

Building a Better New Jersey

The New Jersey State Development and Redevelopment Plan:

Preliminary Plan



**For Approval and Release by the State Planning Commission
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Introduction

Background

The State Planning Act of 1985, N.J.S.A. 52:18A-196 et seq., empowered the State Planning Commission with the responsibility to prepare, revise, and readopt the New Jersey State Development and Redevelopment Plan (State Plan) every three years. The State Plan was adopted using the process of Cross-acceptance, a legislatively mandated process whereby planning policies are reviewed by government entities at all levels and the public to assess their consistency with each other and with the State Plan.

The State Plan was developed for the purpose of promoting cooperative planning among municipalities, counties, regional entities and the State, to change the way land use decisions have been made in our State over the past 30 years, and to promote sustainable economic growth in a way that sensibly balances the need to protect open space. Thanks to years of work evaluating the goals, policies and strategies of the State Plan, we now have a clear framework for what the landscape of New Jersey should look like in 2025.

On March 1, 2001, the State Planning Commission adopted the official New Jersey State Plan. That day marked the end of the second round of Cross-acceptance, a thorough process that gave the State Plan a comprehensive and detailed review. Now as we launch Cross-acceptance III, some people may question why, after such a short time, we need to undertake this effort again. It doesn't seem as though much time has passed, but since 2001, land use governance in New Jersey has experienced some key changes. State agencies are undertaking a wide-sweeping effort to rethink how and where the state invests its money – on road and transit infrastructure, on open space and farmland preservation, on economic development, and on housing so that state agencies reinforce each other's efforts. At the heart of this is the connection between their programming and regulatory authorities to the State Plan. At the more local level, many municipalities are enjoying the benefits of cooperation and coordination through planning regionally for their joint futures. And in the private sector, developers are appreciating the economics of higher-density building around Transit Villages and other center-based communities.

And yet there is still a great deal of work to do. We must balance the economic and residential needs of the people of New Jersey – the most densely populated state in the nation, with an equally strong need to preserve New Jersey's remaining farmland and open space.

The State has made progress in putting the State Plan into action by working in concert with local government to chart a new future for our cities, suburbs and rural areas. But we need to do more. This third round of Cross-acceptance gives us the opportunity to create an alternative to sprawl by focusing our efforts on implementing the goals, policies, and strategies that have been developed with careful thought over many years.

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Document Organization

The theme of the Preliminary State Plan, “Building a Better New Jersey,” refers to the actions that are needed to realize New Jersey’s Vision 2025. Rather than re-write the entire 2001 State Plan, this document is designed to identify amendments proposed by the State Planning Commission. It is organized into eight sections as follows.

Section One updates the “Role of the State Plan” section of the 2001 State Plan. It retains much of the language from the State Plan, but reorganizes it to clearly spell out the purpose of the State Plan, its legislative history, the role of all levels of government in the state planning process, the role of the process of Plan Endorsement in implementing the State Plan, and the relationship of the State Plan to the Council on Affordable Housing.

Section Two addresses the Indicators and Targets of the State Plan, contained within the “Role of the State Plan” section. The purpose of the Indicators and Targets is to serve as a tool to assess the State Plan and its implementation. The State Planning Commission, during Cross-acceptance, proposes to update the Indicators, and develop associated Targets, so that they are directly related to the goals of the State Plan and land-use decision making, they are based on available data, and they are more focused on assessing the progress in implementing the State Plan.

Section Three proposes a reorganization structure for the State Plan for the purpose of clearing aligning the policies of the State Plan with the goals and strategies.

Section Four focuses on the policies of the State Plan, by providing updates to some, and introducing new policies, so that the State Plan reflects current state agency initiatives. These include environmental justice; the location of educational facilities and their relationship to the local community; the health benefits of smart growth; the promotion and preservation of the agriculture industry; the transport of goods; and the relationship between incompatible land uses.

Section Five updates the Glossary of the State Plan, so that the definitions in the State Plan include the concepts of Smart Growth and growth areas, and are consistent with changes to the State Planning Rules which were adopted by the State Planning Commission on February 18, 2004.

Section Six provides a chart comparing population and employment projections from New Jersey’s Metropolitan Planning Organizations and from the U.S. Census Bureau. They are organized county-by-county, for the new horizon year of 2025.

Section Seven addresses the report of the Highlands Task Force, submitted to the Governor on March 12, 2004, the effort underway to translate these recommendations into legislation, and the role of the State Planning Commission in this effort.

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Section Eight sets forth two proposed changes to policies regarding the State Plan Policy Map. The first deletes a current redundancy in the State Plan whereby Critical Environmental Sites are recognized in Environmentally Sensitive Planning Areas. The second expands the policies on planning for Nodes to include the agriculture industry.

This document is organized so that the discussion of changes are shown in italics and the actual proposed changes to the text of the State Plan are shown in plain font.

Section One: Changes to “The Role of the State Plan” section

As a planning policy document, the State Plan provides a vision for the future of New Jersey. The State Planning Commission believes that the State Plan must also be a framework for action by explaining the role all levels of government must play in achieving this vision. To accomplish this, the State Planning Commission is proposing to focus the discussion on implementing the State Plan in the context of Plan Endorsement and the assessment tools of the Indicators and Targets.

This section uses most of the language from the “Role of the State Plan” section found on pages 255-282 of the 2001 State Plan, but writes out sections in full where the proposed changes are extensive. Otherwise, edits are noted by page reference.

Overview

A number of states, including Connecticut, Delaware, Florida, Georgia, Hawaii, Maine, Maryland, New Hampshire, Oregon, Rhode Island, Vermont and Washington, have established a statewide, comprehensive growth-management framework. There is a heightened recognition that the rapid pace of unplanned and uncoordinated development is not purely a private matter, but a matter of great public importance, as such development threatens natural resources, strains infrastructure capacity and places additional fiscal burdens on limited government resources. Although local governments are empowered by the State to undertake land-use planning and management, municipalities and counties have limited tools with which to manage certain kind of land-use issues. Additionally, local land-use decisions are often fragmented, resulting in haphazard growth patterns, spillover effects across municipal and county boundaries and other consequences that require statewide coordination.

The State Plan is intended to serve as the underlying framework for both public and private sector investment in New Jersey’s future. It is designed to improve the quality of life and community value through coordinated design techniques that promote efficient land use patterns. The application of the State Plan to individual private interests will take place through the coordination and exercise of existing public powers at local, regional and state levels. This includes, but is not limited to, local government modification of master plans and land development regulations to reflect the provisions of the State Plan and achieve the purpose of the State Planning Act to “facilitate the development of local plans which are consistent with state plans and programs” (N.J.S.A. 52:18A-196(f)).”

Accordingly, the intent of the State Planning Act is achieved through better coordination of existing lines of delegated authority and through existing implementation processes rather than through a more onerous new layer of bureaucracy.

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The State Plan is a set of statewide recommendations to the people of New Jersey and their elected representatives, based on the mandates of the State Planning Act. The provisions of the State Plan and its supporting documentation constitute an agenda and framework for the State to achieve a 2025 Vision that includes both livable communities and natural landscapes.

Although called for by state legislation, the State Plan is far from a top down document. Created using an open democratic process, Cross-acceptance, it is also a set of recommendations from and by the people of New Jersey and their elected representatives. This process recognizes that responsibility for the future of the State of New Jersey is shared by the public and private sectors and at the municipal, county, regional and state levels. The statewide planning process needs to be collaborative, involving all components of the public and private sectors. The ultimate success of the State Plan depends on the participation and cooperation of the citizens of New Jersey.

The State Plan and the statewide planning of which it is a part, is a strategic plan for growth and prosperity. It is action-oriented, geared to adjusting to a complex and dynamic social environment. As the State Planning Act requires, this is a “living” document, which means that the provisions and means to attain those ends are continuously monitored and re-evaluated.

The State Plan is not a substitute for functional State agency plans or local master plans. The State Plan, in fact, would have little meaning or effect without such plans. The State Plan provides a context, a vision and a process within which these more specific plans can be developed and implemented to achieve commonly derived goals.

The State Planning Act:

Language for this section from pages 255 to 257 remains the same.

Implementing the State Plan: Plan Endorsement

Plan Endorsement is the tool developed by the State Planning Commission to provide the technical assistance and the coordination for municipalities, counties, regional and State agencies to meet the publicly supported goals of the State Planning Act (N.J.S.A. 52:18A-196 et seq). The State Planning Act recognized that though land use decision-making has been delegated to the local municipalities by the New Jersey Constitution and Legislature, the municipalities are often not supported by coordinated state and county planning and public investments. Similarly, local plans of neighboring municipalities often conflict. The Legislature found that the public purpose of developing the New Jersey economy while protecting natural resources, providing adequate and diverse housing, and redeveloping cities required coordinated state action to control what is now known as sprawl. To that end, the Legislature appointed a State Planning Commission

mandated to create and implement a cooperatively developed State Plan that would delineate areas for growth and redevelopment and areas for the protection of natural resources and farming. The plan is the State Development and Redevelopment Plan (State Plan), and the implementing tool is the Plan Endorsement Process described below.

Plan Endorsement is a voluntary review process that is designed to assist government agencies at all levels to develop and implement plans that will achieve the goals, policies and strategies of the State Plan. The process establishes a method by which government agencies at all levels may develop capital investment and planning decision-making mechanisms that are consistent with the State Plan and are therefore coordinated with each other. Technical assistance is provided throughout the endorsement process by the Office of Smart Growth and other State agencies. The end product of the review is intended to provide sufficient information so that the State Planning Commission, acknowledging the local context, can make a final determination as to the level of State Plan consistency achieved by the petitioner, and the petitioner's commitment to the implementation of the State Plan.

The Purpose of Plan Endorsement

The goals of Plan Endorsement are to:

1. Encourage municipal, county, regional and state agency plans to be coordinated and support each other to achieve the goals of the State Plan;
2. Encourage counties and municipalities to plan on a regional basis while recognizing the fundamental role of the municipal master plan and development regulations;
3. Consider the entire municipality, including Centers, Cores, Nodes and Environs, within the context of regional systems;
4. Provide an opportunity for all government entities and the public to discuss and resolve common planning issues;
5. Provide a framework to guide and support state investment programs and permitting assistance in the implementation of municipal, county and regional plans that meet statewide objectives;
6. Learn new planning approaches and techniques from municipal, county and regional governments for dissemination throughout the state and possible incorporation into the State Plan; and
7. Ensure that petitioners fully comply with the requirements of applicable State land use statutes and regulations in the Plan Endorsement process.

[NOTE: the list of goals of Plan Endorsement on page 14 of the State Plan will also be changed to include this seventh goal.]

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The purpose of the Plan Endorsement process is to reach these goals by increasing the consistency among municipal, county, regional and State Agency plans with each other as well as with the State Plan and to facilitate the achievement of mutual goals.

The Benefits of Plan Endorsement

The State Planning Commission is committed to providing the resources and incentives necessary to enable municipalities, counties and regional entities to enter into and complete the Plan Endorsement process. State agencies are identifying program funding and regulatory provisions that will be available to municipalities and counties as they progress through the Plan Endorsement process. These benefits represent an unprecedented effort to fundamentally restructure the way that statewide priorities are established, by using the State Plan and Plan Endorsement process to link the State's regulatory and investment priorities with local goals and planning decisions.

Once the State Planning Commission has endorsed a plan as consistent with the State Plan, State agencies will be providing benefits to the county or municipality that will assist in implementing the endorsed plan. This assistance will include providing technical assistance, direct state capital investment, priority for state grants and loans, and substantive and procedural (permit streamlining) regulatory changes.

Monitoring, Evaluation and Assessments

The first subsection of this section, "Analyzing Alternative Growth Patterns," is a placeholder for the summaries of the Impact Assessment and Infrastructure Needs Assessment of the State Plan. These documents are required by the State Planning Act and provide a measure of success at implementing the State Plan.

The second subsection, "Indicators and Targets," provides the basis for on-going monitoring and evaluation of the State Plan. The State Planning Commission proposes to overhaul these indicators and targets and link them to the Impact Assessment. This effort will be discussed further in Section 2 of this document.

Participation at All Levels of Government

Role of State Agencies

This section, on page 278 of the 2001 State Plan, will remain the same.

Role of Counties

This section will use the language from page 280 of the 2001 State Plan under the heading "Counties" and will add a new paragraph at the end as follows:

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In recognition of the enhanced role of counties in achieving regional planning objectives, the State Planning Commission is giving priority consideration to petitions for Plan Endorsement from counties, regional entities, and urban complexes.

Role of Municipalities

This section, on page 280-282 of the 2001 State Plan under the heading “Municipalities,” will remain the same.

Planning Regions Established by Statute

This section, on page 279 of the 2001 State Plan, under the same heading, will remain the same.

Relationship of the State Plan to the Council on Affordable Housing

The background provided under the “New Jersey Council on Affordable Housing” section of this chapter in the 2001 State Plan provides an informative overview of the shared history and goals of the Fair Housing Act and the State Planning Act. This document incorporates much of that language, along with an update on the progress of the Council on Affordable Housing (COAH).

The State Planning Commission and the New Jersey Council on Affordable Housing have a unique relationship. This relationship is derived from the common origin that both the New Jersey State Planning Act and the Fair Housing Act have in the state Legislature’s response to the New Jersey Supreme Court’s *Mount Laurel* decisions.

In 1975, in the case of *Southern Burlington County NAACP v. Township of Mt. Laurel* (Mt. Laurel I), the New Jersey Supreme Court ruled that developing municipalities have a constitutional obligation to provide a realistic opportunity for the construction of low and moderate income housing. In its 1983 Mt. Laurel II decision, the Supreme Court reaffirmed and expanded the Mt. Laurel I doctrine and stated that all municipalities share in the obligation. To assist municipalities in determining their fair share, the Supreme Court relied on the *State Development Guide Plan*, which, at that time, was the State’s blueprint for accommodating projected growth. The court noted that it was relying on the Guide Plan in the absence of a Legislative statement and invited the Legislature to make its own determination.

On July 2, 1985 the Legislature enacted the Fair Housing Act, creating the Council on Affordable Housing (COAH) as an administrative alternative to the courts. That same year, the Legislature also passed the State Planning Act. Both of those acts contain language evidencing the strong legal relationship of COAH to the State Planning Commission.

In the State Planning Act, the Legislature found that it was of “urgent importance that the State Development Guide Plan be replaced by a State Development and Redevelopment Plan designed for use as a tool for assessing suitable locations for infrastructure, housing economic growth and conservation.” (N.J.S.A. 52:18A-196c). The Legislature also found that “an adequate response to judicial mandates respecting housing for low and moderate income persons requires sound planning to prevent sprawl and to promote suitable uses of land.” (N.J.S.A. 52:18A-196h). Thus, the State Planning Act gives recognition to the mandate of the Fair Housing Act and places that mandate within the State Planning Act’s legislative findings and declarations.

Since 1992, the Council on Affordable Housing and the State Planning Commission have had a Memorandum of Understanding in place that establishes an understanding of how the State Plan should be used by COAH in meeting its legislative requirements. In accordance with the Fair Housing Act, COAH utilizes the State Plan and the State Plan Policy Map when considering certification of municipal housing elements, fair share plans and requests for site specific relief that are directed to COAH from the courts.

As COAH embarks upon the third round, there will be continued cooperation between the two agencies in the form of information sharing, consistency reviews and an updated Memorandum of Understanding.

Update on COAH

As of January 31, 2004, 285 municipalities (approximately 50%) were under COAH’s jurisdiction. These affordable housing plans have produced:

- 28,715 units built or under construction
- 8,900 units zoned or approved
- 7,897 units transferred via Regional Contribution Agreements (RCAs)
- 11,605 units rehabilitated

An additional 75 municipalities were under court jurisdiction. COAH does not have complete information on affordable units for many of the court towns, except with regard to RCA units. As of January 31, 2004, the 360 municipalities under either COAH or court jurisdiction had transferred 8,699 RCA units for a total of \$171 million invested in receiving areas. Of these, 3,287 RCA rehabilitated units have been completed and 2,622 RCA new construction units have been completed.

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Under COAH's proposed third round growth share methodology, a municipality's fair share obligation is estimated for the period 1999 to 2014. The municipal obligation to provide affordable housing consists of the number of existing, deficient units that are occupied by low and moderate income families; plus any remaining prior obligation for the period 1987 to 1999; plus a projected number of "growth share" units to be determined by applying a ratio of affordable housing need to total housing units built and to total jobs created as described in N.J.A.C. 5:94-1 et seq.

Section Two: Indicators and Targets

This section addresses how the Indicators and Targets will be developed and incorporated into pages 262-276 of the “Role of the State Plan” section.

The State Planning Act requires the State Planning Commission to include “the appropriate monitoring variables and plan targets in the economic, environmental, infrastructure, community life and intergovernmental coordination areas to be evaluated on an on-going basis” (N.J.S.A. 52:18A-202.3). In response, the State Planning Commission developed a set of key indicators and targets for these five areas, which are related to the goals and policies of the State Plan.

The purpose of indicators for the State Plan is to provide feedback to the citizens of New Jersey, and to government officials, on how well the State Plan is being implemented, and what progress is being made in achieving its intended outcomes. Indicators also provide a tool to measure the extent to which plans submitted for endorsement meet and contribute to achieving the goals, policies and strategies of the State Plan.

To date, the Indicators in the 2001 State Plan have not been fully utilized for a number of reasons – either there were too many; the data to measure them was not readily available; or the indicator was not directly related to land-use decisions. As part of Cross-acceptance, the State Planning Commission is reviewing the current State Plan Indicators with the goal to ensure that they are clearly connected to available data sources, reflect outcomes that can be impacted by land-use planning, and provide decision makers at every level of government with clear guidance as the process of implementing the State Plan moves forward.

In a separate but parallel project, the State Planning Commission will hire a consultant to prepare an independent analysis of the impact of the revised State Plan on the economic, environmental, infrastructure, community life and intergovernmental coordination areas. The State Planning Commission will use the extensive data generated by this study to establish a set of targets for each indicator that can reasonably be achieved. These will be included in the Draft Final State Plan.

The State Planning Commission seeks public participation in this process to ensure that the indicators selected are derived from the best data available and reflect the diverse opinions and knowledge of the citizens of New Jersey. This section contains proposed indicators that embody the Commission’s current thinking on what should be included in the Final State Development and Redevelopment Plan. It also contains “place holders,” which describe data and indicators that may not currently exist, but that the State Planning Commission believes are necessary and have the potential to be created prior to adoption of the Final Plan. It also lists “other potential new indicators” for consideration.

There are two main purposes for revising the indicators:

- Focus the indicators so they provide clear feedback and guidance to decision makers and the public on progress toward adopting land-use practices that implement the State Plan and achieve its goals for New Jersey.
- Reorganize the indicators and targets within the structure of the State Plan's Statewide Goals, as defined by the State Planning Act (N.J.S.A. 52:18A-196 et seq).

Indicator and Target Organization

The State Plan is a document and a program designed to improve the quality of life for New Jerseyans through the development of a land use governance system. Therefore, indicators designed to guide the process of implementing the State Plan should fall into two categories:

1. A small number of "headline" indicators that provide a simple and understandable overview of progress on implementing the State Plan.
2. A larger number of indicators that report on progress achieving each of the State Plan's Statewide Goals.

This chapter sets forth a new structure for the State Plan Indicators, according to the Headline and goal-based indicator designations discussed above, and specifies where these can be found in the current State Plan, where applicable. It also identifies those indicators that the State Planning Commission proposes to eliminate from the State Plan, so that the remaining list has a clear link to the State Plan, land use and development, and can be measured using existing data sources.

If an indicator is currently in the State Plan, the number of that indicator is shown in italics, as in (*Key indicator 1*).

Headline Indicators

The purpose of Headline Indicators is to provide New Jersey citizens and state government managers a tool to assess, at a glance, progress on implementing the State Plan. These key indicators will act as a general guide on how well the State is doing in achieving the core objectives the State Plan and the degree to which the State Plan is being implemented on the ground. These indicators will be selected, and targets generated, based on the following criteria:

- Indicators are based on real world trends and outcomes, not government processes.

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- Both indicators and targets communicate information that will be understood and resonate with the public on development patterns and the impacts of land use decisions.
- They report on trends that are clearly within the purview of, and impacted by, the State Plan and land use governance.

Suggested Headline Indicators

1. Percent of new development, population and employment that is located in the Metropolitan and Suburban Planning Areas or within Centers in the Fringe, Rural and Environmentally Sensitive Planning Areas. *(Key indicator 1)*
2. Variety of transportation choices available to New Jersey residents as measured by the percent of commuters engaging in ridesharing, public transportation, bicycle, walking and working at home. *(New indicator)*
3. Amount of land permanently dedicated to open space and farmland preservation. *(Key indicator 2)*

Statewide Goal-Oriented Indicators

Therefore, the purpose of the Statewide Goal Indicators is to provide usable information on progress achieving the eight formal State Plan Statewide Goals. The five areas to be monitored - economic, environmental, infrastructure, community life, and intergovernmental coordination - are closely correlated with the 8 goals of the State Plan. The State Planning Commission believes that there needs to be a clearer relationship between the Goals of the State Plan and the Indicators and Targets and is proposing to categorize the indicators according to the Goals.

The indicators have been selected based on the following criteria:

- They provide information on the issues identified within the goal text.
- There is a strong link between the goal, the indicator, and development patterns, land use governance, and implementation of the State Plan.
- They are as detailed as possible to provide feedback and guidance to decision makers, local and regional governments, and state agencies that are devising implementation strategies.

Goal 1: Revitalize the State's Cities and Towns

Proposed Indicators Related to Goal 1:

- A. Municipal Revitalization Index *(Key indicator 5)*
- B. Percent of Brownfield Sites Redeveloped *(Additional indicator 4)*
- C. Percent of new Jobs Located in Urban Aid Municipalities *(Additional indicator 6)*

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- Urban Coordinating Council (UCC) designation has been changed to Urban Aid municipalities.
- D. Percent of Building Permits Issued in Urban Coordinating Council Municipalities (*Additional indicator 23*)
 - Again, UCC designation has been changed to Urban Aid Municipalities.
- E. Placeholder - The differential in per capita municipal tax base between Urban Aid municipalities and the statewide average.
 - A. This is a proposed indicator that is not currently in the State Plan. However, as this data is an important indicator of the health of cities, it is important to attempt to establish such an indicator.
- F. The State Planning Commission will also consider, as an alternative measure, the differential between municipalities with a majority of land designated as Planning Area 1 and the statewide average.

Current Indicators related to Goal 1 that should be eliminated:

- Additional Indicator 27 – Neighborhood Empowerment Plans Approved by the UCC. There is no clear link to the State Plan or to a non-process outcome.

Suggested New Indicators:

- The differential between municipal tax base and tax burden between PAs 1, 2 and designated centers, and PAs 3, 4, and 5.
- The Percent of New Jersey Residents that Have Access to Major Cultural and Recreational Sites by Public Transit or a Short Walk or Bike.

Goal 2: Conserve the State's Natural Resources and Systems

Proposed Indicators Related to Goal 2:

- A. Conversion of Farmland for Development (*Additional indicator 3*)
- B. Conversion of Land Per Person (*Additional indicator 12*)
- C. Amount of land permanently dedicated to Open Space and Farmland Preservation (*same as headline indicator 3*)
- D. Conversion of Wetlands for Development (*Additional Indicator 11*)

Current Indicators related to Goal 2 that should be eliminated:

- Additional Indicator 8 – The Generation of Solid Waste. There is no connection to the State Plan or land use.

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- Additional Indicator 10 – Green House Gas Emissions. The only component of green house gas emissions related to the State Plan and land use is mobile sources. Unless work can be done to isolate this component of energy efficiency the indicator should be dropped.
- Additional Indicator 19 – Percent of Development on Individual Septic Systems. This indicator is related to land use, however its implementation is entirely in the purview of the DEP. Therefore it fails to meet selection criteria number 2. However, it could be considered as an indicator for Goal 8, Ensure Integrated Planning, or as an indicator for Implementation section below.
- Additional Indicator 26 – Percent of Land in New Jersey covered by adopted watershed plans. There is no connection to the State Plan

Suggested New Indicators:

None

Goal 3: Promote Beneficial Economic Growth, Development and Renewal for All Residents of New Jersey

Proposed Indicators Related to Goal 3:

- A. Meet Present and Prospective Needs for Public Infrastructure Systems
(*Key indicator 4*)
 - This indicator and its targets should be expanded to include public utility infrastructure
- B. Percent of Brownfield Sites (or numbers of acres) Redeveloped
(*Additional indicator 4*)
- C. Agricultural Output (*Additional indicator 5*)
- D. Municipalities With Median Household Incomes of Less Than \$30,000 Per Year
(*Additional indicator 21*)
 - Suggest changing the indicator to: number of municipalities that have average incomes less than a certain percent of the NJ median
- E. Number of Census Tracts With More Than 40% of the Population Living Under the Poverty Level (*Additional indicator 22*)

Current Indicators related to Goal 3 that should be eliminated:

- Additional Indicator 1 – Average Annual Disposable Income Among New Jerseyans. Does not satisfy selection criteria 2.

- Additional Indicator 2 – Unemployment. Does not satisfy selection criteria 2.
- Additional Indicator 7 – Economic Output Per Unit of Energy Consumed. The only component of energy consumption related to the State Plan and land use is energy consumed for transportation. Unless work can be done to isolate this component of energy efficiency the indicator should be dropped.

Other Potential New Indicators:

- Infrastructure Costs Per New Job or Unit of Economic Output by Planning Area
- Average Transportation Costs Per Capita and Per Job By Planning Area

Goal 4: Protect the Environment

This goal is similar to Goal 2, but differs in that Goal 2 deals with land use and conserving land whereas Goal 4 is dealing mostly with environmental regulation of industry. As such, there is less of a direct link to land use regulation, as impacted by the State Plan. However, it is still important to consider air and water quality when making planning decisions.

Proposed Indicators Related to Goal 4:

- A. Percent of Potable Water Supplies that Meet All Standards (*Additional Indicator 18*). Work must be done to identify what role land development related non-point source pollution plays in influencing this indicator. The target and the interpretation of the indicator should be based on this work in order to satisfy indicator selection criteria 2.
- B. Number of Unhealthful Days Annually Caused by Ground-level Ozone, Particulate Matter and Carbon Monoxide (*Additional Indicator 9*). The primary component of air pollution related to the State Plan and land use is emissions from mobile sources. Work should be done to try to isolate this component of air pollution for use as the indicator.
- C. Percent of New Jersey's Streams that Support Aquatic Life (*Key Indicator 3*). Work must be done to identify what role land development related non-point source pollution plays in influencing this indicator. The target and the interpretation of the indicator must be based on this work in order to satisfy indicator selection criteria 2.

Current Indicators related to Goal 4 that should be eliminated:

- Additional Indicator 8 – The Generation of Solid Waste. There is no connection to the State Plan or land use.
- Additional Indicator 13 – Changes in Toxic Chemical Use and Waste Generation by New Jersey’s Manufacturing Sector. This indicator has no link to land use or the State Plan.

Goal 5: Provide Public Services at Reasonable Cost

Proposed Indicators Related to Goal 5:

- A. Progress in Socio Economic Revitalization for the Urban Aid Municipalities (*Key indicator 5*)
 - UCC was changed to Urban Aid municipalities
- B. The degree to which the rate of increase or decrease in Non-Single Occupancy Vehicle (SOV) targets, defined by State Planning Area and New Jersey Transit’s Transit Score Area, is attained throughout the State.
 - This new indicator provides for the development of a realistic, reasonable and attainable set of targets for counties and municipalities who are engaged in the Plan Endorsement process. Location-specific targets should be available by May 2004.
 - As a subset of this indicator, Increase in Transit Ridership (Adopted SDRP Indicator 17) will be retained. A comprehensive definition of Transit Ridership, as well as a determination of measurement methodology, will be developed.
 - Also related to this is the Number of Pedestrian Fatalities, Additional Indicator 16 in the State Plan.
- C. Vehicle Miles Traveled Per Capita and Per Household (*Additional indicator 15*)
 - The rationale for including this indicator is that providing access to jobs, commerce and recreation is a major public expense. The degree to which access can be delivered in a manner other than automobiles is an indicator of efficient planning and delivery of the public service of access and mobility. The inclusion of the Vehicle Miles Traveled Per Household indicator is recommended based on future demographic shifts resulting from the aging of the “Baby Boom” generation.

Other Potential New Indicator:

- Per Capita and Per Job Utility Infrastructure Costs (Distribution System Costs)

Goal 6: Provide Housing at Reasonable Cost

Proposed Indicators Related to Goal 6:

- A. Percent of New Jersey Households Paying More Than 30% of Their Pre-Tax Income Towards Housing (*Additional indicator 20*).
- Although we do not have a full description of the link between development patterns and housing, specifically detailing the impact between TREND and PLAN development patterns on housing costs, this indicator should be kept. It is an indirect indicator of how well the housing market is meeting the actual housing needs of NJ's households, which is be influenced by the State Plan.

Other Potential New Indicators:

- Number of Municipalities with Substantive Certification or with a Submitted Petition for Substantive Certification from the Council on Affordable Housing
- Ratio of Median Home Price to Median Income.
- Percent of New Housing Units that are Out of Reach to a Household with Median Income
- Percent of New Units that are Multifamily.
- Percent of Municipalities with Zoning that Allows for Adequate Rental and Affordable Housing.
- Availability of Affordable Housing in Centers and by Planning Areas.
- Number of Affordable Housing Units Financed by the Housing and Mortgage Finance Agency and the Department of Community Affairs.

Current Indicators related to Goal 6 that should be eliminated:

- Additional Indicator 24 – Annual Production of Affordable Housing. This indicator is more linked to the Council on Affordable Housing, money available to non-profit housing developers, and other laws that mandate affordable housing rather than planning per se.

Goal 7: Preserve Historic and Cultural Areas

Proposed Indicators Related to Goal 7:

No current indicators apply directly.

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Other Potential New Indicators:

- Percent of New Jersey's (State, County, Local) Identified Historic and Cultural Sites and Institutions that are Protected

Goal 8: Ensure Integrated Planning Statewide

Proposed Indicators Related to Goal 8:

- A. New Development, Population and Employment Located in the Metropolitan and Suburban Planning Areas or within Centers in the Fringe, Rural and Environmentally Sensitive Planning Areas (*Key indicator 1*)
- B. The Degree to Which Local Plans and State Agency Plans are Consistent With the State Plan (*Key indicator 6*)
 - Consider two distinct indicators: State Agency Plans and Local Plans
 - Local Plans should become percent of Municipalities, or percent of land area, with an Endorsed Plan
- C. Municipalities Participating in Comprehensive, Multi-jurisdictional Regional Planning Processes Consistent With the State Plan (*Additional Indicator 5*)

Current Indicators related to Goal 8 that should be eliminated:

- Additional Indicator 26 – Percent of Land Covered by Adopted Watershed Management Plans. Does not satisfy selection criteria 2.
- Additional Indicator 27 – Number of Neighborhood Empowerment Plans Approved by the UCC. Does not satisfy selection criteria 2.

Section Three: Changes to the Structure of the “Statewide Goals, Strategies and Policies Section

The State Planning Commission proposes to restructure the existing eight goals and strategies of the State Plan (discussed on pages 23-109) and to organize the 19 Policies, and their sub-policies (pages 110-180), under these goals. The inter-relationship of the policies as they apply to the goals is shown in the outline. The State Planning Commission believes that this reorganization will make the document more concise and user-friendly without losing the substance of the State Plan.

Many of the policies of the State Plan are intended to be cross-cutting and therefore should not be isolated into one particular goal category. As such, it should be understood that decision-making on land-use issues at the state, regional, county or local level should consider the State Plan in its entirety, rather than one specific goal or set of policies.

Reorganization Structure

- I. Consolidate all statements for each goal on “Vision of New Jersey in the Year 2020” into one statement at the beginning of the section on the “Vision of New Jersey in the Year 2025.”*
- II. Consolidate the background sections for each goal into one section called “Basis and Background for State Plan”.*
- III. Reorganize the Statewide goals, strategies and policies using the following structure:*

Goal 1: Revitalize the State's cities and Towns

- Policies on Urban Revitalization

Goal 2: Conserve the State's Natural Resources

- Policies on Coastal Resources
- Policies on Water Resources
- Policies on Special Resource Areas
- Policies on Open Lands and Natural Systems

Goal 3: Promote Beneficial Economic Growth, Development and Renewal for All Residents of New Jersey

- Policies on Economic Development

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- Policies on Equity and Environmental Justice¹
- Policies on Agriculture

Goal 4: Protect the Environment, Prevent and Clean Up Pollution

- Policies on Energy Resources
- Policies on Air Resources
- Policies on Waste Management, Recycling, & Brownfields

Goal 5: Provide Adequate Public Facilities and Services at a Reasonable Cost

- Policies on Transportation
- Policies on Infrastructure Investments

Goal 6: Provide Adequate Housing at a Reasonable Cost

- Policies on Housing
- Policies on Design

Goal 7: Preserve and Enhance the Historic, Cultural, and Scenic, Open space and Recreational Values

- Policies on Historic, Cultural and Scenic Resources

Goal 8: Ensure Sound and Integrated Planning and Implementation Statewide

- Policies on Comprehensive Planning
- Policies on Planning Regions Established by Statute
- Policies on Public Investment Priorities

¹ Environmental Justice is a new policy proposed in an Executive Order signed by Governor McGreevey on February 18, 2004. The State Planning Commission is proposing to amend current policies to reflect this terminology (see the Equity Policy within this document).

Section Four: Changes to the Content of the “State-wide Goals, Strategies and Policies” Section

The section in the 2001 State Plan entitled “Statewide Goals, Strategies and Policies” identifies 8 goals and 19 policies to guide land use decision making in New Jersey. The State Planning Commission continues to support those goals, strategies and policies and proposes to update the section with some new or edited policies that reflect current initiatives at the State level.

The insertion of any new policies will result in the renumbering of all policies in the Draft Final Plan.

Statewide Policy #1: Equity

Add “Policy #1” heading to current narrative on Equity (*page 110-111*).

Last paragraph now reads:

The State Planning Commission urges individuals and groups that have concerns about equity to use all avenues to assure that their concerns are considered in governmental actions and to prevent inappropriate application, or abuse, of the State Plan. The State Plan is a statement of state policy formulated to guide planning. Public sector agencies and private sector organizations, such as lending institutions, should not use designations and delineations contained in the State Plan to determine the market value of particular tracts or parcels of land. Accordingly, such uses of the State Plan are inappropriate because it is not designed to regulate and should not be applied to the future use or intensity of use of specific parcels of land. Both public and private sector agencies are cautioned that direct application of the State Plan to specific parcels of land may result in inequitable distribution of the benefits and burdens of public action.

New Policy #2: Environmental Justice

Adopt planning principles aimed to ensure the fair treatment and meaningful involvement of the public in land-use decision-making in accordance with Federal and State Environmental Justice policies. Ensure that planning policies and regulations prevent disproportionate adverse exposure to environmental health risks, including fine particulate pollution, by communities of color and low-income communities

Statewide Policy #2: Comprehensive Planning

Revised Policy #3: Planning Education and Training (*page 111*)

Provide for adequate planning education and training for professional and citizen planners serving at all levels of government, Boards of Education, school administrative officials and for students in primary and secondary schools.

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Revised Policy #25: State Agency Plan, Regulations and Programs (*page 114*)

Coordinate the development, revision and implementation of state agency functional plans, regulations, and funding programs, to the maximum extent permitted by law, so that they are consistent with and promote the goals, strategies and policies of the State Plan.

General Planning Policies

New Policy #__ : Transitional Land Use

Promote land use decisions at the local level that provide for transitional or buffering land-uses between two or more incompatible uses such as those that protect environmental features or commercial and residential neighborhoods from the adverse impacts of industrial sites, agricultural sites or high intensity land-uses.

Statewide Policy #4: Infrastructure Investments

New Subheading: Infrastructure Investments and Public Education

Promote the delivery of quality public education for all New Jersey school-age residents by renovating existing schools where cost effective and by strategically locating schools and utilizing existing schools in order to enhance community life and provide, through community involvement, community-based, multi-purpose facilities that are safe, healthy and conducive to learning.

School Facility Planning and Design

Policy #__ : School Facilities (*Revised Policy #8, page 121*)

Make the most effective use of existing school facilities; renovate existing facilities in a cost-effective manner; plan and construct new facilities to serve as community centers; and locate new school facilities to serve as focal points for existing and new development. Integrate school facilities planning with neighborhood planning and community wide planning and development. Design and construct school facilities that incorporate “high performance” design features that accommodate and enhance the learning process.

New Policy #__ : Historic and School Structure Re-use

Promote adaptive reuse of historic structures and existing school facilities to provide community schools, where appropriate, in ways that respect architectural and historic community integrity.

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New Policy #__ : Public Use of Public Lands and Facilities (*based upon Policy #14 under Open Land and Natural Systems, page 154*)

Provide for public recreational use of public lands and facilities, including schools.

New Policy #__ : Safe Routes to Schools

Promote safe routes to school projects that encourage and enable children to walk and cycle to school through a combined package of practical and educational measures that: improve road and pedestrian safety and reduce child casualties; improve children's health and development; and reduce traffic congestion and pollution through traffic calming

New Policy #__ : Energy Efficient School Buildings (*based upon combination of Energy Resources policies 3 and 4, page 157*)

All new school buildings should be energy efficient, and existing buildings should be retrofitted and weatherized to reduce energy demand and operational costs. The design, location and orientation of school facilities, including lighting plans, should allow maximum use of passive solar energy and take advantage of topography, vegetation and prevailing climatic conditions to reduce energy demands and needs.

Coordination of Planning Efforts

New Policy #__ : Inter-jurisdictional and Regional Planning and Coordination (*based upon Economic Development policy #1 and Comprehensive Planning Policy #20*)

Coordinate school project activities both horizontally on each level of government and vertically among the levels of government, particularly between adjacent school districts and host communities, but also between public and private school systems especially in regard to those plans, regulations, programs and projects that potentially have “greater-than-local” impact to minimize adverse regional and local impacts.

Policy #__ : Integrated Plans, Regulations and Programs (comprehensive planning #5)

Ensure that regulations, as well as infrastructure investments and other related programs, are consistent with approved school facility plans, on an intra- and inter-governmental basis.

Equity

Policy #__ : Educational Facility Financing (based upon Urban Revitalization Policy #10, page 131-132)

Promote improvements in public education, including investments to provide educational facilities that ensure a thorough and efficient education for all school-age children, while ensuring that responsibility is shared equitably by the State, its various jurisdictions and all citizens of the State.

Statewide Policy #5: Economic Development

Policy #__ : Community-based Economic Development

Generate local capacity for economic development by promoting economic growth that maintains and enhances the entire community by locating job opportunities in mixed-use places where infrastructure is available or can be expanded or upgraded, or that are accessible by public transportation.

Statewide Policy #6: Urban Revitalization

Under Subheading: Revitalization and the Environment

Policy #__ : Urban Waterfront Redevelopment

Promote investment within the urban complex or designated centers that looks to redevelop deteriorated properties along waterfronts with the purpose of promoting mixed-use. Provide access to and cleanup of water features. Establish design criteria that look at integrating the built environment with the restoration of the natural environment.

Statewide Policy #7: Housing

Under Subheading: Planning and Regulation

Revised Policy #2: Age-restricted Housing (*page 136*)

Planning for age-restricted housing should be grounded in local master plans that are balanced with housing for a range of ages and incomes and should be physically integrated into or connect to Centers or other areas with facilities and services. Encourage and support the development of senior housing so that elderly households can find housing that is affordable, that is in good condition, and that can accommodate their physical capabilities or assistance needs.

Statewide Policy #8: Transportation

Under Subheading: Transportation and Economic Development

Revised Policy #23: Goods Movement (*page 143-144*)

Enhance the movement of goods into, out of, through, and within New Jersey by strategically investing in a comprehensive multi-modal network that supports local, regional, interstate, and global commerce, including, where appropriate:

- ❑ Improving the access to and the connectivity between seaports, airports, railroads, highways, warehouse/distribution centers, and industrial properties.
- ❑ Encouraging the movement of goods by rail and inland waterway to and from the ports and elsewhere, while balancing the needs of other users.
- ❑ Dredging channels to provide shipping access.
- ❑ Enhancing the existing port facilities, and developing new port facilities through improved multi-modal landside access and coordinated land use practices.
- ❑ Encouraging goods movement related development such as warehouse/distribution centers, value added facilities, and other logistics supportive enterprises in the vicinity of strategic highway interchanges, corridors and junctions.
- ❑ Encouraging goods movement related development near access points that benefit existing intermodal transfer areas, and major regional and global gateways such as ports and air terminals.
- ❑ Utilizing and preserving Brownfield Redevelopment Sites for new goods movement related development.
- ❑ Providing exclusive rights-of-way congestion bypasses for local port and distribution activities and regional through movement of trucks.

Statewide Policy #15: Agriculture

New introductory paragraph: Secure and promote the future of New Jersey agriculture by implementing economic development strategies that support the industry, encourage programs and policies to sustain farm viability, and incorporate innovative planning techniques that preserve farmland, accommodate growth and conserve our natural resources.

Under sub-heading Sustainable Agriculture and Comprehensive Planning

Revised Policy #3: Coordinated Planning (*page 160*)

Strategically coordinate planning efforts at all levels of government to promote the agriculture industry and farmland preservation efforts, including agriculture retention programs and policies, with emphasis on proactive land use initiatives, updating data for farmland preservation activities, and better coordination of farmland preservation efforts with open space, recreation, and historic preservation investments.

Edited title for Policy #23: Agri-tourism and Eco-tourism (*page 162*)

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Statewide Policy #19: Design

New paragraph to be inserted before “The New Jersey Municipal Land Use Law” paragraph on page 175)

In recent years, researchers, foundations, and practitioners within the health care industry have become increasingly aware of close linkages between community design, land use patterns, and public health. Land use patterns characterized by fragmented and segregated land uses, low-intensity residential settlements, widespread strip commercial development along roadways, and lack of connectivity within and between neighborhoods, or “sprawl”, are creating deleterious impacts on public health. More and more, smart growth development practices are becoming recognized as a viable alternative solution to the threats on public health.

New Policy #__ : Public Health Benefits of Smart Growth Design

Planning that reduces reliance upon the automobile by providing opportunities for people to walk or bicycle to community destinations, such as neighborhoods, shops, work places, school, parks, and transit stations, as a part of their daily routines, should be encouraged.

Section Five: Changes to Glossary Section

The State Planning Commission proposes to update the Glossary section of the State Plan (pages 317-338) to include an official definition of Smart Growth and Growth Areas, as well as to make the section consistent with the definitions section of the State Planning Rules.

I. The State Planning Commission proposes to add the definitions below.

Smart Growth means well-planned, well-managed growth that adds new homes, creates new jobs, and promotes redevelopment and urban revitalization, while preserving open space, farmland, and environmental resources. Smart Growth supports livable neighborhoods with a variety of housing types, price ranges and multi-modal forms of transportation. Smart Growth is an approach to land-use planning that targets the State's resources and funding in ways that enhance the quality of life for residents in New Jersey. Of equal importance to Smart Growth is conservation and preservation of areas of unique character such as the Highlands, Pinelands, Meadowlands, the New Jersey Coast, the Delaware Bay Shore, the Sourlands, and other environmentally sensitive lands both within and outside of growth areas. Smart Growth principles include mixed-use development, walkable town centers and neighborhoods, mass transit accessibility, sustainable economic and social development, and preserved green space.

Smart Growth Area means Planning Areas 1 and 2, designated centers, and areas designated for growth, including **areas for agricultural industry growth**, in a plan that has been endorsed by the State Planning Commission. The purpose of designating smart growth areas outside of Planning Areas 1 and 2 is to create compact development forms that absorb growth that would otherwise occur in the Environs. Smart growth areas should be integrated into a regional network of communities with appropriate transportation linkages.

Areas for Agricultural Industry Growth means those areas designed to preserve agriculture or its support industries and are reflective of a municipal and county Farmland Preservation Plan element of the Master Plan.

Urban Coordinating Council (UCC). Delete this definition and replace it with:
Urban Aid Municipality means a municipality that qualifies for state aid pursuant to N.J.S.A. 52:27D-178 et seq.

II. The changes to the definitions below, or the addition of new definitions, are the result of changes to the State Planning Rules, N.J.A.C. 5:85-1 et seq., which were adopted by the State Planning Commission on February 18, 2004.

Center means an efficient and compact form of development having one or more mixed-use cores and residential neighborhoods and green spaces. Center designations are based on the area, population, density, and employment of the center being considered and features of the surrounding areas. Centers can range in scale from very large, an Urban Center, to the smallest, a Hamlet. Descriptions and criteria for designating each type of center are located in the New Jersey State Development and Redevelopment Plan.

Center Boundary means the line between a center and its environs. The boundary is defined by physical features, such as rivers, roads, or changes in the pattern of development or by open space, environmentally sensitive features, or farmland.

Consistency or **consistent** means that the State Planning Commission determines that a municipal, county or regional plan, or plan amendment, submitted for plan endorsement or a map amendment submitted for approval is the same as or has the same effect as the provisions in the State Development and Redevelopment Plan. In determining consistency the State Planning Commission will consider the ability of the submitted plan to achieve the targets and indicators contained in the State Plan that are applicable to the petitioner; the extent to which the activities listed to be undertaken in each planning area to achieve consistency with the State Plan goals and implement Statewide policies have been or will be done; the consistency of the plan with applicable statutory and regulatory provisions; and whether the plan is based on current information and data. Consistency will be evaluated based on all the provisions of the State Development and Redevelopment Plan with particular emphasis on the following provisions:

1. The Statewide goals, policies and strategies;
2. The policies that apply to all planning areas;
3. The intentions for each relevant planning area;
4. The policy objectives for each relevant planning area;
5. If any change to a planning area boundary is proposed, the delineation criteria, intent and policy objectives for each planning area impacted by any boundary change;
6. The delineation criteria and intent for Critical Environmental Sites and Historic and Cultural Sites;

7. If there is a designated center or a center is proposed for designation, the policies for centers, including the center design policies, and environs; and
8. If a center is proposed for designation or a change to the boundary of a designated center is proposed, the criteria for designating the type of center that is proposed to be designated or modified.

Critical environmental site (CES) means an area generally less than a square mile, depicted on the State Plan Policy Map, which includes one or more environmentally sensitive features located either outside of a planning area classified as environmentally sensitive by the State Development and Redevelopment Plan or within designated centers located within such planning areas.

Cross-acceptance Manual means a document adopted by the State Planning Commission for the purpose of guiding negotiating entities through the Cross-acceptance process. The manual shall contain, at a minimum, a sample work program, a draft schedule, a sample negotiation agenda, and an outline for the Cross-acceptance Report.

Cross-acceptance or **Cross-acceptance Process** means a process of comparing planning policies among government levels with the purpose of obtaining consistency between municipal, county, regional, and State plans and the State Development and Redevelopment Plan.

Cross-acceptance Report means a written statement submitted by the negotiating entity to the State Planning Commission describing the findings, recommendations, objections, and other information as set forth in the Cross-acceptance Manual. The Cross-acceptance Report can also be submitted by a municipality pursuant to N.J.A.C. 5:85-3.6 or by a regional entity or State agency pursuant to N.J.A.C. 5:85-3.7.

Designated Center means a center that has been officially recognized as such by the State Planning Commission. Center designations only may occur as part of the plan endorsement process.

Draft Final State Development and Redevelopment Plan means a draft of the Final State Development and Redevelopment Plan that has been released for public comment by the State Planning Commission following the Cross-acceptance process. The draft Final State Development and Redevelopment Plan is the same document as the Interim State Development and Redevelopment Plan that is also referenced in the State Planning Act.

Endorsed Plan means a municipal, county or regional plan which has been approved by the State Planning Commission for initial or advanced plan endorsement as a result of finding it consistent with the State Development and Redevelopment Plan, pursuant to N.J.A.C. 5:85-7.

Environmentally Sensitive Features means natural attributes or characteristics whose function as part of a natural system or landscape is considered integral or important. For example, a coastal dune and beach system is an environmentally sensitive feature as is an area of critical habitat or a stream corridor. Environmentally sensitive features of Statewide or regional significance may also be part of the criteria for identification of a Special Resource Area.

Environs means parts of a municipality or municipalities outside the center boundaries.

Final State Development and Redevelopment Plan means the plan that the State Planning Commission adopts after releasing and receiving comments on the draft Final State Development and Redevelopment Plan which upon adoption becomes the official State Development and Redevelopment Plan that sets forth Statewide planning policies and serves as the official blueprint for development and redevelopment in New Jersey.

Goal means a desired state of affairs to which planned effort is directed. The goals of the State Development and Redevelopment Plan are general statements of values derived from the State Planning Act of 1986 and public comments.

Hackensack Meadowlands Commission. *See New Jersey Meadowlands Commission.*

Historic and Cultural Site (HCS) means a site of generally less than a square mile, depicted on the State Plan Policy Map, which includes features or characteristics that have inherent cultural, historic or aesthetic significance of local, regional or Statewide importance. Such features include, but are not limited to, historic sites and districts, greenways and trails, dedicated open space, pre-historic and archaeological sites, scenic vistas and corridors, natural landscapes of exceptional aesthetic or cultural value.

Identified Center. *Delete this definition. References to it within the State Plan also will be deleted when the Draft Final Plan is issued in 2005.*

Impact Assessment means the assessment of the economic, environmental, infrastructure, community life and intergovernmental coordination of the draft Final State Development and Redevelopment Plan required by the State Planning Act and the State Planning Rules.

Infrastructure Needs Assessment means the assessment of present and prospective conditions, needs and costs with regard to State, county, and municipal capital facilities, including water, sewerage, transportation, solid waste, drainage, flood protection, shore protection and related capital facilities that is required to be part of the State Development and Redevelopment Plan by the State Planning Act and State Planning Rules.

Interim State Development and Redevelopment Plan. See Draft Final Plan.

Negotiating entity means a county, or where a county has declined to participate in the cross-acceptance process, some other entity designated by the State Planning Commission to compare and negotiate the Preliminary State Development and Redevelopment Plan.

Negotiation means the public dialogue between negotiating entities and the State Planning Commission to arrive at a Statement of Agreement and Disagreements.

Negotiation session means a session during which the duly authorized representatives of the State Planning Commission and a negotiating entity and any municipality that has submitted a Cross-Acceptance Report, engage in a dialogue with the purpose of attaining the highest degree of agreement on identified issues. *This definition is a new addition to the State Plan.*

New Jersey Meadowlands Commission means a state agency created by the Hackensack Meadowlands Reclamation and Development Act (*N.J.S.A.* 13:17-1, et. seq., L. 1968, c. 404) to oversee the growth and development of 21,000 acres of Hackensack River meadows in 14 municipalities in the region, to protect the delicate balance of nature, and to continue to use the meadows to meet the region's solid waste needs.

New Jersey State Development and Redevelopment Plan or **State Plan** means the plan prepared and adopted, pursuant to the State Planning Act, that sets forth Statewide planning policies and serves as the official blueprint for development and redevelopment in New Jersey.

Office of Smart Growth means the Office in the Department of Community Affairs that staffs the State Planning Commission and provides planning and technical assistance as requested. The Office of Smart Growth serves the same functions as the Office of State Planning (*N.J.S.A.* 52:18A-201). The Office of Smart Growth web site is www.njsmartgrowth.com.

Office of State Planning. *See Office of Smart Growth.*

Plan Endorsement Guidelines means a document issued by the State Planning Commission for the purpose of guiding petitioners through the plan endorsement process.

Plan endorsement or **plan endorsement process** or **endorsement** means the process undertaken by a municipality, county or regional agency, counties and municipalities or any grouping thereof, to petition the State Planning Commission for a determination of consistency of the submitted plan with the State Development and Redevelopment Plan.

Planning Area means an area of greater than one square mile that shares a common set of conditions, such as population density, infrastructure systems, level of development, or environmental sensitivity. The State Development and Redevelopment Plan sets forth planning policies that guide growth and conservation in the context of those conditions.

Policy means a general rule for action focused on a specific issue, derived from more general goals and strategies. Some policies can be implemented directly through institutional procedures or regulations; others require the establishment of more specific and extensive plans or programs.

Preliminary State Development and Redevelopment Plan or **Preliminary Plan** means the document, including maps, appendices, and other material included by reference approved by the State Planning Commission as the basis for comparing and negotiating with the negotiating entities and the State Planning Commission.

Proposed Center. *Delete this term from the Glossary. References to it within the State Plan also will be deleted when the Draft Final Plan is issued in 2005.*

State Plan Policy Map means the geographic application of the State Development and Redevelopment Plan goals, strategies, and policies. The State Plan Policy Map serves as the official map of the State Development and Redevelopment Plan and includes at a minimum planning areas, including changes made in the plan endorsement process, endorsed plans, designated centers, cores, and nodes as well as other areas including critical environmental sites, historic and cultural sites, parks and natural areas, and military installations.

Strategy means a general course of action, which links more general goals of the State Development and Redevelopment Plan with more specific policies.

Transit Score Area means an area identified, through Transit Score analysis, as having potential suitability for different types of transit service. Transit Score is an index that shows the relative potential for different types of transit service in an area. The index was developed by New Jersey Transit and will be used to assist in setting targets for non-SOV work trip shares.

Section Six: Population and Employment Projections for 2025

This section includes an updated set of population and employment projections for the new State Plan horizon year of 2025, based on the 2000 Census and data from the New Jersey Department of Labor, and New Jersey's Metropolitan Planning Organizations: North Jersey Transportation Planning Authority, South Jersey Transportation Planning Organization, and Delaware Valley Regional Planning Commission.

These projections are not intended to be a goal, but instead to inform Cross-acceptance and master planning efforts. The independent Impact Assessment which will be conducted on the Draft Final State Plan will evaluate these projections, along with those submitted by counties in their Cross-acceptance Reports, and use them to develop one set of projections for the State.

For more information and guidance on the use of these projections, please refer to the notes on page 286 of the 2001 State Plan.

POPULATION PROJECTIONS

County	Census on April 1,		NJDOJ Projections to July 1,			MPO Projections			
	1990	2000	2005	2015	2020	2005 Forecast	2015 Forecast	2020 Forecast	2025 Forecast
Bergen	825,380	884,118	904,900	948,000	975,500	896,181	923,745	937,051	950,844
Hudson	553,099	608,975	624,100	678,400	700,200	629,951	688,258	704,007	733,161
Passaic	453,302	489,049	504,500	532,700	551,300	501,305	519,511	526,785	533,371
Sussex	130,943	144,166	151,400	166,500	176,700	148,537	162,130	164,760	171,103
Essex	777,964	793,633	811,700	868,900	896,200	805,291	834,165	844,099	858,741
Morris	421,361	470,212	488,900	523,300	540,800	481,289	513,196	529,781	542,886
Union	493,819	522,541	536,200	563,300	579,800	527,115	534,745	538,459	542,512
Warren	91,607	102,437	110,000	121,600	128,300	106,819	119,055	125,873	130,257
Hunterdon	107,802	121,989	128,200	140,500	147,700	129,173	148,125	158,736	167,449
Middlesex	671,811	750,162	793,700	869,200	910,600	779,191	844,329	859,268	894,402
Somerset	240,245	297,490	319,700	361,000	384,600	308,283	341,393	363,364	376,053
Mercer	325,824	350,761	363,400	380,200	395,700	362,090	385,530	395,970	404,850
Monmouth	553,093	615,301	643,200	691,000	719,400	657,072	687,320	703,494	731,557
Ocean	433,203	510,916	551,700	633,000	677,000	527,010	558,961	574,279	590,081
Burlington	395,066	423,394	446,100	481,100	505,700	438,780	476,550	496,490	513,450
Camden	502,824	508,932	515,000	536,400	550,500	511,770	512,790	514,760	513,530
Gloucester	230,082	254,673	267,800	292,300	309,500	265,500	292,940	308,330	322,520
Atlantic	224,327	252,552	263,500	286,300	296,700	266,316	295,766	311,451	330,367
Cape May	95,089	102,326	103,200	104,900	107,500	106,518	114,863	119,019	123,066
Cumberland	138,053	146,438	149,600	155,700	159,200	152,276	167,453	174,479	181,481
Salem	65,294	64,285	64,900	66,400	67,700	64,446	66,435	67,271	67,500

New Jersey 7,730,188 8,414,350 8,741,700 9,400,700 9,780,600 8,664,913 9,187,258 9,417,726 9,679,180

Sources: New Jersey Department of Labor 2003; North Jersey Transportation Authority for Bergen, Essex, Hudson, Hunterdon, Middlesex, Monmouth, Morris, Ocean, Passaic, Somerset, Sussex, Union and Warren Counties 2003; South Jersey Transportation Organization for Atlantic, Cape May, Cumberland, and Salem Counties 2003; Delaware Valley Regional Planning Commission for Burlington, Camden, Gloucester and Mercer Counties 2003

EMPLOYMENT PROJECTIONS

COUNTY	Metropolitan Planning Organizations								
	NJDOL 2000	NJDOL 2010	CES Annual Avg. 1990	CES Annual Avg. 2000	2000	2005	2015	2020	2025
Bergen	480,650	528,750	456,800	472,675	451,710	465,719	501,659	521,006	535,582
Hudson	257,400	282,950	247,500	254,566	244,131	259,515	288,021	304,013	315,630
Passaic	191,500	204,750	196,100	187,771	183,277	183,652	184,405	184,781	185,157
Sussex	39,350	45,800	31,900	38,585	38,519	41,039	46,080	48,610	51,120
Essex	392,750	418,500	400,900	382,792	361,477	370,583	388,796	398,943	407,703
Morris	297,300	339,400	251,000	291,165	272,040	290,734	327,439	345,962	364,160
Union	253,900	270,850	255,400	250,147	255,651	267,004	284,417	285,783	297,768
Warren	36,150	39,150	33,500	35,886	38,090	40,585	44,506	47,642	49,496
Hunterdon	49,550	58,450	40,500	48,739	55,725	61,537	78,289	84,954	91,159
Middlesex	428,350	483,200	366,700	415,155	422,699	445,463	484,126	500,875	538,501
Somerset	187,950	218,450	140,900	183,836	176,995	196,648	237,640	258,971	277,518
Mercer	216,850	244,450	198,200	208,761	236,650	242,250	258,050	264,150	269,900
Monmouth	253,950	289,050	218,500	248,132	232,652	242,182	269,063	282,242	293,336
Ocean	140,150	161,400	115,300	138,152	137,658	146,383	171,346	183,060	193,433
Burlington	192,600	218,100	161,700	190,196	207,050	217,100	233,650	240,400	250,550
Camden	215,150	236,500	213,200	210,310	232,290	237,610	251,720	258,690	264,160
Gloucester	93,050	107,650	75,300	92,560	99,700	104,350	113,400	117,350	122,650
Atlantic	146,900	168,250	140,800	150,660	125,739	135,918	158,447	170,798	189,516
Cape May	40,700	45,650	35,700	46,238	40,012	41,884	45,629	47,502	49,375
Cumberland	60,350	64,750	59,800	61,604	60,400	65,636	75,843	81,258	86,470
Salem	22,100	23,500	23,800	22,703	22,600	22,710	24,114	24,701	24,860
New Jersey	3,996,650	4,449,550	3,663,500	3,930,633	3,895,065	4,078,501	4,466,640	4,651,690	4,858,043

Sources: New Jersey Department of Labor 2003; North Jersey Transportation Authority for Bergen, Essex, Hudson, Hunterdon, Middlesex, Monmouth, Morris, Ocean, Passaic, Somerset, Sussex, Union and Warren Counties 2003; South Jersey Transportation Organization for Atlantic, Cape May, Cumberland, and Salem Counties 2003; Delaware Valley Regional Planning Commission for Burlington, Camden, Gloucester and Mercer Counties 2003

Section Seven: Relationship between the State Planning Commission and the Highlands Council

On September 19, 2003, Governor McGreevey signed Executive Order #70, thereby forming the Highlands Task Force and taking the first step toward implementing the Special Resource Area designated granted to the Highlands in the State Plan. The Task Force was given 5 goals:

1. Protection of water quality, drinking water supplies, wetlands, critical plant and wildlife species habitat, vegetated stream corridors, and contiguous forests;
2. Identification of methods to protect and preserve open space and sustainable uses of natural resources of the Highlands region;
3. Identification of methods to enhance farmland preservation and support the agriculture industry in the Highlands region;
4. Identification of methods to promote historic, cultural, scenic and recreational resource opportunities that preserve the natural features of the Highlands region; and
5. Provide smart growth opportunities, including economic development and redevelopment, in the Highlands region through regional planning, including coordination of transportation and infrastructure investments and administrative agency activities, consistent with State Development and Redevelopment Plan (2001).

The Highlands Task Force submitted its report, entitled “Highlands Task Force Action Plan: Recommendation to Preserve New Jersey’s Highlands,” to Governor McGreevey on March 12, 2004. The report is available on the internet at www.savethehighlands.org, and includes the following recommendations:

1. Identify a Preservation Area in the Highlands.
2. Enhance environmental protections in the Preservation Area.
3. Create a Highlands drinking water protection and regional planning council.
4. Enhance the land preservation program in the Highlands.
5. Mobilize state agencies into concerted action to protect the Highlands.
6. Collaborate with the other Highlands states.
7. Take immediate action on these recommendations.

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Recommendation #5 included specific points regarding the role of the State Planning Commission in planning for the Highlands (pages 16 and 17).

- The State Planning Commission should consult with the Council during the current cross-acceptance process so that decisions being made concerning the Highlands in the revised State Plan are considered by the Council in developing the regional master plan.
- The State Planning Commission should consult with the Council on any petitions for plan endorsement or map amendments involving the Highlands that are submitted prior to the adoption of the regional master plan so that action by the State Planning Commission on such petitions is consistent with the decisions being made by the Council on the regional master plan. Provide in any approval of a plan endorsement petition that that endorsement is only valid until the petitioner is required to conform to the regional master plan.
- The Council should utilize the State Development and Redevelopment Plan map for the purpose of recognizing centers designated by the State Planning Commission both inside and outside of the Preservation Area.
- Municipal plan implementation agendas established by the State Planning Commission as part of the center designation process should be recognized by the Council.
- Municipal center petitions and applications for plan endorsement filed by January 7, 2001 with the New Jersey State Planning Commission should be permitted to proceed through the State Planning process under the rules and regulations in place at the time of their submission.
- Municipalities located entirely within the Preservation Area that conform to the Council's planning standards should be entitled to all of the programmatic and regulatory benefits due to municipalities with plans endorsed by the State Planning Commission.
- Municipalities located partially within the Preservation Area that are determined by the Council to be in conformance with the regional master plan should receive prioritized consideration for Smart Future Growth grants by the Department of Community Affairs for the purpose of preparing a plan endorsement application to the State Planning Commission.

Since the Action Plan was released, the Office of the Governor, the State agencies, and the Legislature have been working together and with the public, to translate those recommendations into legislation. Upon passage of the legislation, the State Planning Commission will incorporate the provisions pertaining to the State Planning Commission into the State Plan for your reference.

Section 8: Mapping Policies

I. Critical Environmental Sites.

It is the current policy of the State Planning Commission not to map Critical Environmental Sites or Historic and Cultural Sites within Planning Areas that are already considered to be environmentally sensitive, namely Planning Areas 4b and 5. The primary reason for this is that the designation of a CES, and the additional environmental policies associated with it, in a Planning Area that is already considered to be environmentally sensitive by definition is redundant. Therefore, the Commission proposes to edit the text in the State Plan regarding the Intent of these sites, found on pages 226-227.

Additional consideration will be given during the Cross-acceptance process to making a distinction between Critical Environmental Sites and Historic and Cultural Sites. Changes are not proposed in this document.

Delineation Criteria

The State Plan Policy Map provides for the designation and mapping of Critical Environmental Sites and Historic and Cultural Sites specifically to provide policy direction for resource protection and enhancement. Sites may be submitted in Cross-acceptance, Plan Endorsement, or through the map amendment process established by the Commission in Section 8 of the State Planning Rules. Sites that are forwarded to the Commission for inclusion in the state Plan Policy Map as CES or HCS:

1. are located outside of environmentally sensitive planning areas (PA4b or 5);
2. contain one or more of the requisite features (see box on page 224);
3. are less than one square mile in extent or have a configuration (linear or highly irregular) not conducive to application of Planning Area objectives;
4. are identified in municipal or county master plans, state functions plan, environmental resource inventories, or other documentation; or
5. are protected by state regulations, local ordinance, public ownership or deed restriction, if applicable; and
6. are not currently under regulatory review at the time of submission of the petition for a delineation.

Intent

It is the intent of the State Plan to fulfill the goals of conserving natural resources and systems and of preserving and enhancing areas with historic, cultural, scenic, open space, and recreational values through:

- Recognition of the need for strategic investment decisions designed to protect and enhance rather than adversely impact them;

- The application of Statewide Policies, including, but not limited to, those specifically relating to water resources, open lands and natural systems, coastal areas, and historic, cultural and scenic resources; and
- The application of relevant provisions of the Environmentally Sensitive Planning Area to these sites in other Planning Areas.

CES and HCS can be mapped in Planning Areas 1, 2, 3, 4 and 5b, or in Centers, acting as an overlay. For example, a community in the Metropolitan Planning Area might want to map a stream or river corridor as it passes through town as a CES in preparation for redevelopment that could contribute to restoration of the riparian corridor. A Center in the Environmentally Sensitive Planning Area might want to map an area of forested wetlands within its Center Boundary as a CES so that its connection to the wetlands systems in the Environs will be maintained as the area around it is developed. A historic site or district within a community may similarly be designated HCS to identify this area as having special significance in community plans.

While the CES and HCS can delineate isolated sites, the delineations can also be used effectively in tandem to create linkages of open spaces with both environmental and cultural significance. For example, a rails-to-trails system, delineated as an HCS, could be linked to stream corridors (CES) to form a greenway system that would fulfill both recreational and habitat preservation services along its length while also creating a corridor for wildlife movement throughout a community or region. In addition to specific site protection, both CES and HCS designation offer opportunities for inter-municipal and regional cooperative planning and protection efforts.

II. Agriculture Industry Nodes.

Currently, discussions of nodes in the State Plan are limited to those for Commercial-Manufacturing and Heavy Industry-Transportation-Utility purposes. The State Planning Commission proposes to add the agriculture industry to this list. The purpose of this change is to encourage the development of related agriculture industries in close proximity, where appropriate, to reduce transportation needs and reinforce the industry. The policies on Nodes can be found on page 229 of the 2001 State Plan.

Policy 5: Planning for Nodes

Communities may identify new heavy industry, transportation, utility or agriculture facilities and activities as part of their plans submitted to the State Planning Commission for Plan Endorsement. New concentrations of commercial, agricultural, light manufacturing or warehousing and distribution facilities and activities should be organized in a compact form and located in Centers and other appropriate areas in Metropolitan or Suburban Planning Areas or Centers in Fringe, Rural, or

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Environmentally Sensitive Planning Areas as part of plans submitted to the State Planning Commission for Plan Endorsement.

Text Box on Policies for Nodes

Add a new row as follows:

	EXISTING	NEW
Agriculture Industry Nodes	Existing agricultural nodes may be identified in Endorsed Plans.	Communities may identify and delineate new nodes to create economic development incentives that include flexible land use regulations to support the creation of new or the expansion of existing food and agricultural-related businesses that serve the regional needs of the agricultural industry.