- of land, water, soil, plant and animal resources to maintain biodiversity and the viability of ecological systems. Maximize the ability of natural systems to control runoff and flooding, and to improve air and water quality and supply.*
3. **PROMOTE BENEFICIAL ECONOMIC GROWTH, DEVELOPMENT AND RENEWAL FOR ALL RESIDENTS OF NEW JERSEY**
Promote beneficial economic growth, development and renewal, and improve both the quality of life and the standard of living of New Jersey residents through partnerships and collaborative planning with the private sector. Capitalize on the State's strengths -- its entrepreneurship, skilled labor, diversified economy, strategic location and logistical excellence -- and make the State more competitive through infrastructure and public services cost savings and regulatory streamlining resulting from comprehensive and coordinated planning. Retain and expand businesses, and encourage new businesses in Centers and areas with infrastructure. Encourage economic growth in locations and ways that are both fiscally and environmentally sound. Promote agriculture throughout New Jersey as an industry through coordinated planning, regulations, investments and incentive programs -- both in Centers to retain and encourage new businesses and in the Environs to preserve large contiguous areas of farmland.
4. **PROTECT THE ENVIRONMENT, PREVENT AND CLEAN UP POLLUTION**
Develop standards of performance and create incentives to reduce pollution and toxic emissions at the source and conserve energy. Actively pursue public/private partnerships, the latest technology and strict enforcement to prevent toxic emissions and clean up polluted air, land and water without shifting pollutants from one medium to another, from one generation to another or from one geographic location to another. Concentrate development and redevelopment in PA1, PA2 and Centers in PA3, 4 and 5, to reduce automobile usage, land, water and energy consumption, and to minimize impacts on biological systems, water and air quality. Plant and maintain trees Reduce waste and reuse and recycle materials.
5. **PROVIDE ADEQUATE PUBLIC FACILITIES AND SERVICES AT A REASONABLE COST**
Provide infrastructure and related services more efficiently by supporting investments based on comprehensive planning and by providing financial incentives for jurisdictions that cooperate in supplying public infrastructure. Encourage the use of infrastructure needs assessments and life cycle costing. Reduce demands for infrastructure investment, using public and private markets to manage peak demands, applying alternative management and financing approaches, using advanced technologies and information systems to provide and manage public facilities and services, and purchasing land and easements to prevent development, protect flood plains and sustain agriculture where appropriate.

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6. **PROVIDE ADEQUATE HOUSING AT A REASONABLE COST**

Provide adequate housing at a reasonable cost through partnerships that create and maintain attractive, affordable housing, particularly for those most in need. Create and maintain housing in Planning Area 1 and 2 and Centers in PA3, 4 and 5 at densities sufficient to support transit and reduce commuting time and costs, and at locations easily accessible, preferably on foot, to employment, retail, services, cultural, civic and recreational opportunities. Support community-based housing initiatives and remove unnecessary regulatory and financial barriers to the delivery of housing at appropriate locations.

7. **PRESERVE AND ENHANCE AREAS WITH HISTORIC, CULTURAL, SCENIC, OPEN SPACE AND RECREATIONAL VALUE**

Enhance, preserve and use historic, cultural, scenic and recreational assets by collaborative planning, design, investment and management techniques. Locate and design development and redevelopment and supporting infrastructure to improve access to and protect these sites. Support the important role of the arts in contributing to community life and civic beauty.

8. **ENSURE SOUND AND INTEGRATED PLANNING AND IMPLEMENTATION STATEWIDE**

Use the State Plan as a guide to achieve comprehensive, coordinated, long-term planning based on capacity analysis and citizen participation, and to integrate planning with investment, program and regulatory land use decisions at all levels of government and the private sector, in an efficient, effective and equitable manner. Ensure that all development, redevelopment, revitalization or conservation efforts are consistent with the Statewide Policies and Resource Planning and Management Structure of the State Plan.

4. **General Plan Strategy**

***ACHIEVE ALL STATE PLANNING GOALS** by coordinating public and private actions to guide future growth into compact forms of development and redevelopment, consistent with the policy objectives of each Planning Area, and to support the maintenance of capacities in infrastructure, environmental, natural resource, fiscal, economic and other systems.*

Growth occurs primarily, though not exclusively, through private investment in jobs, housing, commercial services and other economic activities. The public sector invests in the facilities and services required to support this growth and regulates private development activities to protect the public health, safety and welfare. Public and private decisions on where, how and when growth occurs, therefore, are inextricably linked - each influences the decisions of the other. While private-sector development decisions must follow existing regulations, these decisions usually lead public investments in the infrastructure that will be required to support it. In other words, growth usually occurs

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first, and many of the public facilities required to maintain service standards lag behind. The result is traffic congestion, pollution, loss of open space and other negative impacts. The State Plan recommends that governments at all levels undertake comprehensive, citizen-based, collaborative, equitable planning based on capacity analysis. Governments should also incorporate design guidelines in their master and functional plans and implementing ordinances. Governments should then use their plans to devise public investment strategies and regulatory policies that shape the locations and patterns of development that will lead to the achievement of the goals of the State Planning Act.

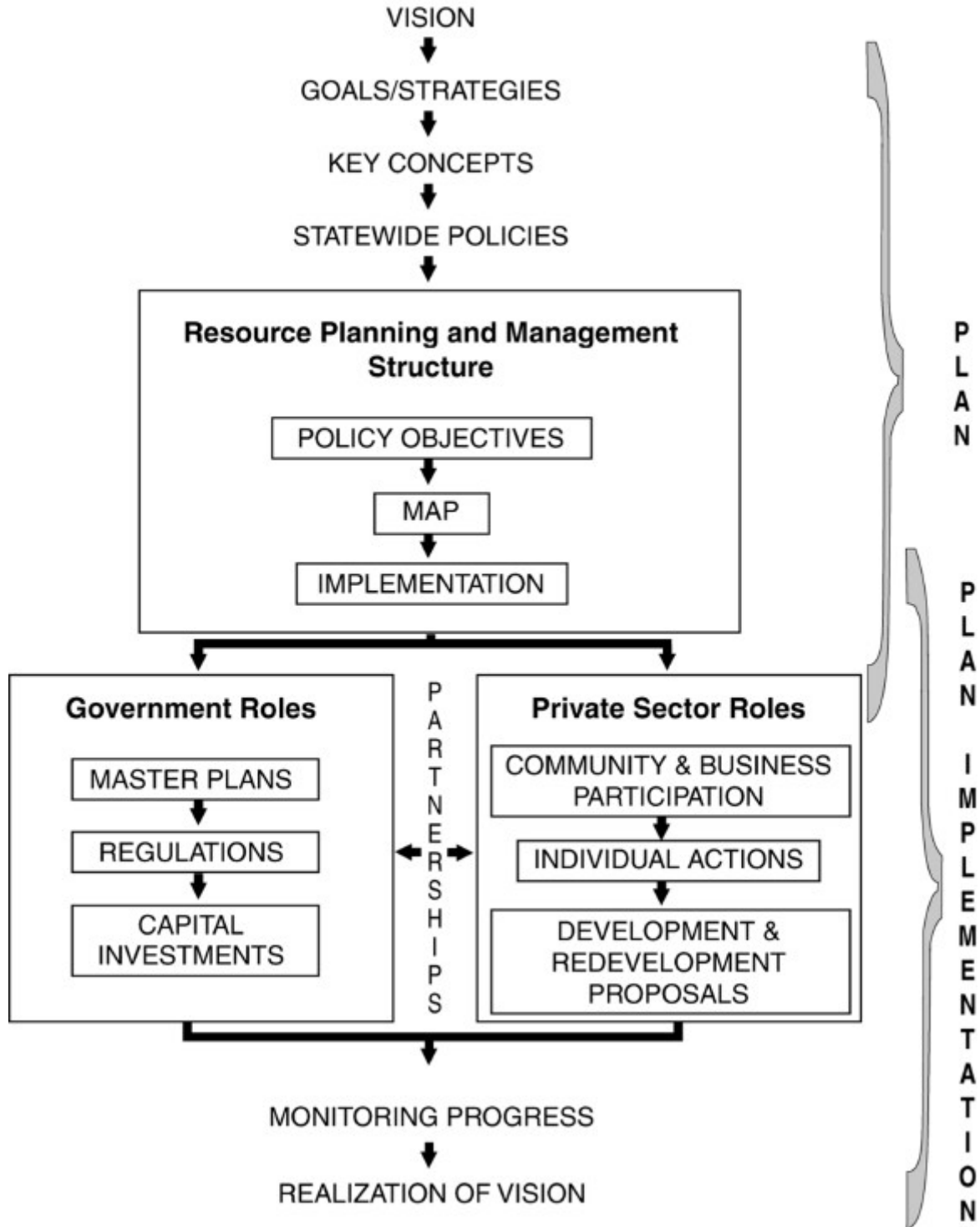
Because the negative impacts of growth occur when the capacities of natural and built systems are exceeded, our planning must carefully consider these capacities. In follow-up to our planning, our regulatory programs should assure that system capacities are maintained at levels that protect the public's health and safety. Capacities are not, however, just matters of physical tolerances. They are also matters of fiscal responsibility and foresight. The ability of the State and its citizens to generate revenue for expensive new infrastructure and natural resource protection programs is not unlimited, so public funds should be used to maximize capacity per unit of investment. For instance, if a certain amount of public investment in a compact form of development can support more development than the same amount invested to support a sprawl pattern, then the fiscal capacity of the State is enhanced by investing in the more compact form.

5. Statewide Policies

Statewide coordination of planning will be achieved through the application of the Plan's "Statewide Policies." These Policies are designed to improve both the planning and the coordination of public policy among all levels of government so that we can overcome existing problems and not create new problems in the future. The Statewide Policies address nineteen substantive areas of concern: Policy on 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, Open Lands and Natural Systems, Energy Resources, Waste Management, Agriculture, Areas of Critical State Concern, Coastal Resources and Design.

Statewide Policies are designed to improve intergovernmental coordination of planning in a complex, highly diverse state. They will not, in and of themselves, lead to the patterns of development necessary to achieve the Goals of the Act. They need to be applied to public and private decisions through a management "structure" that accounts for the geographic diversity of the State and the unique opportunities and constraints that this diversity presents in terms of achieving the Goals of the Act. The Plan calls this structure the "Resource Planning and Management Structure." See diagram on the next page.

STATE PLAN STRUCTURE



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6. Resource Planning And Management Structure

The Resource Planning and Management Structure identifies the types of compact forms of development that are desirable and necessary to assure efficient infrastructure and protection of natural and environmental resources in the various regions of the State. It also identifies the regions of the State within which there are critical natural and built resources that should be either protected or enhanced in order to achieve the Goals of the State Planning Act. The compact forms are called "Centers", the areas outside of Centers are called the "Environs" and the regions in which they are found in are called "Planning Areas (e.g., PA1, 2, 3, 4 or 5)." The Resource Planning and Management Structure is operationalized by a Resource Planning and Management Map (RPMM) whose boundaries and criteria were negotiated during the Cross-acceptance phase of the current State Plan. The official RPMM is mapped at a scale of 1 in. = 2,000 ft. (1 to 24,000).

Centers and Environs

The State Plan contemplates the following five types of Centers:

- **Urban Centers**
- **Towns**
- **Regional Centers**
- **Villages**
- **Hamlets**

Centers are compact forms of development that, compared to sprawl development, consume less land, deplete fewer natural resources and are more efficient in the delivery of public services. The concept of Centers is the key organizing principle for new growth and development in the State. Centers have a core of public and private services and an area surrounding the core defined by a "Community Development Boundary." The Community Development Boundary of a Center defines the geographic limit of planning for development of the Center. In undeveloped areas of PA2 and in PA3, PA4 and PA5, the boundary should be drawn to delineate the limit of future extension of a Center's capital facility services and, therefore, the geographical extent of its future growth.

Areas outside of the Centers' community development boundaries are the "Environs" of the Centers, and these environs should be protected from the impacts of development within the Centers and from other sources. Growth otherwise planned for the Environs should be focused in Centers to help ensure the maintenance of large contiguous areas of farmland and other open lands. Wherever possible, Centers should be surrounded by Greenbelts where appropriate to contain growth and provide opportunities for agriculture, recreation and other natural resource needs.

In PA 1 and developed portions of Planning Area 2, cores and nodes - areas of more intensive land use - should be maintained, retrofitted or developed to serve as compact mixed use focal points for public and private investment.

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The amount of growth that should occur in any particular Center and its Environs, cores or nodes, depends upon its capacity characteristics, and the unique opportunities and constraints presented by the Planning Area in which it exists. Centers and their Environs should be planned and maintained so that they develop a unique character and "sense of place," attributes of desirable communities described in "2020 Vision" as "Communities of Place."

Planning Areas

Planning Areas are large masses of land (more than one square mile in extent) that share a common set of conditions (specified in the RPMS), such as population density, infrastructure systems, level of development or natural systems. They serve a pivotal role in the State Plan by setting forth Policy Objectives that guide the application of the State Plan's Statewide Policies within each area, guide local planning and decisions on the location and size of Centers within Planning Areas and protect or enhance the Environs of these Centers, in Planning Area 3 through 5 and undeveloped portions of Planning Area 2. In all cases, the application of Planning Area Policy Objectives serve to achieve the Goals of the State Planning Act. In no case, however, do Planning Areas function as zoning districts.

The Planning Areas are:

- **PA 1 Metropolitan Planning Area**
- **PA 2 Suburban Planning Area**
- **PA 3 Fringe Planning Area**
- **PA 4 Rural Planning Area and PA4B Rural/Environmentally Sensitive Planning Area**
- **PA 5 Environmentally Sensitive Planning Area**

The Planning Areas (e.g., PA 5) are geographically delineated in the Resource Planning and Management Map, to reflect the conditions (e.g., environmentally sensitive natural resources) that the Act requires the Plan to address through policies (e.g., Statewide Policies on Natural and Cultural Resources). Because each Planning Area has different characteristics, it is unique and requires a unique set of Policy Objectives. These Policy Objectives orient the application of Statewide Policies to assure proper development of the Centers, Cores and Nodes and adequate protection of their Environs where appropriate, all within the context of each Planning Area's unique conditions. The capacities of infrastructure, natural resource and other systems should be major considerations in planning the location and intensity of growth in each Planning Area.

Critical Environmental/Historic Sites

The Resource Planning and Management Structure relies upon the Environmentally Sensitive Planning Area as a primary means of protecting and managing the State's natural and environmental resources. Yet the State Plan recognizes that there are important

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natural and environmental resources found throughout the State. The Plan refers to these sites as "Critical Environmental/Historic Sites," and it recommends that the Policy Objectives and other provisions of the Environmentally Sensitive Planning Area apply to these sites in all Planning Areas. . These sites are to be identified during the Cross-acceptance and county and municipal master planning processes.

7. Role of the State Development and Redevelopment Plan

Tracking Progress In Meeting State Plan Goals

The State Planning Act requires that the Plan contain indicators to monitor progress in meeting State Plan goals. Seventeen key indicators are proposed for this purpose. Additional indicators organized by goal are found in Indicators of Progress Toward Goals, The Role of State Development and Redevelopment Plan (Chapter IV of the Preliminary Plan).

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KEY INDICATORS OF PROGRESS IN MEETING STATE PLAN GOALS

**Desired
Trend**

↑↑	<i>1. The degree to which local, county, regional, state agency and federal plans and practices are consistent with the State Plan.</i>
↓↓	<i>2. The cost of eliminating the backlog and deferred rehabilitation of public infrastructure systems</i>
↓↓	<i>3. The level of distress experienced by the 100 most distressed municipalities compared to the level of distress experienced by all other municipalities</i>
↑↑	<i>4. The proportion of the state's new development and redevelopment located in Planning Areas 1 and 2 or within the Community Development Boundary of Centers in Planning Areas 3, 4 and 5 (outside the jurisdiction of the Pinelands and Meadowlands Commissions).</i>
↓↓	<i>5. The amount of developed land per capita and per job.</i>
↑↑	<i>6. The proportion of all trips made by transit, bicycling and walking.</i>
↓↓	<i>7. The consumption of energy on a per capita and per job basis.</i>
↓↓	<i>8. The generation of solid waste on a per capita and per job basis.</i>
↑↑	<i>9. The amount of solid waste recycled on a per capita and per job basis.</i>
↑↑	<i>10. The amount of land permanently dedicated to open space.</i>
↑↑	<i>11. Conformity of state air quality with federal standards.</i>
↑↑	<i>12. The proportion of potable water supplies that meet all standards.</i>
↑↑	<i>13. Proportion of the State's water bodies that support aquatic life.</i>
↓↓	<i>14. Percent of New Jersey households paying more than 35% of their pre-tax household income towards housing.</i>
↑↑	<i>15. The amount of farmland protected from development through permanent agricultural preservation programs and the amount of farmland in active production.</i>
↑↑	<i>16. Gross state product per capita.</i>
↓↓	<i>17. Unemployment rate</i>

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8. How The State Plan Should Be Used

The State Plan is different from functional State agency plans and municipal and county master plans. The State Plan is not a regulation but a policy guide for State, regional and local agencies to use when they exercise their delegated authority. For example, the State Plan does not automatically change the criteria for the issuance of a State permit, but it does contemplate that the agency responsible for issuing permits should review its plans and regulations in light of the State Plan and make appropriate modifications to reflect the Goals, Strategies, Key Concepts, Policies and Policy Objectives of the Plan, if such modifications are within the scope of the agency's authority. If the necessary modifications would exceed the agency's authority, it should seek to obtain the authority through normal legislative or rule-making processes. Similarly, when county and municipal master plans are updated, they should be modified to reflect the provisions of the State Plan. In these ways, the intent of the State Planning Act is achieved through existing lines of delegated authority and through existing implementation processes.

The State Plan also will be important when the State of New Jersey makes infrastructure and other investment decisions. The State Plan will serve as a guide to when and where available State funds should be expended to achieve the Goals of the State Planning Act. The principal source of this guidance is provided by the State Plan's Statewide Policies, including but not limited to the policies on Public Investment Priorities as they are applied in accordance with the Policy Objectives for each Planning Area.

It is the position of the State Planning Commission that a basic policy in implementation of the State Plan is to achieve the public interest goals of the State Planning Act while protecting and maintaining the equity of all citizens. It is the intent of the State Planning Commission that the benefits and burdens of implementing the State Plan should be equitably distributed among all citizens of the State. Where implementation of the goals, policies and objectives of the State Plan affects the reasonable development expectations of property owners or disproportionately affects the equity of other citizens, agencies at all appropriate levels of government should employ programs, including, for example, compensation, that mitigate such impacts to ensure that the benefits and burdens flowing from implementation of the State Plan are borne on an equitable basis.

E. 2020 VISION - COMMUNITIES OF PLACE



The following section corresponds to the Prologue of the current State Plan. Changes are proposed to include *Vision of New Jersey in 2020* which depicts the conditions one would find in New Jersey in the year 2020 with the implementation of the State Plan strategies and policies. Following after that is *Communities of Place*, the text from the current Plan's Prologue.

"New Jersey, the nation's most densely populated State, requires sound and integrated Statewide planning and the coordination of Statewide planning with local and regional planning in order to conserve its natural resources, revitalize its urban centers, protect the quality of its environment, and provide needed housing and adequate public services at a reasonable cost while promoting beneficial economic growth, development and renewal. . . ." (State Planning Act)

What will New Jersey look like and how will New Jersey function 20 years into the 21st century? There are choices to be made now that will affect New Jersey for decades to come. Although many positive steps have been taken in recent years to set the State on a steady course towards a vibrant, prosperous and sustainable future, much still needs to be done to ensure that outcome. A comprehensive course of action is needed, a long-range strategic plan - the State Plan.

What would New Jersey be like in 2020 with the goals and strategies of the State Plan carried out by in partnership between government and the citizens of our state?

1. Vision of New Jersey in 2020

In the year 2020, decisions regarding the location, type, and scale of development, redevelopment and conservation efforts will be made with the understanding that all aspects of life in New Jersey are interconnected and interdependent. In other words, no one geographic area or population is immune or untouched by the problems affecting another.

Developing and maintaining our communities and our natural resources and assets with due regard for the needs of present *and future* generations is a new social ethic underlying all action, whether it's in the planning, governing or funding arena. This perspective has engendered new ways of looking at both problems and solutions, with new tools for measuring progress that take into account our 'capital' assets of land, air and water, as well as the creation of incentives to *prevent* problems before they get out of hand, be they environmental, public facilities, or community distress. The public and stakeholders participate in the creation of *indicators* - measures to see how well we have achieved our economic, environmental and equity goals - and vigorously debate and collectively implement ways to more effectively attain these goals.

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This striving to create greater sustainability has had a powerful and positive impact on New Jersey's cities, towns and other urban areas. Strategically located, brimming with human talent and potential, supplied with and served by concentrations of plentiful and efficient transportation systems, a plentiful diversity of housing and available redevelopable land, our cities are livable and healthy. They have a new energy, and a renewed commitment to creating a better quality of life. Building strong partnerships and creating strategic plans among government agencies, private companies, non-profit organizations and community groups to maximize the advantages of our cities has been key. By working together to achieve certain goals, these partnerships ensure that resources are targeted and used judiciously, eliminating redundant and unnecessary efforts.

The opportunities presented by available brownfields sites have led businesses to return to these areas, creating well paying jobs, revitalizing neighborhoods and enhancing tax bases. Community-based organizations have built housing, incubated and managed businesses, and provided education and human services in cooperation with city hall. Daily amenities have improved, with the rehabilitation of parks, the opening up of waterfronts and creeks to public use, the redesign of streets and neighborhoods to improve traffic and public safety, a renewed commitment to pedestrianism and public transit, and the flourishing of the arts and culture. Our urban areas are green - trees purify the air, cool the hot summers and help conserve millions of dollars otherwise spent on energy. These public and private partnerships have also led to reductions in crime, based on community policing, and to dramatic improvements in public education. For the first time in many years, people of all ages and all economic and education levels are choosing to live in New Jersey's cities.

The reenergizing of New Jersey's cities has had a dramatic ripple effect on the rest of the state. Stronger tax bases created by a more prosperous urban population have benefited the entire state fiscally.

Implementation of the State Plan has significantly changed the look of New Jersey's suburban landscape. We no longer see spread out and isolated office and retail complexes, and suburban residential subdivisions located in areas lacking pre-existing services, resources or infrastructure, and only accessible by automobile through overly congested roads. Many of these shopping and office centers have been retrofitted or redeveloped over time to make them more accessible and more pleasant places to work and shop. Housing has been added, transit brought in, and pedestrian walkways created. Developers and towns realized that this transformation of the suburban landscape was advantageous for both the public and private bottom lines. These areas have evolved in a much more positive direction while maintaining the character and values that led many to seek out suburbia - privacy, security, beauty and convenience.

Our rural areas have accommodated new growth and achieved new vitality while maintaining the rural character and landscape so important to all the citizens of New Jersey. This has been achieved through cooperative planning between farmers, landowners, local governments and the development community. The development of higher value added, specialty crops, increased technical assistance and programs to support farming as a profitable and productive enterprise benefiting all of New Jersey has

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led to an increase in the number of young farmers and even in some cases the cultivation of agricultural lands abandoned in earlier decades. Rural development and redevelopment has been channeled largely to our existing hamlets, villages, towns and Regional Centers while compact, carefully planned and designed new Centers are located in areas that minimize disturbance to agricultural lands and lands with environmentally sensitive resources. Large contiguous areas of farmland and other open lands have been preserved to ensure the future viability of agriculture and maintain a rural environment. Tourism in our farming, highlands and shore regions has flourished while impacts on our natural landscape have been minimized through careful design.

The State's commuter and light rail systems are fully integrated, enabling people to travel throughout the State and to neighboring states with maximum convenience and minimum delay. Using the State Plan, along with population and employment growth projections as their guide, transportation authorities have strategically targeted communities with substantial need for improved services, and built or rebuilt bus and/or rail lines in those areas. This strategic planning has enabled both State and local agencies to minimize overlap and avoid costly misdirected efforts. Residents get the services they need and are able to reach a wide variety of destinations in a timely, economic and reliable manner. As a result, the percentage of New Jerseyans who use public transit has risen rapidly over the last two decades. This increased freedom of economical, efficient travel around the State has also given people greater choices in the number of Centers where they can live, work and play.

Fewer New Jersey residents are choosing to use private vehicles as their main mode of transportation. Our communities are being designed to accommodate pedestrians and bicyclists, as well as cars, through the use of traffic calming devices, better repair of road and walkways and better signage.. Beyond making our communities more attractive and convenient for walking and bicycling, there has been a significant decrease in injuries and fatalities due to accidents with automobiles. Major arteries are still crowded but they flow smoothly. New Jersey's once large backlog of infrastructure needing repair has been virtually eliminated.

The State's public use aeronautical facilities are an integral part of the State transportation system which supports interstate commerce. They are helping communities to energize business development and are significant economic generators for their area. Many have been developed as intermodal transportation facilities.

Both national and regional business have taken notice of these improvements in the state's facilities and services. More and more companies are starting up in New Jersey or are choosing to make New Jersey their home. A sound business climate, a streamlined regulatory process, an enhanced quality of life, and the lowering of costs through the provision of cost-effective public services has led New Jersey to become the most prosperous state in the union.

Many of the above-mentioned changes have had a powerful and positive effect on New Jersey's environment. Planned compact growth helps curtail the destruction or irreversible

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altering of natural resources. Throughout New Jersey, we all have a much greater understanding and appreciation of how interdependent our economy, communities and quality of life are with the State's natural resource systems. We have learned that the choice between jobs and the environment is a false one. When we destroy or irrevocably alter our natural systems, we inevitably end up paying a much greater price. For example, building on flood plains and destroying wetlands devastates the land's natural capacity to control flooding. We have learned how to design *with* nature, to match our needs with their essential processes, so that we both benefit and thrive. In addition, financial incentives and regulatory reform have resulted in the development of "green businesses" and technologies that provide jobs and profits while improving the environment.

We have made the transition from a system of strict regulations to one of cooperative goal-setting and flexible means of achieving those goals. Conservation incentives and regulatory strategies to increase competition and harness private markets for the public good reduce energy costs, while emissions trading - on land and water - reduces the cost of restoring and maintaining air and water quality. Cooperative planning, often based on watersheds, has led to the more effective protection of environmental resources and the maintenance of large contiguous tracts of open lands so essential to healthy ecosystems. As a result, many of New Jersey's indigenous species have rebounded from previous population lows and are flourishing. Eco-tourism continues to grow in popularity and importance to local economies.

New Jersey's waterways and coastal areas are prospering, attracting large numbers of visitors throughout the year as well as supporting a healthy commercial fishing industry. Careful planning along New Jersey's coast has helped prevent irreparable damage to the delicate beach environment. Planned recreation areas along rivers and adjacent cities, towns and rural areas, provide a wealth of opportunities for nature lovers as well as sports enthusiasts.

2. Communities of Place



Communities of Place directly corresponds to the Prologue of the current State Plan.

Throughout the State you find Communities of Place! We know when we enter them, and we know when we leave them. Whether they are located in our most densely populated metropolitan suburbs or in our most sparsely settled rural areas, they are distinct from their environs. They have evolved and been maintained at a human scale, with an easily accessible central core of commercial and community services. They have recognizable natural and built landmarks that provide a sense of place and orientation. Communities of Place are:

DYNAMIC, offering a variety of lifestyles, job opportunities, cultural and recreational activities, and shopping conveniences;

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DIVERSE, where new residents can choose among reasonably priced single-family homes, townhouses, and higher density apartments and condominiums;

COMPACT, with employment, residential, shopping and recreational opportunities; group or public transportation nearby; and environs or clear edges that define the community; and

EFFICIENT, because they are in municipalities and counties that maintain up-to-date master plans and cooperate with other governments in the provision of water, sanitary sewage services, solid waste disposal, public transportation services or other expensive public services.

Communities of Place exist everywhere. They are unique section of a city, a suburban neighborhood or a town or village in a rural municipality. They have a core of public, private and cultural services, a well-designed neighborhood service area and environs or edges, that help define and support them. Regardless of their size, Communities of Place function as social and economic units and have a vibrant community life. In metropolitan areas where development is continuous, they are distinguishable by a change in the urban fabric, street layout and housing design, type and age. In suburban and rural areas, they often are surrounded by open land.

Communities of Place are not just ideal communities. They are thoughtfully planned, wisely managed and carefully nurtured communities that emerge from the everyday decisions of concerned citizens and public officials at every level of government. They are sustainable communities they grow and change without sacrificing their future quality of life. Communities of Place in New Jersey will give us vital urban areas, reasonably priced housing and public services, a clean environment and a strong economy that benefits all the State's citizens. They do not just happen! They are the result of planning ahead, investing public resources strategically and cooperating with other governments to achieve shared goals.

Public opinion polls suggest that New Jerseyans strongly support the idea of Communities of Place. New Jerseyans believe that the cities can be revitalized, and they want as much future development as possible to occur there. They want patterns of development in suburban areas that will produce less congestion, more affordable housing and reasonable access to public transportation. They support compact development instead of sprawl in the State's major transportation corridors, and they are least supportive of development of the rural countryside.

New Jerseyans want their communities to be free of crime, to have a clean and healthful environment, to provide good schools for their children and to have a pleasing physical appearance. They believe having access to public transportation close to their homes is important. While they support economic growth, if more growth means more traffic congestion, pollution and higher taxes, they would prefer less growth. To accomplish these objectives, they recognize, and support, the need for the State to play a more active role in coordinating and managing growth.

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By implementing the State Plan, New Jersey has been confirmed as a State whose citizens enjoy a wealth of opportunities and choices, who are involved with the planning process and have a say in the growth of their state. As a result, growth is planned, predictable, viable and sustainable, and in the long run, benefits the State as a whole.

3. Back to the Present

What will New Jersey look like in 2020? It is up to us, and the choices we make today. Creating a comprehensive, strategic plan based on extensive research, sound planning methodologies and engaged public input assures New Jersey and its people of a positive future, one bright with dynamic economic opportunities, maximized human potential, and healthy environmental, historical and cultural resources.

You can see more specifically how the New Jersey State Development and Redevelopment Plan will achieve the goals set by the State Planning Act by reading the full report: *The New Jersey State Development and Redevelopment Plan: Reexamination Report and Preliminary Plan*.



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