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General

Apr. 1981

Comments Regarding the
revised State development
guide plan

pgs 103 (doublesided includes maps)

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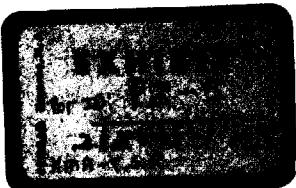
COMMENTS REGARDING THE REVISED
STATE DEVELOPMENT GUIDE PLAN

EXHIBIT
J-8
APR 16 1984
ID EVD
DAVID G. VORSTEG, C.S.R.

PREPARED BY:

The Division of Planning
New Jersey Department of Community Affairs

January 1981



INTRODUCTION

Since the revised State Development Guide Plan was released in August 1980, numerous comments have been transmitted to the Division of Planning. The purpose of this report is to indicate those comments and to present staff responses and recommendations for further study or for revision of the current draft Plan. This report is composed of three sections. Section I identifies recommendations for revision of the Plan. Section II indicates recommendations for action by the Cabinet Development Committee. Section III lists all comments received by December 15 along with staff responses. In some cases, staff responses indicate why a particular comment is rejected; in other cases, reference is made to portions of Sections I or II where the appropriate staff response is presented.

Section III is by far the largest portion of the report and is sub-divided into the following categories: General comments, Regional comments, Policy comments by County, and Suggested Changes in text or maps by County.

SECTION I

Recommendations for revision of the current draft of the State Development Guide Plan are presented in this section. These recommendations reflect comments from various sources and are described as precisely as possible.

Recommendation I-1: The Cape May County Planning Board suggested that the industrial park adjacent to the County Airport be designated a Growth Area. This area was not included within the jurisdiction of the Coastal Area Facilities Review Act and the Planning Board recommended that the County's policy of encouraging the development of the area be reflected in the Guide Plan.

Division staff proposes to accept this recommendation by amending maps in the Guide Plan and appropriate tables to reflect this designation. Map 1 depicts the County as shown in the current draft. Map 2 reflects the change recommended by staff.

Recommendation I-2: The Middlesex County Planning Board suggested expansion of the Agriculture Area in the southern part of the County, including portions of Cranbury and Plainsboro. This area is characterized by fine agricultural soils and active agricultural activity. Although development pressures do exist in the area and the area is relatively small, staff recommends the amendment shown on map 4, based on apparent local and county interest in maintaining agriculture. Map 3 shows the County as presented in the current draft. ✓

Recommendation I-3: The Monmouth County Planning Board suggested two additions to existing maps -- the addition of the Sandy Hook Unit of the Gateway National Recreation Area and the words "Population Per Square Mile" to the Population Density Map found on page 3 of the current draft. The appropriate maps have been changed accordingly. See maps 5 and 6.

CAPE MAY COUNTY

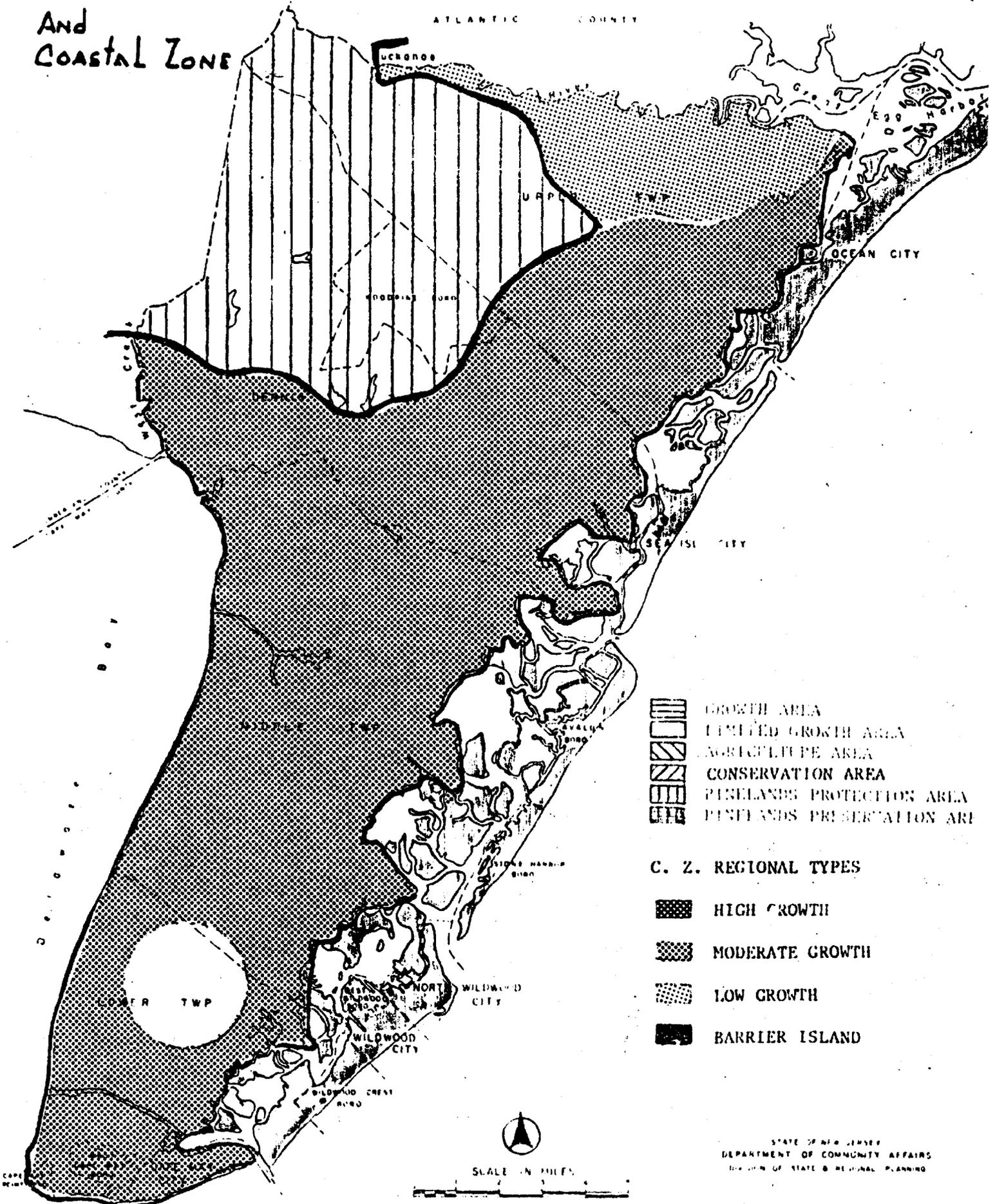
MAP 1

CURRENT DRAFT

STATE DEVELOPMENT GUIDE PLAN

And Coastal Zone

ATLANTIC COUNTY



- GROWTH AREA
- LIMITED GROWTH AREA
- AGRICULTURE AREA
- CONSERVATION AREA
- WETLANDS PROTECTION AREA
- WETLANDS PRESERVATION AREA

- C. Z. REGIONAL TYPES**
- HIGH GROWTH
 - MODERATE GROWTH
 - LOW GROWTH
 - BARRIER ISLAND

SCALE IN MILES

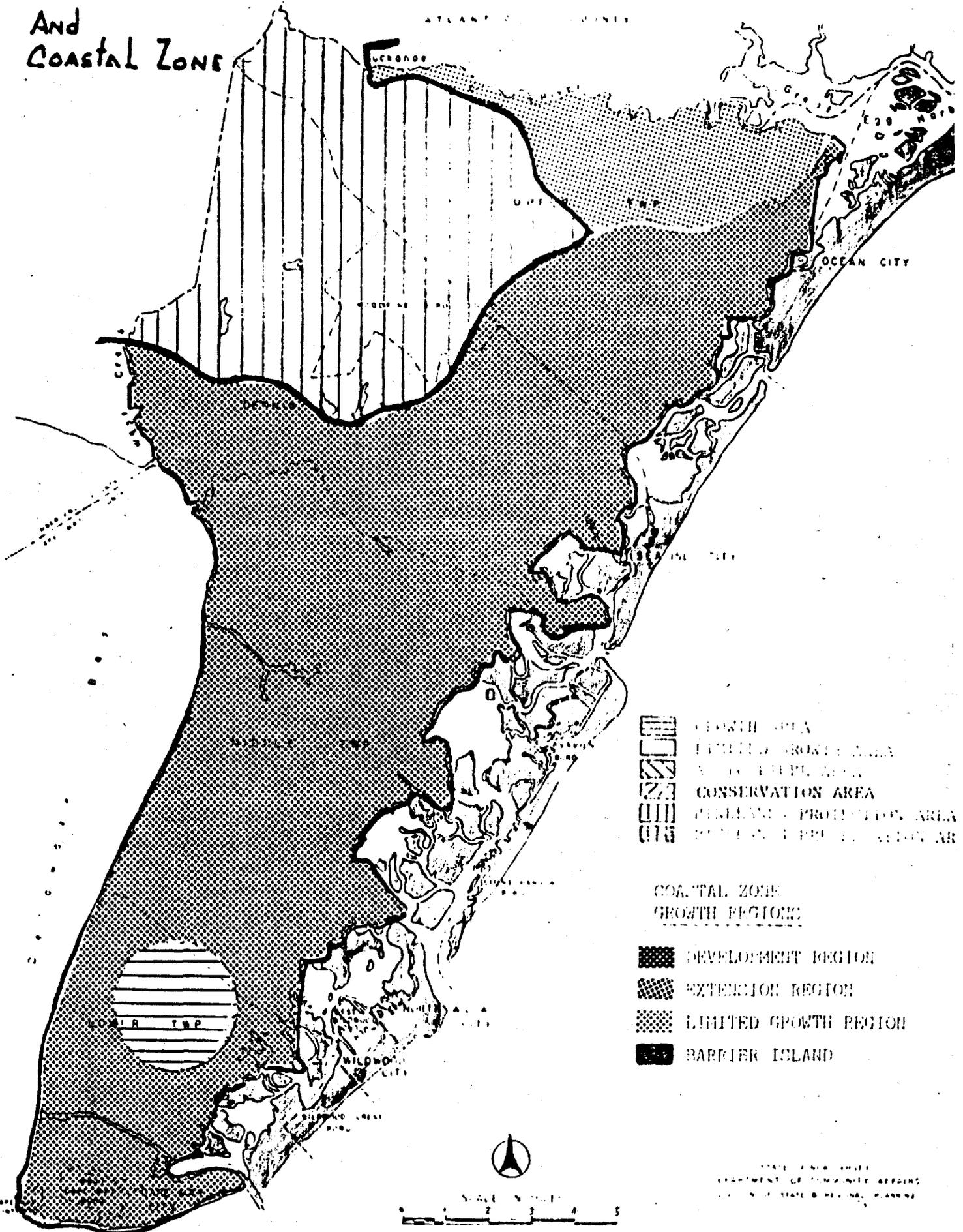
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DIVISION OF STATE & REGIONAL PLANNING

CAPE MAY COUNTY

RECOMMENDED CHANGE

STATE DEVELOPMENT GUIDE PLAN

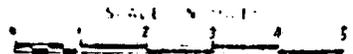
And Coastal Zone



-  GROWTH AREA
-  LIMITED GROWTH AREA
-  CONSERVATION AREA
-  COASTAL PROTECTION AREA
-  BARRIER ISLAND PROTECTION AREA

COASTAL ZONE GROWTH REGIONS:

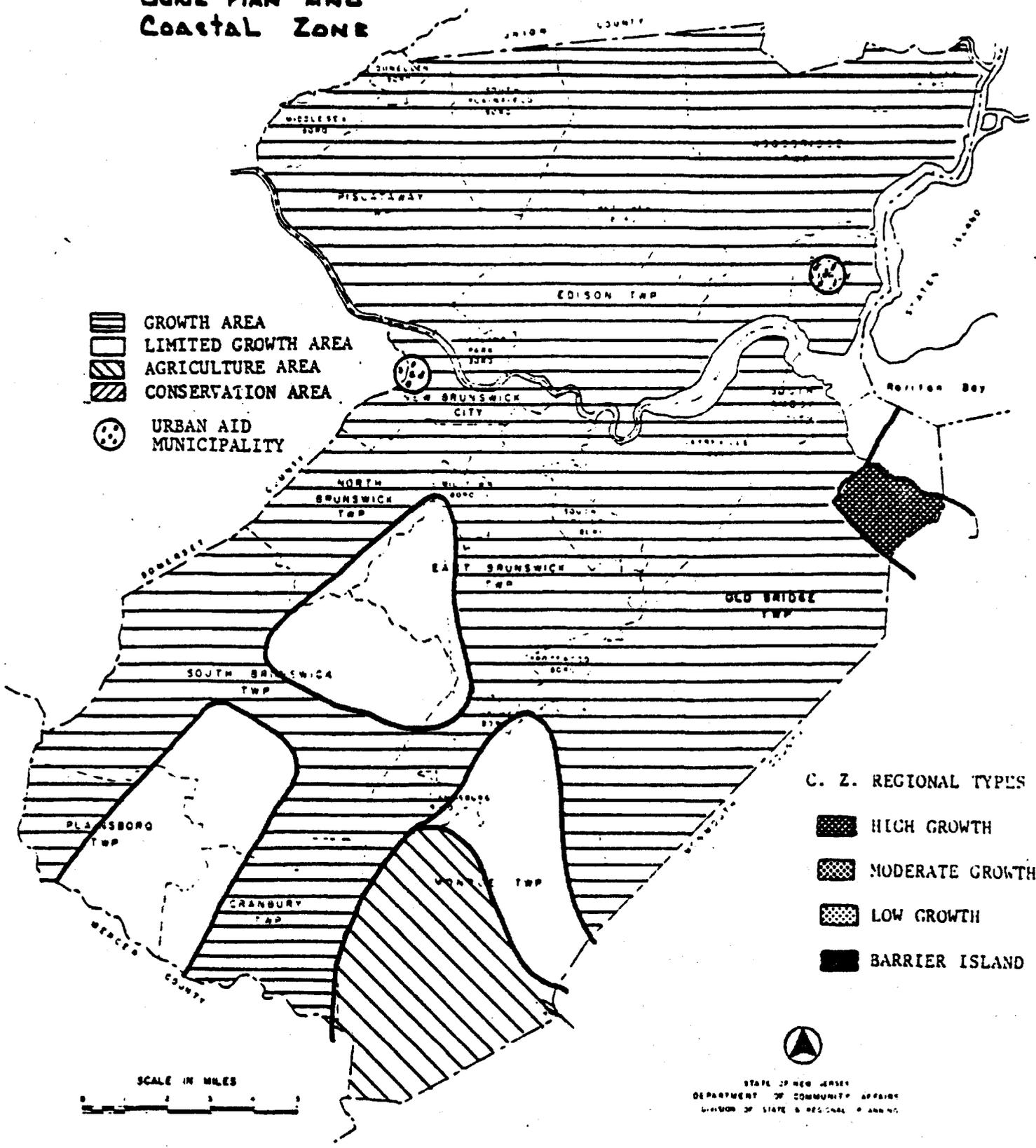
-  DEVELOPMENT REGION
-  EXTERIOR REGION
-  LIMITED GROWTH REGION
-  BARRIER ISLAND



MIDDLESEX COUNTY

State Development Guide Plan And Coastal Zone

MAP 3
CURRENT DRAFT

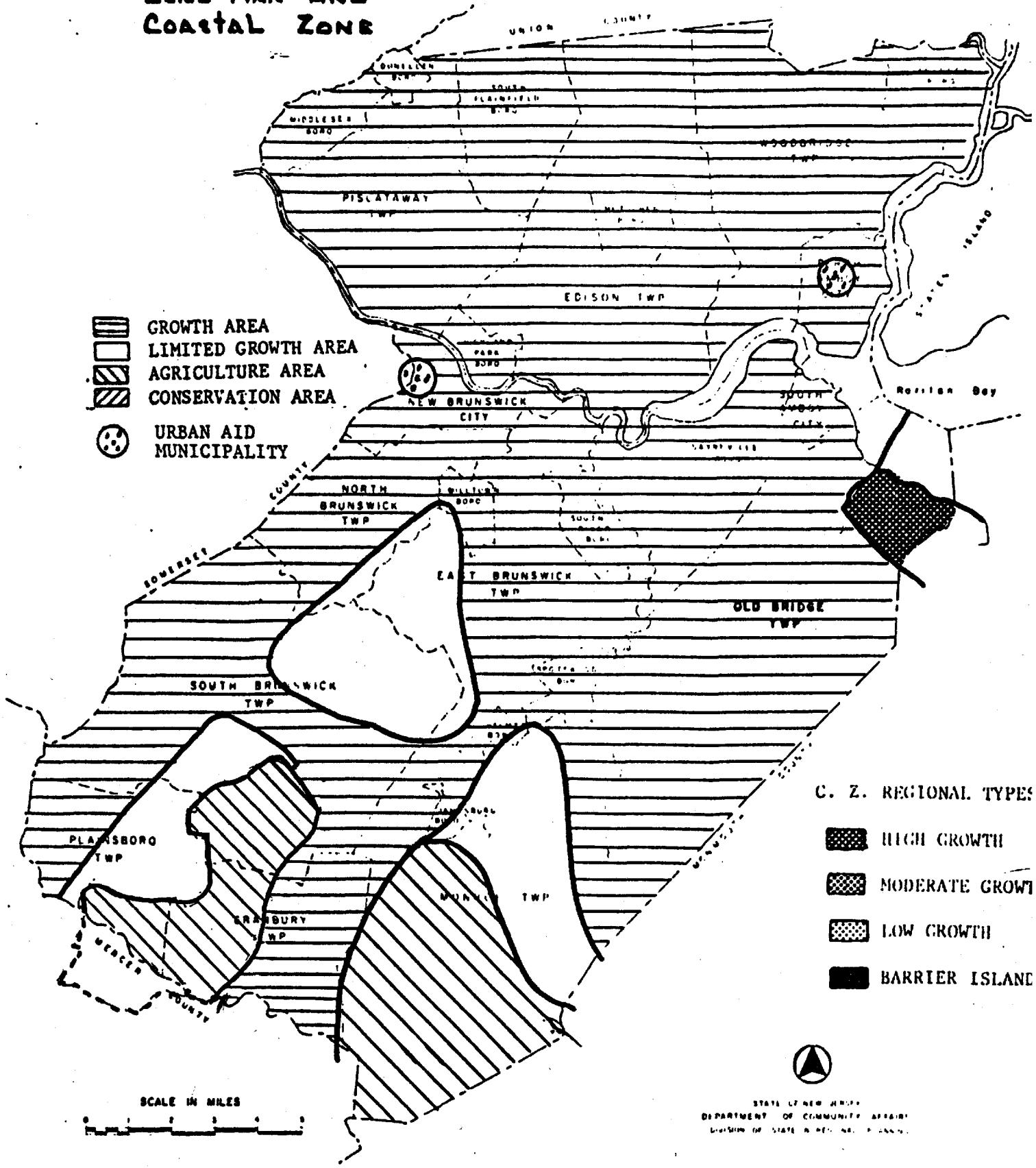


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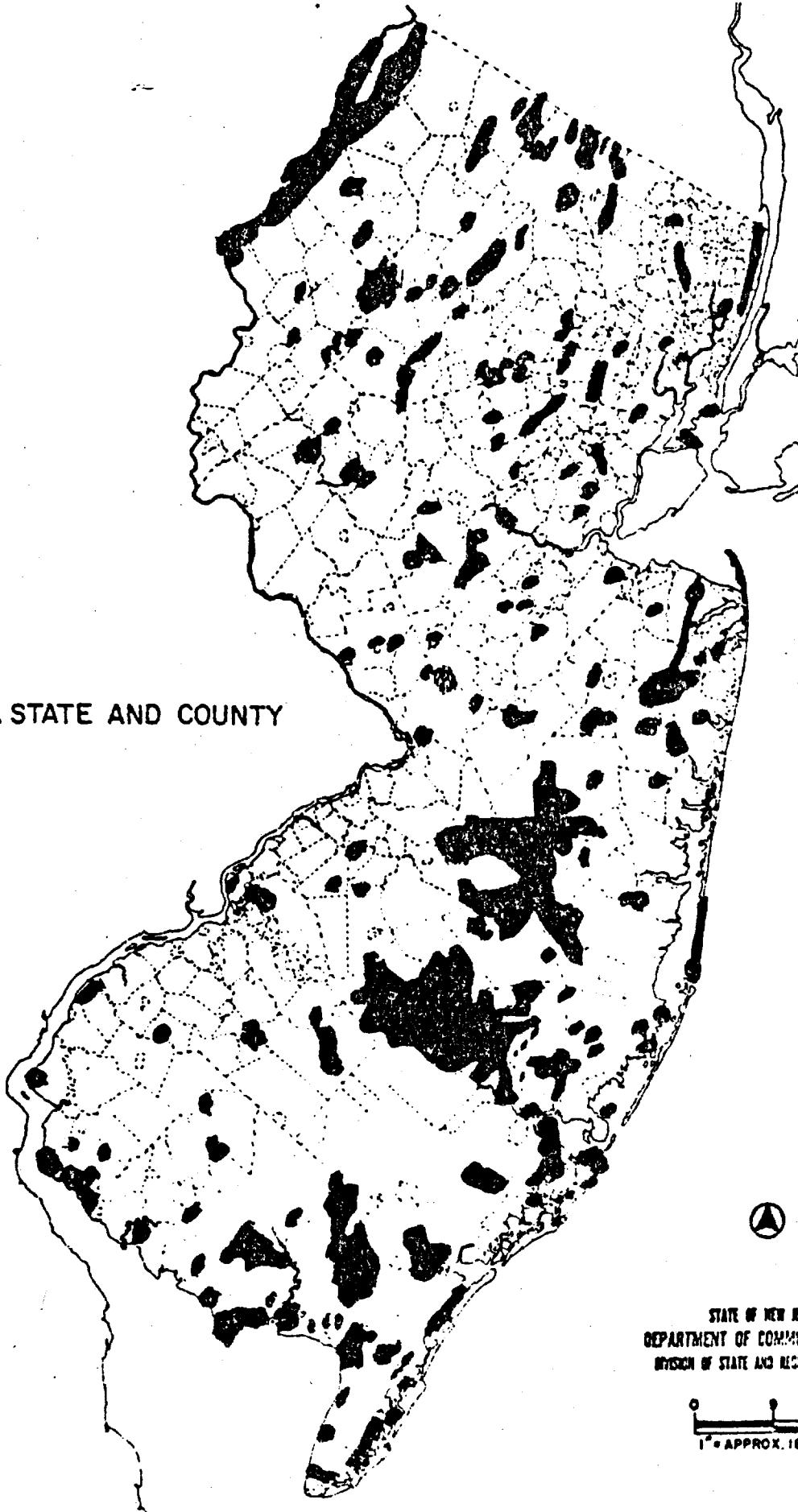
MIDDLESEX COUNTY

RECOMMENDED CHANGE

STATE DEVELOPMENT GUIDE PLAN AND COASTAL ZONE



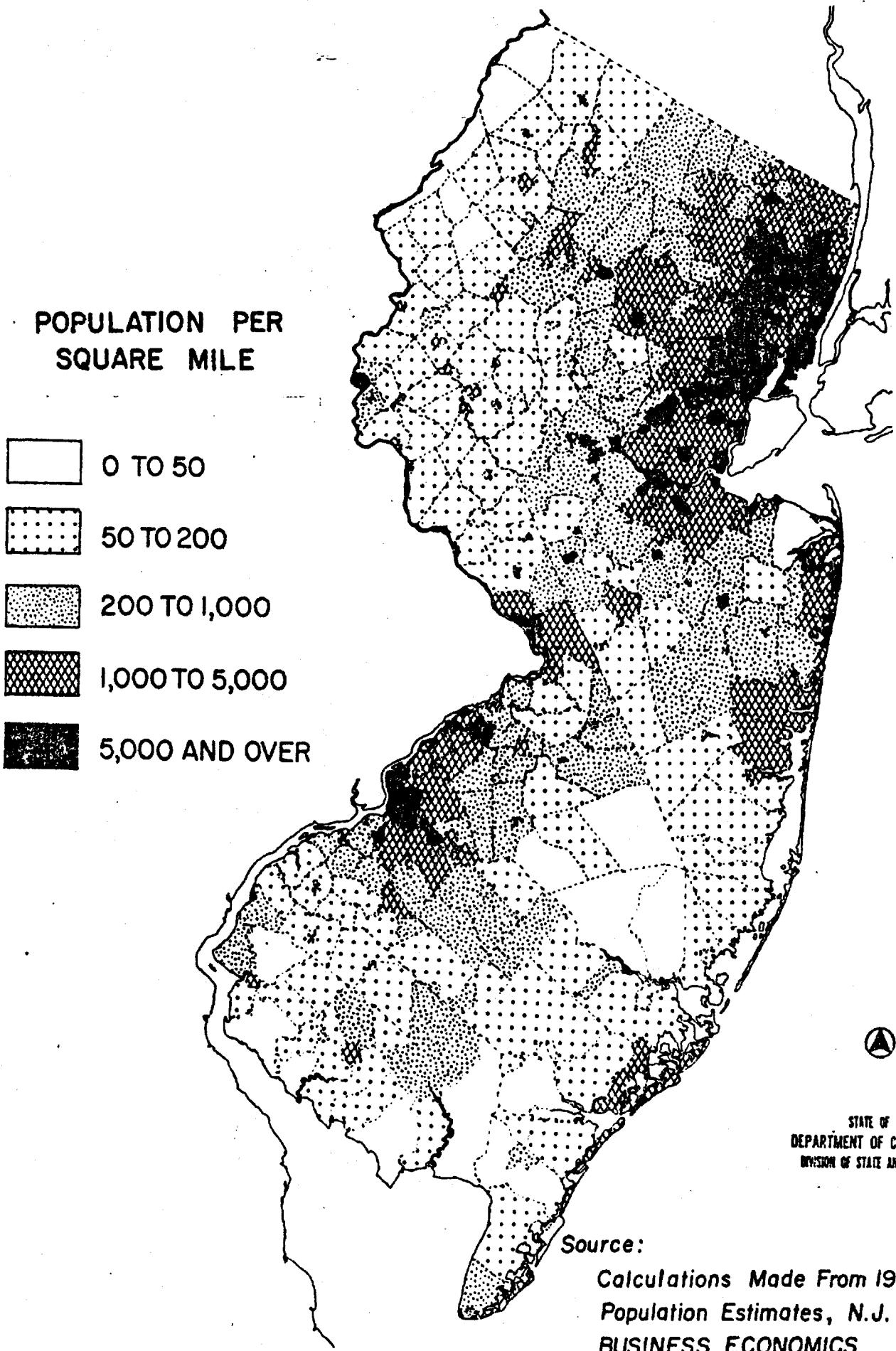
FEDERAL, STATE AND COUNTY



STATE OF NEW JERSEY
DEPARTMENT OF COMMUNITY AFFAIRS
DIVISION OF STATE AND REGIONAL PLANNING



N. J. MUNICIPAL POPULATION DENSITIES 1976



STATE OF NEW JERSEY
 DEPARTMENT OF COMMUNITY AFFAIRS
 DIVISION OF STATE AND REGIONAL PLANNING

Source:
 Calculations Made From 1976 Provisional
 Population Estimates, N.J. OFFICE OF
 BUSINESS ECONOMICS.

Recommendation I-4: The question was raised at the Alliance for Action Conference in November whether the Guide Plan presents and synthesizes current state policies, or if it goes further and suggests new policies. The Plan's basic purpose is to pull together state policies and synthesize them into a single document; it does not create new policy. It is recommended that wording be changed in the Plan to clarify this point. The following are recommended revisions.

-p. ii, paragraph 2:

The State Development Guide Plan

The State Development Guide Plan is a synthesis of current State policies which can influence where future development and conservation efforts in New Jersey will be concentrated. The Plan is physically oriented, with a direct emphasis on the State's natural and man-made resources and environments. Although it may have some indirect connection with social, economic, and psychological goals, the Plan is essentially a reflection of the State's policies for the preservation, improvement, and efficient use of its physical resources. The Guide Plan functions by indicating where growth-inducing investments are encouraged so that the State's physical resources are used efficiently to achieve fundamental statewide goals.

The State Development Guide Plan is a state-level policy reference guide which has relevance for determining the appropriateness or inappropriateness of publicly funded, growth-inducing developments such as highways and sewers. It is the intention of the Division of Planning that the Guide Plan be used to coordinate functional planning of State agencies, and that county, regional and federal agencies take into account the Plan's concepts in order to coordinate their planning activities with those of the State government.

-p. iv, paragraph 1:

The Guide Plan reflects long-range statewide perspectives which transcend functional and departmental lines. It is designed to assist the Governor's Office of Policy and Planning and the various Cabinet committees it serves, as well as other agencies of government. In the final analysis, the Guide Plan's success will depend on the extent to which its recommendations can unify the programs and policies of the State government and facilitate their coordination.

-p. 21, paragraph 1:

A statement of goals and a growth management strategy are presented here to reflect the State's policies which relate to the development issues and problem areas described in Chapter I.

-p. 43, paragraph 1:

Preparation of the Concept Map

The Concept Map presented in this chapter reflects the basic goals, premises, conditions, and priorities set forth in the preceding chapters, and is intended to show visually their implications for the New Jersey landscape. It is designed to show where state policy is trying to encourage future growth by those kinds of public investments over which the State government exercises some degree of control. The Map also indicates where conservation and agricultural resources of statewide significance are located and where major new development is not supported at this time.

-p. 96, paragraph 2:

Because these plans provide the refinement of State policy, efforts to extend the Guide Plan are concerned with seeing that the growth and conservation recommendations presented in the Guide Plan are, in turn, reflected in the plans of State agencies, so that their activities will be coordinated with and supportive of the State's overall objectives.

Recommendation I-5: Comments from various sources concerned the relationship between the Guide Plan and county and local planning. This relationship should be clarified in the Guide Plan. It is recommended that a statement be added to convey the idea that the Guide Plan is not something that needs to be conformed to, but rather that it is an important ingredient of a coordinated planning process. This statement can be included in the Preface as follows.

-p. iii, following paragraph 1 (as added in I-4)

The Guide Plan has no power to regulate land use or development at any level of government. Rather, its purpose is to facilitate planning. The Guide Plan is not something to which all agencies must conform, but it is something that should be recognized and understood. By setting forth State development and conservation/and related capital investment priorities, the Plan provides a focus, a starting point for the mutual evaluation of county, regional, municipal and state-level plans, and also the evaluation of the Guide Plan, itself. Such a focus is an essential part of a policy coordination and assessment process which the Guide Plan is intended to serve.

Plan Implementation

Unlike many other types of plans, the Guide Plan is implemented through the recognition of its concepts and perspectives within existing planning and policy-making processes, rather than through some specific program of proposed legislation or capital improvement. In New Jersey, planning and policy-making responsibilities

are widely shared among different levels of government -- local, county, state and federal -- and among functional agencies within each level. This structure of decentralized authority has been established over time by State and federal law and is a hallmark of our political system.

While the decentralization of planning and related functions makes good sense, it also requires coordination and the sharing of information so that conflict and duplication of effort may be avoided and concerted action encouraged. The statute authorizing the preparation and maintenance of the Guide Plan recognizes this need as does the Municipal Land Use Law of 1975. A provision of that law states:

The master plan (of each municipality) shall include a specific policy statement indicating the relationship of the proposed development of the municipality as developed in the master plan to (1) the master plans of contiguous municipalities, (2) the master plan of the county in which the municipality is located and (3) any comprehensive guide plan pursuant to section 15 of P.L. 1961, c. 47.

The relationship of the Guide Plan to plans prepared by other levels of government is, therefore, that of reference document. While the Plan focuses on State-level policies and programs, it may be used as information to assist local and county planning. The information it provides may be accepted or rejected as a given municipality or county determines, but current law requires that it be available and be considered in preparing local plans. By including this requirement in the Municipal Land Use Law, the Legislature recognized that each municipality must relate its own planning and land use programs to those of its neighbors, the county and the State. Plans must not be made in a vacuum, but should reflect a thorough consideration of the many factors which influence the development of any jurisdiction; local, county or state.

Recommendation I-6: The Borough of Lincoln Park (Morris County) suggested two additions to the Growth Area within its jurisdiction. The first of these pertains to the Tom's Point portion of the Borough which in the current draft Plan is shown as Conservation. After consultation with staff of the Green Acres Office of the Department of Environmental Protection, Division staff agreed to recommend this addition. This change is reflected along with those submitted by the Morris County Planning Board in Map 8. Map 7 shows the county as presented in the current draft.

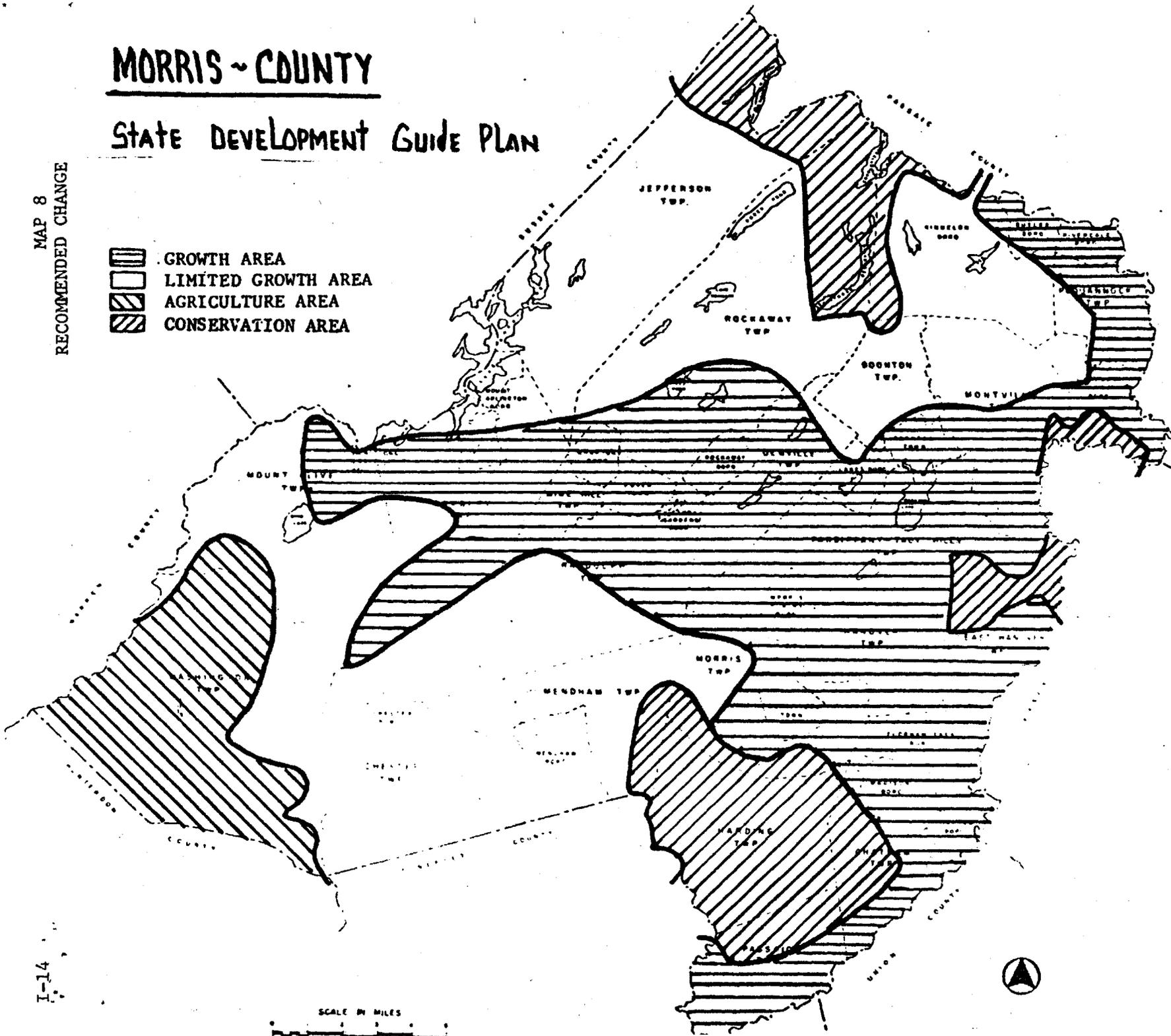
However, Map 8 does not include a second change suggested by Lincoln Park -- specifically to extend the Growth Area into the northwest corner of the Borough. This request is not recommended at this time since the Borough's request was not included in the submission from the County Planning Board and since available information indicates that much of the area is prone to flooding or characterized by excessive slopes. It should be noted that the area in question is relatively small and immediately adjacent to a Growth Area boundary -- a boundary which given the scale and intent of the Plan does not carry with it the strict interpretation of a local zoning map. Thus, it may be concluded that a change is not necessary in this case, since area designation boundaries are intended to be general and somewhat flexible. Plans by the Borough to encourage development in this area may be supported by the current Plan as long as such development recognizes and is sensitive to the environmental limitations which are clearly evident. In brief, to make the change to include environmentally sensitive land is more difficult to justify than not to make the change and recognize that development on parcels within the area might well occur in line with the Guide Plan's major recommendations.

MORRIS COUNTY

State Development Guide Plan

MAP 8
RECOMMENDED CHANGE

-  GROWTH AREA
-  LIMITED GROWTH AREA
-  AGRICULTURE AREA
-  CONSERVATION AREA



SCALE IN MILES
0 1 2 3 4



Now

The Morris County Planning Board's submission was also used to develop the staff response to Mt. Olive Township's request for an expanded Growth Area in that municipality and to the request of various municipalities and federal officials for an expansion of the Great Swamp Conservation Area. An additional staff recommendation pertaining to the Great Swamp is presented in Section II of this report.

Recommendation I-7: Comments received suggested that the text of the Plan be expanded to include a discussion of the federal Sole Source Aquifer program and the recent designation of the Buried Valley Aquifer as such an aquifer. Accordingly, it is recommended that the following language be added to page 106 of the current draft as a concluding portion of the discussion of the Department of Environmental Protection and that a map showing the area involved be included:

Sole Source Aquifer Program

The federal Safe Drinking Water Act authorizes the Administrator of the Environmental Protection Agency -- either on his own initiative or upon petition -- to determine that a particular aquifer is the sole or principal source of drinking water for a geographical area and that if that aquifer becomes contaminated a significant public health problem would result. The act further provides that upon designation of a sole source aquifer:

"...no commitment for Federal financial assistance (through a grant, contract, loan guarantee, or otherwise) may be entered into for any project which the Administrator determines may contaminate such aquifer through a recharge zone so as to create a significant hazard to public health but a commitment for Federal assistance may, if authorized under another provision of law, be entered into to plan or design the project to assure that it will not so contaminate the aquifer."

In May, 1980 the Administrator designated the Buried Valley aquifer system underlying portions of Essex and Morris Counties as a sole source aquifer. The extent of this aquifer is shown on Map and includes both recharge and stream flow source zones. Although the Administrator's responsibility to determine if a particular application for federal assistance would contaminate the aquifer cannot be delegated, the Division of Water Resources in the Department of Environmental Protection and the State Clearinghouse in the Department of Community Affairs have been designated to assist the Administrator. The Clearinghouse identifies applications for federal assistance emanating from municipalities within the sole source aquifer system. Those applications which may affect the aquifer are then reviewed by the Division of Water Resources and comments are forwarded to the Administrator for a determination.

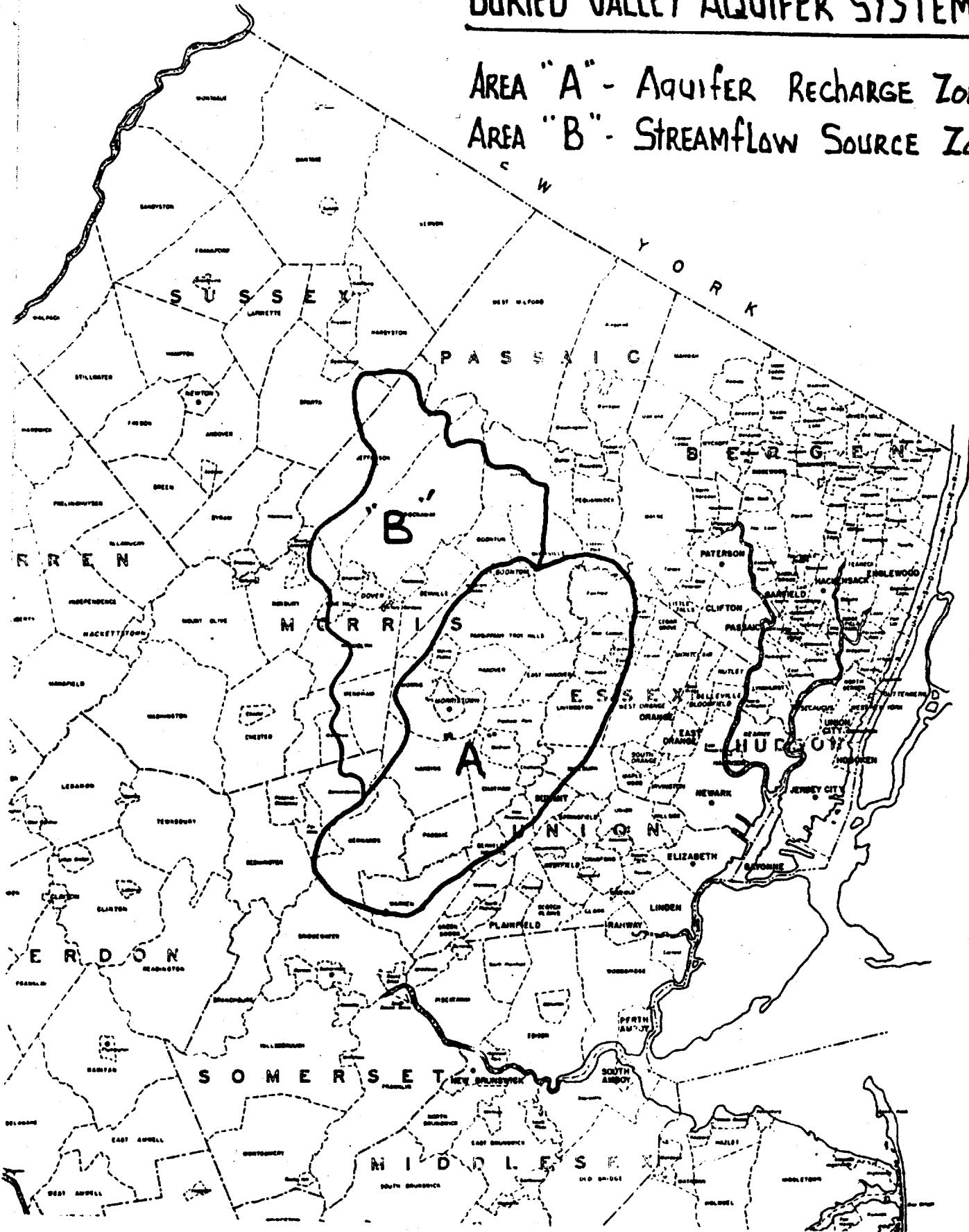
Currently, petitions to designate other portions of the State as sole source aquifers are pending. These include the Atlantic Coastal Plain encompassing much of the southern part of the State and the Upper Rockaway Basin in Morris County. It should be emphasized that this program does not preclude federal assistance to municipalities within the sole source area -- in some cases such assistance would be required to avoid contamination of the aquifer -- but it does prohibit federal actions which may be harmful to the water supply source.

In addition to this language, staff recommends that those municipalities included within the Buried Valley aquifer system be noted in the text accompanying the maps of Essex, Morris, Somerset, Sussex and Union Counties found on pages 121, 129, 133, 135 and 161 of the current draft.

BURIED VALLEY AQUIFER SYSTEM

AREA "A" - AQUIFER RECHARGE ZONE

AREA "B" - STREAMFLOW SOURCE ZONE



Recommendation I-8: The Planning Boards of Ocean and Monmouth County noted some inaccuracies in the map of sewer service areas in the current Guide Plan. Staff has made the appropriate corrections. Map 10 reflects these corrections.

Recommendation I-9: In response to requests from various counties, revision of county narratives found along with appropriate maps in the last chapter of the current draft are recommended. These revisions address such concerns as the interface of Coastal Area and Pinelands Plans and rural centers.

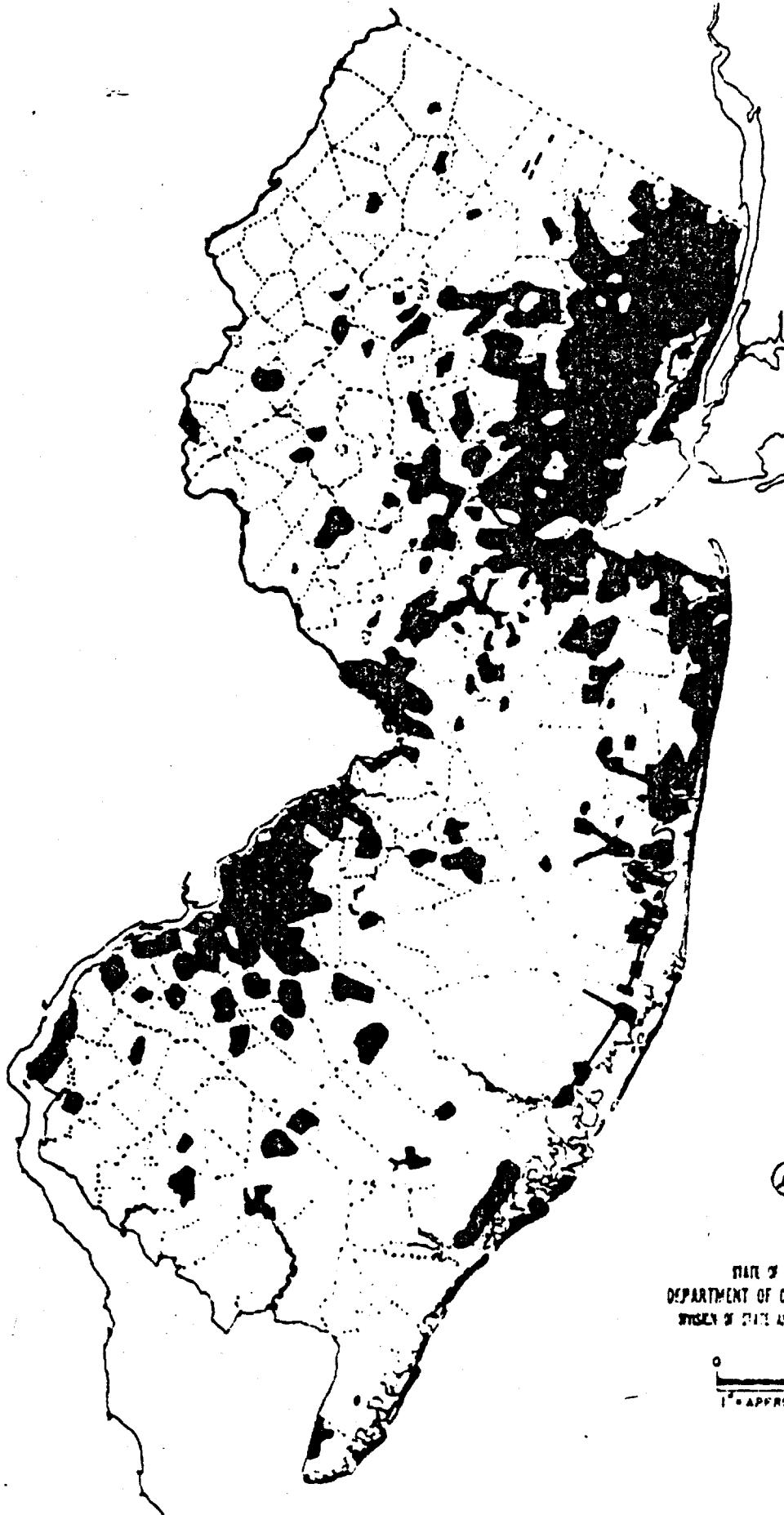
-Cape May County, p. 150, replace the second paragraph beginning with "most forms" with the following:

Those portions of the coastal zone management area which are also within the boundaries of the Pinelands National Reserve Area (not shown) have also received land use designations as a part of the plan for the Pinelands. These designations call for regional growth districts in two areas along route 9 and very low densities for the remainder of the Reserve Area. The differences between these two plans will have to be resolved and incorporated into the coastal zone management plan. (See II-5 for a discussion of mapping regional plans.)

-Ocean County, p. 154, line 9 - delete the two sentences beginning with "Scattered" and continuing through "High Growth areas." Add the following paragraph to the end of the discussion, after the sentence beginning with "Remaining issues" on p. 156.

Those portions of the coastal zone management area which are also within the boundaries of the Pinelands National Reserve Area (not shown) have also received land use designations as a part of the

SEWERAGE SERVICE AREAS



STATE OF NEW JERSEY
DEPARTMENT OF COMMUNITY AFFAIRS
DIVISION OF STATE AND LOCAL PLANNING



plan for the Pinelands. These designations call for a series of regional growth areas along the coastal corridor. The differences between these two plans will have to be resolved and incorporated into the coastal zone management plan. (see II-5 for a discussion of mapping regional plans.)

-Transportation, p. 58, add to first paragraph

East-west routes 70 and 72 also influence land use patterns in the corridor.

-Salem, p. 156, insert between first and second paragraph

The needs of some rural centers for additional assistance have been recognized by the Rural Centers Aid Program. Elmer and Woodstown Boroughs have been designated to receive funding from this program.

-Hunterdon, p. 158, add between first and second paragraph

The needs of some rural centers for additional assistance have been recognized by the Rural Centers Aid Program. Five municipalities have been designated for participation in the program: Califon, Frenchtown, Hampton, High Bridge and Lambertville.

-Sussex County, p. 160, delete the current description and replace with the wording below:

The Guide Plan recommends that the extensive agricultural activities in Sussex County be retained. Because of the topography of the County, the farms are scattered throughout the central valley from the Warren County border to the New York State line.

The outstanding scenic wilderness areas of the County adjacent to the Delaware Water Gap and in the Skylands have been designated for Conservation. Providing access to these areas, so that their recreational value may be experienced, is potentially in conflict with the preservation of agriculture in other parts of the County.

Sussex County has four wastewater treatment facilities serving the Town of Newton, Franklin Borough, Stanhope Borough and Sussex Borough. Newton, Stanhope and Franklin are in designated Growth Areas. Sussex, Hamburg and Ogdensburg Boroughs are Rural Aid municipalities. All approved proposals for new treatment facilities are in developing municipalities located in the corridor running northward from Sparta to Hamburg.

Plan comparison discussions have been initiated. Remaining issues include population targets and the problem of finding the most suitable designation to indicate the need to conserve the widely scattered farmlands.

-Warren, p. 160, insert at beginning of description

Phillipsburg has been identified as the Rural Center suitable for growth in Warren County. Smaller centers such as Belvidere Town should also be recognized and supported as appropriate to their function as already developed centers within a rural area. The needs of other municipalities such as Alpha, for additional support, have been recognized by the Rural Aid Program.

Recommendation I-10: To clarify Guide Plan recommendations regarding Limited Growth Areas, staff suggests that the last two paragraphs on page 71 be deleted and the following inserted:

Already developed areas - villages and rural centers - should be provided with facilities as needed to correct existing problems and allow for moderate growth in the immediate area. New systems should not be sized to support significant levels of new growth, nor should they be located to facilitate development of the surrounding countryside.

Low density areas should be left to grow at their own moderate pace. Major public investments in growth inducing facilities would serve only to encourage an energy-inefficient pattern of scattered development in these semi-rural areas. In addition, there would be significant indirect costs due to the diversion of necessary investments and other assistance from urban areas.

Designating Limited Growth Areas recognizes the needs of future generations -- for additional land to develop or to set aside for purposes which cannot now be anticipated. Areas which do not now appear to be necessary to accommodate projected population increases may become critically important resources for the New Jerseyans of the 21st century.

Recommendation I-11: The Ocean County Planning Board points out that Lakewood Township does not appear on the list of 29 urban centers, ranked according to the Composite Index of Relative Municipal Need (p. 165). This raises the question of inconsistency between the two lists.

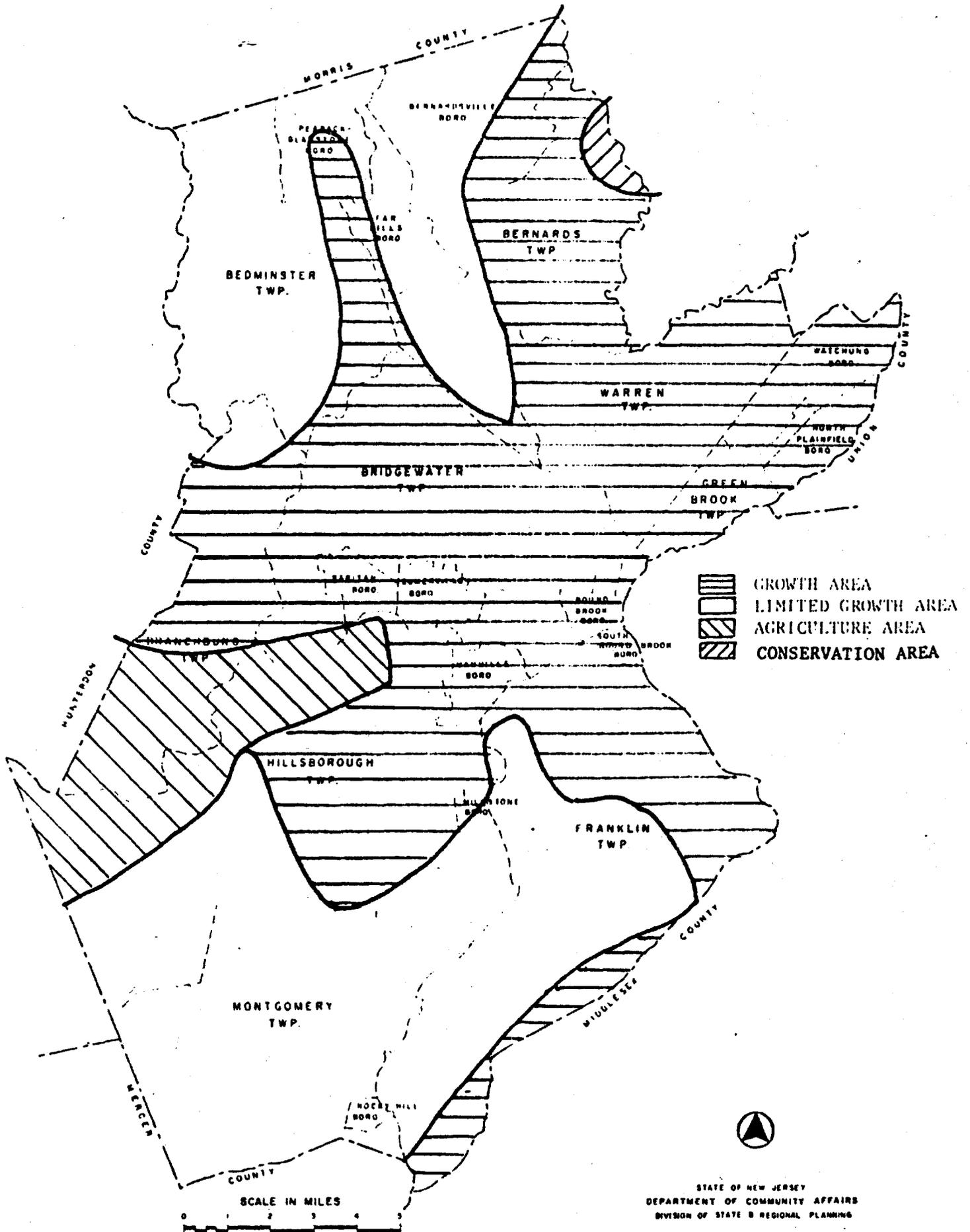
Response: The ranking system based on municipal needs, developed by the Division of Planning, categorized Lakewood Township as suburban and considered Dover Township to be the urban center of the region. The two lists are different and it is recognized that including both in the Guide Plan might cause confusion. It is therefore recommended that the discussion of the Composite Index of Relative Municipal Need be eliminated from the Guide Plan (pp. 163-165). If, in the future, this index gains wide acceptance, it could replace the Urban Aid municipal designations.

Recommendation I-12: The Planning Director of Franklin Township suggested three changes to the Concept Map as it relates to the township. Two of these changes involved minor adjustments to form a small Agriculture Area from land currently classified as Limited Growth. Since the resulting Agriculture Area is so small and does not cross into adjoining municipalities, staff does not recommend it at this time. Further, existing agricultural uses are not inconsistent with a Limited Growth delineation nor would participation of such parcels in a future farmland retention program be precluded. The third suggestion is recommended. This involves a modification of the existing Growth Area in the township as shown on Map 12. Map 11 shows Somerset County and the township as presented in the current draft.

Recommendation I-13: In response to suggestions from the Sussex County Planning Board, generated after meetings with representatives of municipalities in the County, with the County Board of Agriculture and with State Division of Planning staff, changes to the Concept Map as shown on map 14 are recommended. Map 13 shows the County as presented in the current draft. Generally, the changes involve the expansion of Growth and Agriculture Areas of the County.

SOMERSET COUNTY

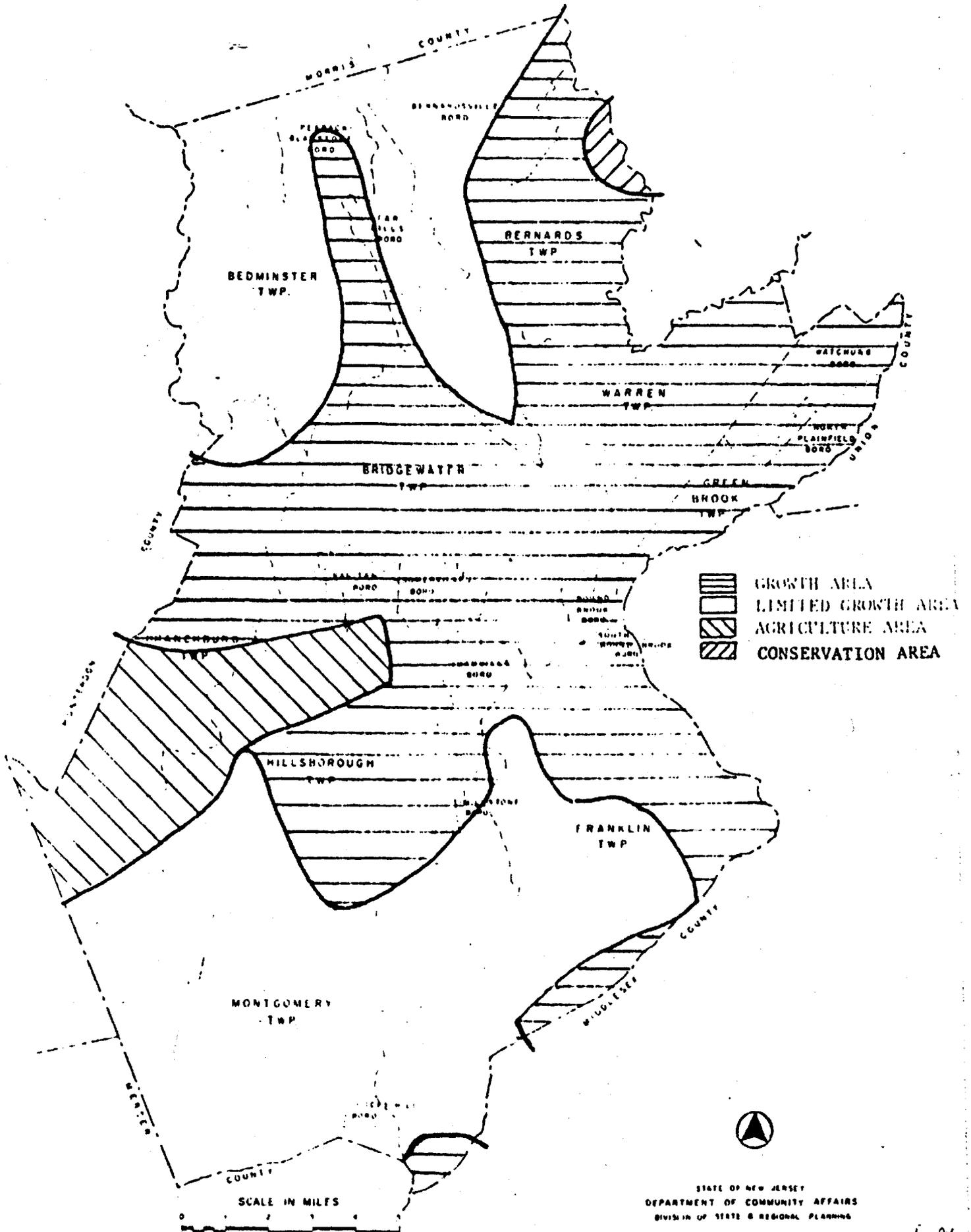
State Development Guide Plan



SOMERSET COUNTY

RECOMMENDED CHANGE

State Development Guide Plan

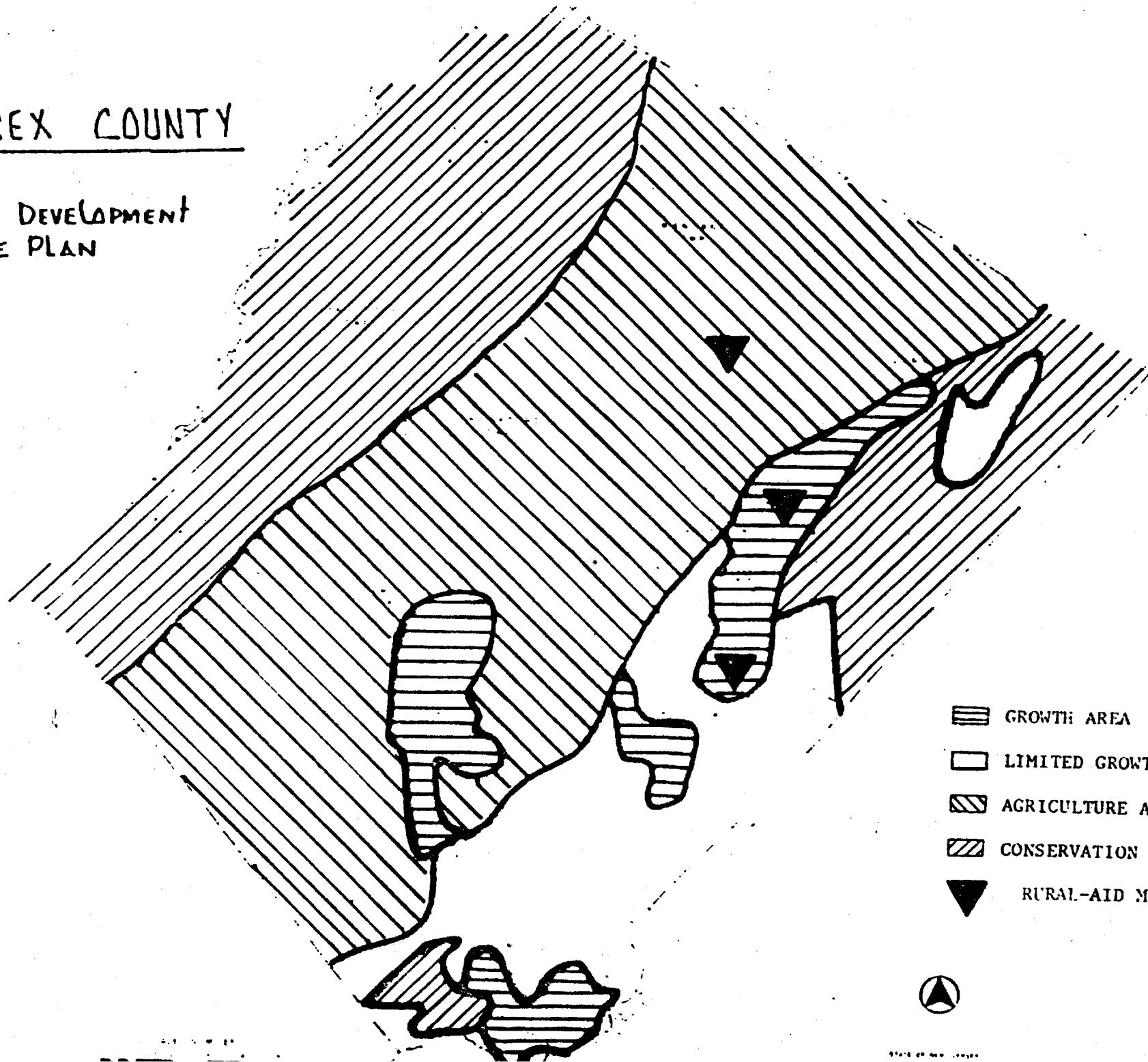


SUSSEX COUNTY

STATE DEVELOPMENT GUIDE PLAN

MAP 14

RECOMMENDED CHANGE



-  GROWTH AREA
-  LIMITED GROWTH AREA
-  AGRICULTURE AREA
-  CONSERVATION AREA
-  RURAL-AID MUNICIPALITY



STATE OF NEW JERSEY

Recommendation I-14: The Tri-State Regional Planning Commission recommends that the Guide Plan should outline specific policies for dealing with the housing problems it identifies, and should address rehabilitation as well as the construction of new housing.

Housing rehabilitation is an important part of the State's policies for urban revitalization, and should not be made to seem less important in the Guide Plan than the construction of new housing. To counter this impression staff recommends that the last paragraph in the discussion of housing in Chapter I (p.7) be replaced by the following:

Major challenges in the coming years will be to provide a variety of housing opportunities in appropriate locations for New Jersey's expanding population, and to stem the process of urban housing abandonment and deterioration. Housing production needs to be increased as well as programs to preserve sound housing and neighborhoods. The economics of the housing market requires efforts by both the State and the Nation.

With regard to specific housing policies, these are lacking in the Guide Plan, and should be included in Chapter VI. The Department of Community Affairs is the main State agency involved in forming and implementing housing policy, and has prepared a State Housing Element which describes the need for housing in New Jersey, the State's programs for improving housing conditions, and goals and recommendations to help meet the identified housing needs. Staff recommends that information from the Department of Community Affairs' State Housing Element be include in Chapter VI of the Guide Plan, on page 108 before "Regional and County Plans." The following should be inserted:

Department of Community Affairs

The Department of Community Affairs is New Jersey's prime agency engaged in forming and implementing a wide range of housing policies and programs. These efforts range from direct housing construction financing to indirect housing advisory services, from meeting immediate shelter needs to long-range planning, and from eliminating housing problems in selected neighborhoods to effecting solutions on a statewide basis. The Department's general housing goals, as set forth in New Jersey's Housing Element (1977) are the following:

Housing Production: In response to the decline in housing production in New Jersey and the resulting low vacancy reservoir, the reduced level of less costly housing, and a relatively lower level of production in the older urban areas, housing production by both the public and private sectors should be increased to progress toward the State's production goals.

Housing Preservation/Maintenance: In response to the property deterioration in many central cities and adjacent communities in the State, there is a serious need to pursue programs and policies which can help to stem this process of deterioration and to preserve sound housing and neighborhoods.

Housing Opportunity: In response to the currently constricted housing market which limits the opportunity for low- and moderate - income families to obtain adequate housing, and in response to the more

severe impact of housing problems on certain minority groups, it should be the goal of the State to further increase housing opportunity for all citizens by supporting: (1) the elimination of economic, racial, ethnic and sexual discrimination in the provision and procurement of housing, and (2) the modification of municipal land use regulations which serve to impede housing choice.

Community Services: Comprehensive housing and community development programs require services to support and complement program activities. Therefore, it should be the goal of the State to assist local and county governments in the provision of community services associated with employment, economic development, crime prevention, child care, health, drug abuse, education, welfare, recreation and any other areas of support.

Technical Assistance: In addition to the need for state-level responses to the housing and community development issues facing New Jersey, it should also be the goal of state government to provide technical assistance to local and county governments and to other organizations and citizens to enable them to provide efficient and effective planning, program development and administration in their jurisdictions.

The State Housing Element states that its goals for housing production, housing preservation and maintenance, housing opportunity, community services, and technical assistance should be carried out consistent with environmental and historic preservation considerations. This perspective is consistent with the Guide Plan.

Recommendation I-15: The Tri-State Regional Planning Commission recommends that its transit-supporting density standards be taken into account in the Guide Plan's policy recommendations for Growth Areas.

Tri-State's density standard for urban development appears in the Guide Plan in Chapter V, p. 86, paragraph 5. It is recommended that Tri-State's transit-supporting density standards be added to the paragraph, which should be changed to the following:

Discourage residential development at densities less than two dwelling units per acre. Encourage transit-supporting densities, i.e., 7 dwelling units per acre for local bus service; 15 dwelling units per acre for suburban rail service; and 30 dwelling units per acre for rail rapid transit.

Recommendation I-16: The New Jersey Economic Development Council objects to the placement of the Guide Plan's economic goal last on the list of goals in Chapter II. The Council interpreted this low placement of the economic goal as an indication of the Guide Plan's low priority for growth in the State, which is contrary to the objective of the Council. The Council suggests that the low placement of the economic goal in the Guide Plan could discourage new firms from locating in New Jersey.

In the introduction to Chapter II (p. 21) the statement is made that, "No priorities are implied in the order in which they (the goals) are listed." Economic growth is an important aspect of the Guide Plan, and to further remove the idea that economic growth is a low priority, staff recommends that the goal for clustering development, which is actually a different kind of goal than the other four in that it really encompasses all the other goals, be moved below the economic goal in the chapter.

Recommendation I-17: It was suggested by various sources that the Plan's discussion of the State's economy be expanded to recognize the tourist industry, and casino gambling in particular. Staff recommends that the last paragraph on page 8 of the current draft be deleted and the following inserted:

Another major problem which the State must face is the assimilation of the significant amount of population growth resulting from the very rapid development of gambling casinos in Atlantic City. Permitting this industry has resulted in the creation of many new jobs in Atlantic City as well as spurring the growth of many other types of jobs in the region. The localized, rapid job growth has created strong demand for housing, transportation facilities and other developmental needs. This growth must be managed so that the State mandate for conservation of the Pine Barrens and protection of the coastal areas is also achieved.

A special, related problem is maintaining the viability and variety of the tourist industry. The provision of recreation related facilities is a major economic activity in New Jersey. Many recreational opportunities exist along New Jersey's Atlantic Ocean coast and to a lesser extent in historic and scenic inland areas. The conversion of seasonal housing to year round, a trend which has been underway in the northern coastal areas for years, is now spreading to the Atlantic City region, and would have a major impact on the nature of the tourist industry.

Recommendation I-18: In response to a request from the Department of Environmental Protection, it is recommended that maps showing CAFRA designations be modified to reflect new terminology and designations included in the recently adopted Coastal Management Plan. Map 15 shows CAFRA designations as presented in the current draft. Map 16 reflects the changes recommended.

Recommendation I-19: The Ocean County Planning Board recommended that Rural Aid Municipalities be identified on the Concept Map. Accordingly, both the State Concept Map and the appropriate county maps should be modified to include these identifications based on the most recent determination by the Department of Community Affairs. Map 16 reflects this recommendation. Also, to paragraph 3, line 2 on page 43 should be added the words "Rural Aid municipalities."

Recommendation I-20: In response to a request of the Middlesex County Planning Board, staff recommends the addition of a new map before Water Service Areas showing major waterways and lakes and the renumbering of maps of major waterways and lakes, potable watershed properties and water service areas as maps V, VI and VII, respectively. Also the following language should be added to the discussion of Water Supply Resources on page 33 of the current draft:

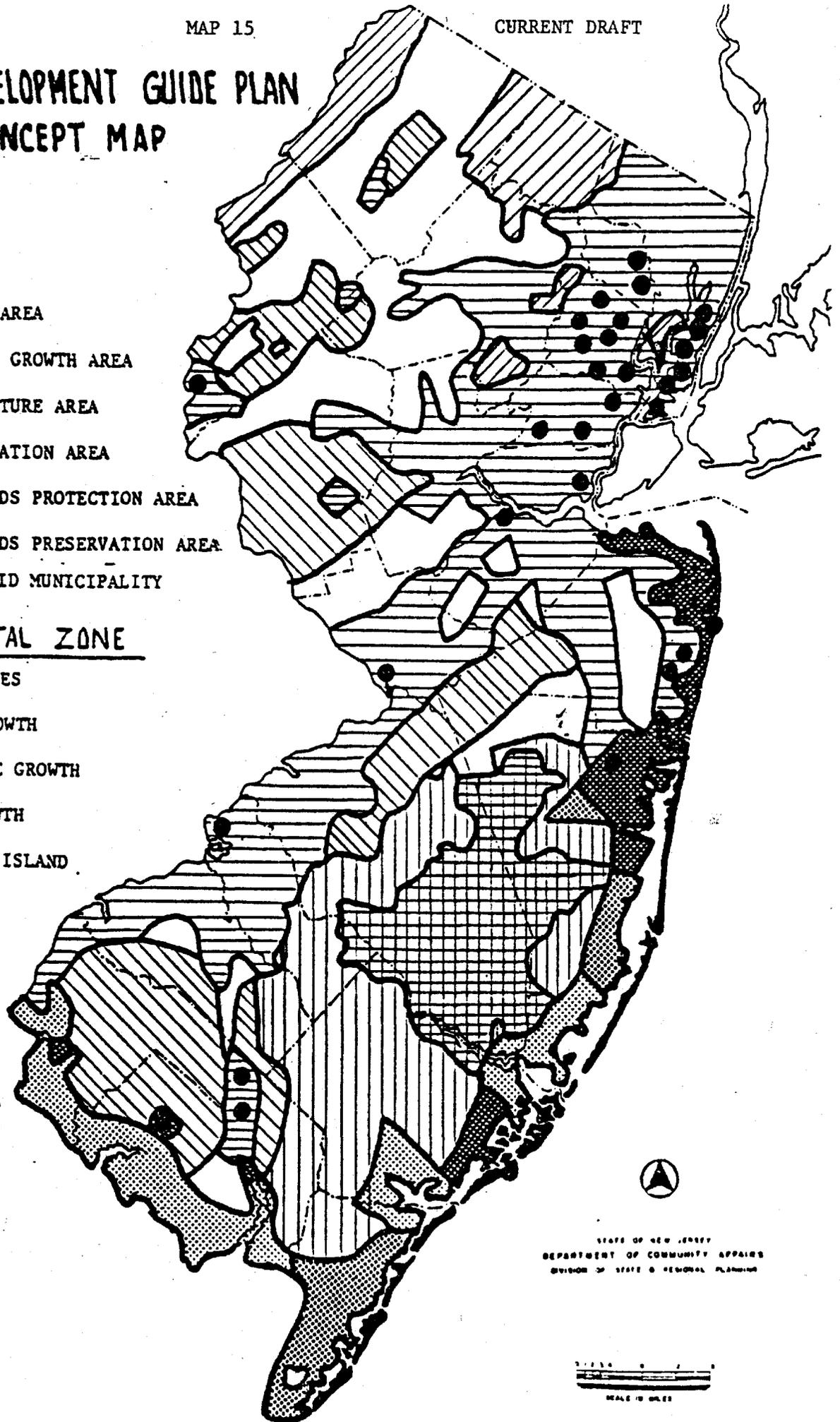
STATE DEVELOPMENT GUIDE PLAN CONCEPT MAP

-  GROWTH AREA
-  LIMITED GROWTH AREA
-  AGRICULTURE AREA
-  CONSERVATION AREA
-  PINELANDS PROTECTION AREA
-  PINELANDS PRESERVATION AREA
-  URBAN AID MUNICIPALITY

COASTAL ZONE

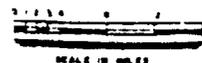
REGIONAL TYPES

-  HIGH GROWTH
-  MODERATE GROWTH
-  LOW GROWTH
-  BARRIER ISLAND



COUNTY KEY MAP

STATE OF NEW JERSEY
DEPARTMENT OF COMMUNITY AFFAIRS
DIVISION OF STATE & REGIONAL PLANNING

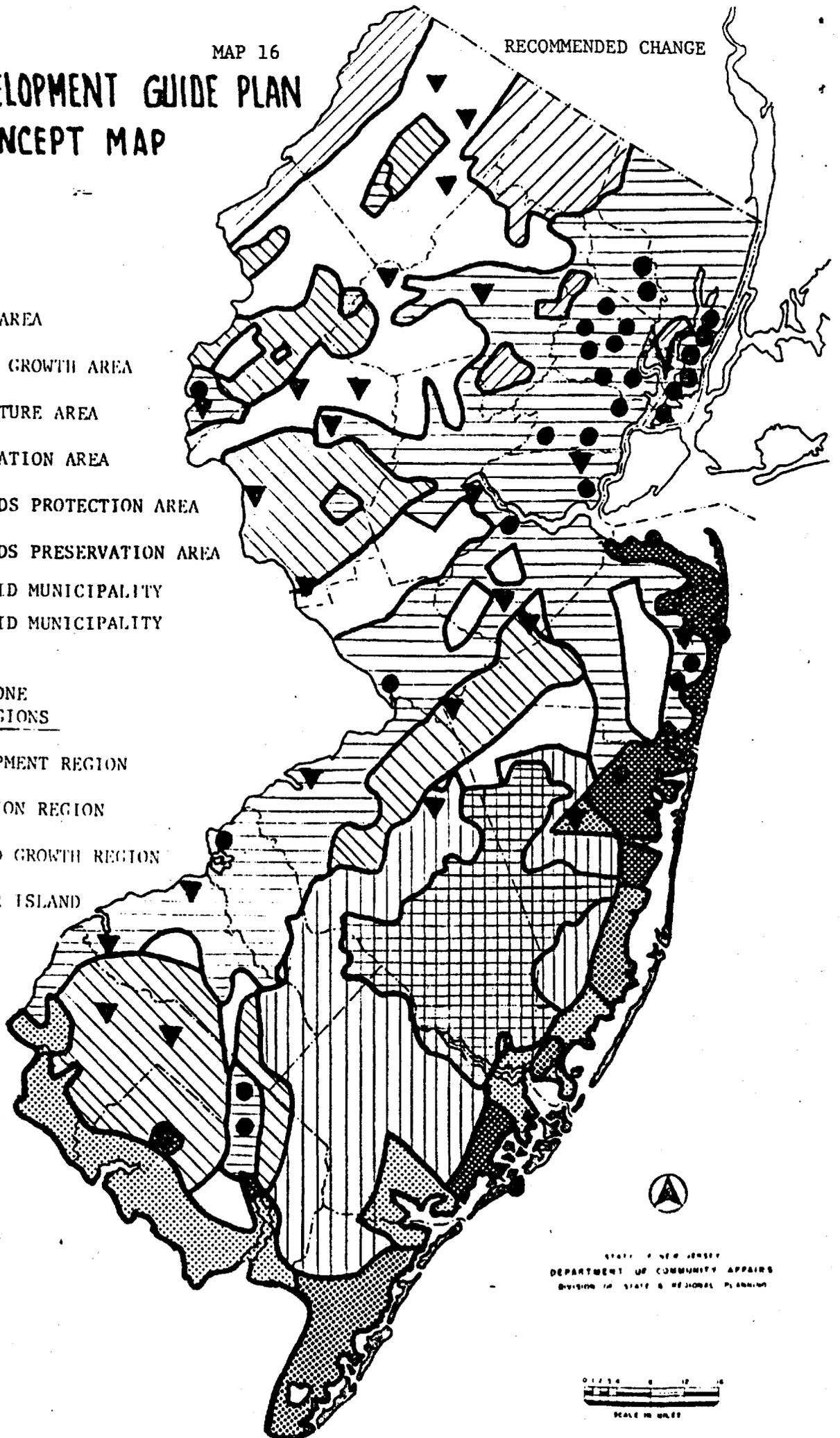


STATE DEVELOPMENT GUIDE PLAN CONCEPT MAP

-  GROWTH AREA
-  LIMITED GROWTH AREA
-  AGRICULTURE AREA
-  CONSERVATION AREA
-  PINELANDS PROTECTION AREA
-  PINELANDS PRESERVATION AREA
-  URBAN AID MUNICIPALITY
-  RURAL AID MUNICIPALITY

COASTAL ZONE GROWTH REGIONS

-  DEVELOPMENT REGION
-  EXTENSION REGION
-  LIMITED GROWTH REGION
-  BARRIER ISLAND



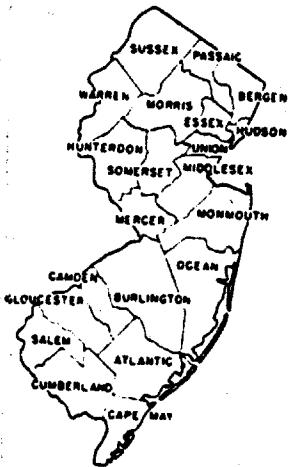
COUNTY KEY MAP



STATE OF NEW JERSEY
DEPARTMENT OF COMMUNITY AFFAIRS
DIVISION OF STATE & REGIONAL PLANNING



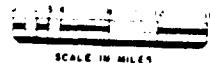
MAJOR WATERWAYS AND LAKES



COUNTY KEY MAP



OFFICE OF NEW JERSEY
DEPARTMENT OF COMMUNITY AFFAIRS
DIVISION OF STATE & REGIONAL PLANNING



SCALE IN MILES

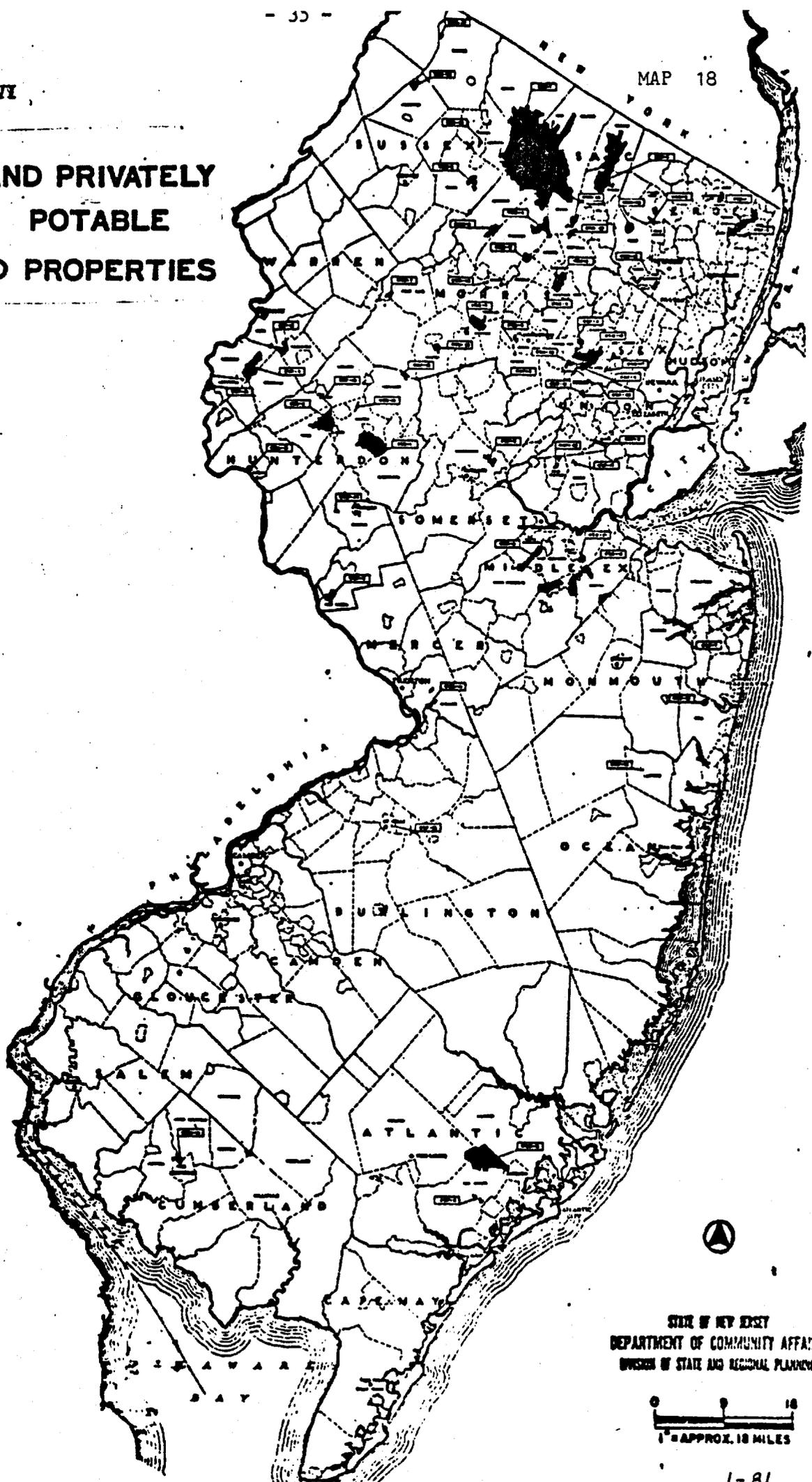
Water Supply Resources (Maps V, VI and VII)

Map V depicts the major waterways and lakes in New Jersey. Map VI shows watershed lands currently in some form of public or quasipublic ownership. Together these maps indicate the State's major surface sources of potable water. Groundwater sources provide important additional supplies for public use, but have not been mapped for the entire State. It is critically important that these resources be protected to assure that adequate water supplies be maintained for current and future populations. Map VII shows water supply service areas. These are locations which contain major investments in pipes, pumping stations and treatment plants needed to provide basic water supply services and are, therefore places where further growth would be possible and economically desirable.

Recommendation I-21: In response to a suggestion from the Middlesex County Planning Board, three additional water resource areas should be included in the map of water supply resources included in the current draft.

See map 18.

PUBLIC AND PRIVATELY OWNED POTABLE WATERSHED PROPERTIES



STATE OF NEW JERSEY
DEPARTMENT OF COMMUNITY AFFAIRS
DIVISION OF STATE AND REGIONAL PLANNING



SECTION II

Recommendations for further analysis and for consideration by other departments are presented in this section. Included here are concerns raised during the comment period which in staff's view, should be addressed by the Cabinet Development Committee and the Governor's Office of Policy and Planning.

TOPICS REQUIRING CDC CONSIDERATION

II-1. A number of counties and others have questioned the validity of the population targets included in the SDGP. These targets were prepared by an inter-departmental committee, reviewed by the CDC and adopted by the Governor's Office of Policy and Planning. Further, they are included in water quality management plans certified by the Governor. It is recommended that these targets be reevaluated in light of information generated by the 1980 Federal Census and explicit recognition of the impacts of the Pinelands Planning Program, casino development and associated events. The Committee which prepared the initial targets should be organized, with Labor and Industry as the lead agency, and expanded to include not only those agencies initially involved, but also the Pinelands Commission and the Casino Control Commission, as well as others which the members of the Committee consider necessary. The Committee should be activated as soon as L&I determines that Census material is available.

II-2. Conservation Area Strategy:
Great Swamp: Numerous requests have been received from Morris County localities urging expansion of the Great Swamp Conservation Area. An adjustment to the Guide Plan is recommended (see I-6) based on comments from the County Planning Board. However, there appears to be considerable local sentiment for a comprehensive management program for the area. It is recommended that the CDC consider further study of the matter by forming a committee with

DEP as the lead agency. This committee would invite the municipalities involved, the county, appropriate federal personnel and others to determine what, if any, further action is necessary and to make appropriate recommendations.

Skylands: Although localities have been less vocal in this area, some sentiment has been expressed for a coordinated management program to be applied to the Skylands region as well. An approach similar to that discussed above is recommended.

II-3. Alternative Procedures for Plan adoption and amendment.

Numerous comments relate to the question of the Plan's adoption procedure and provision for revision and amendment. While there is provision in the statutes for the preparation and maintenance of the Plan, statutes do not address how such a Plan is to be adopted, amended or revised. The possibilities are numerous and include the following:

Adoption, amendment and revision by the Director of Planning, DCA, after consultation with the CDC and public hearings in accordance with the Administrative Procedures Act;

Adoption, amendment and revision by the Commissioner of DCA (or the CDC or the Governor) in accordance with the Administrative Procedures Act;

Adoption, amendment and revision by a new entity similar in structure to the Capital Needs Commission which would include legislators as well as citizen members and served by a small staff.

A procedure for bringing proposed amendments to the attention of the adopting agency is also worth consideration. If the CDC is the adopting agency, then any member of the Committee would have the authority to propose amendments which it had formulated or which had been brought to its attention by constituent groups. Amendments might also be generated by staff assigned to maintain the Plan, based on new legislation, evident changes in State and/or federal priorities or on requests received from other levels of government. Amendments offered which pertain to specific geographical

locations -- as distinguished from changes which affect all localities -- should also be reviewed by appropriate county and/or regional agencies. In such cases, staff may consult with all affected agencies prior to preparing recommendations to the adopting agency or public hearings may be convened as a matter of course.

No matter what procedure is adopted, it is critical that adoption as well as amendment of the Plan occur in open forum, free of any suggestion that the Plan may be altered without a full airing of the implications of such action.

A related issue is how the Division's plan comparison activities may be incorporated within the procedure for adopting, amending and revising the Plan. Since the release of the preliminary draft Plan in 1977, it has been the Division's view that plans prepared by other levels of government which are substantially consistent with the Guide Plan should be considered as refinements of the Plan and formally recognized as such. To date Division staff has participated in plan comparison discussions with staff of the Tri-State Regional Planning Commission and of those New Jersey counties within the Tri-State region. In each case, substantial agreement among the plans compared was achieved. Such agreement was formally expressed in resolutions adopted by the Tri-State Commission and the appropriate county planning boards. However, lacking formal authority to do so, the Division did not adopt comparable resolutions recognizing the agreement which had been reached at the staff level.

Accordingly, staff recommends that a mechanism be established to formally recognize plans which are found to be essentially consistent with the Guide Plan. This mechanism would include staff discussions and recommendations for consideration by the appropriate policy board or agency -- e.g. the county planning board, the local planning board, the regional commission and the State -- and adoption of a resolution identifying areas of agreement and/or disagreement and a finding of consistency if justified. Since in some cases to

achieve plan consistency amendment to the Guide Plan may be required, it is suggested that the individual or agency responsible for adopting the Guide Plan and approving amendments also be authorized to determine the consistency of plans in relation to the Guide Plan.

The Division would appreciate direction from the CDC concerning these issues.

- II-4. Comments received from rural counties indicate concern that the Guide Plan may be used to block improvements to roadways such as 31, 15, 23, 55 and 206. We are aware of DOT's current effort along that portion of 206 from Somerville to Mt. Olive to encourage local control of development which may generate unacceptable levels of additional traffic. It is recommended that the CDC examine the possibility of expanded interdepartmental efforts to support and enhance DOT's project and to bring about its extension to other corridors.
- II-5. The current Plan reflects more specific planning activities in two different ways. The State's coastal management plan is incorporated directly on the appropriate Concept and county map. The Hackensack Meadowlands plan, however, is shown as a Growth Area with a small Conservation Area. These differing approaches reflect the position that the coastal plan is similar to the Guide Plan, while the Meadowlands plan is analogous to a municipal plan. The coastal plan can be shown within the scale limitations of the Guide Plan, while the Meadowlands plan is more detailed. The probable adoption of the Pinelands Plan poses a new challenge -- whether to incorporate it at the detail of the coastal plan or to represent it much as the Meadowlands plan is currently shown. It is recommended that the current draft be modified to include a discussion in the text of the Meadowlands Commission and Plan, the Pinelands Commission

and Plan and the Coastal Management Plan. Accompanying each discussion would be a map depicting land use or analogous categories. The Concept Map would be modified to show the boundaries of each area with a notation indicating the agency with jurisdiction. The appropriate County maps included in the current Guide Plan, however, would be modified to show the delineation of districts or zones. Thus, portions of a county which are subject to the Pinelands Commission would be shown as categorized by the Pinelands Plan. Where the Meadowlands Commission has jurisdiction, districts as established in the Meadowlands Plan would be shown.

Such an approach would remove any suggestion that the Guide Plan is some additional regulatory hurdle imposed by the State and underline the Plan's purpose as a synthesizing document. Comments regarding this approach or suggested alternatives are welcome.

An associated problem that is not reflected in either the Concept or county maps of the current draft is the overlapping and sometimes conflicting delineations for those portions of the coastal area that fall under the jurisdiction of both the coastal management plan and the Pinelands Plan for the National Reserve. The Pinelands Protection Act requires the resolution of these differences within eighteen months of adoption of the Pinelands Protection Act. During this interim period, the maps in the Guide Plan will continue to show the original and still prevailing coastal zone management plan delineations.

II-6. Staff would also appreciate assistance from the CDC and the Department of Agriculture, in particular, regarding changes in the Plan to reflect the major findings of the Farmland Retention Study. Staff has been advised not to make any significant changes in the way agricultural lands are shown in the Plan until public acceptance of the Retention Study is more clearly evident. On the other hand, numerous comments from rural counties and others suggest that specific changes be made and, in fact, some have (see portions of section I of this report).

SECTION III
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SECTION III

GENERAL COMMENTS SUMMARY

Adoption and Implementation

The Guide Plan should be formally adopted so that it can be translated into policy. A process for cross-acceptance, including provisions for later changes, should be established between county and regional plans and the Guide Plan. Relevant regulatory and capital programs of State agencies should be reviewed and coordinated.

Housing

Rehabilitation as well as new construction should be addressed.

Transportation

Policy recommendations regarding new development should encourage transit supporting densities. The relationships among trend patterns, land use and air quality should be emphasized. Transit slowing strip development along highways should be limited.

Growth Areas

The Plan is inconsistent in that it sanctions suburban growth while promoting urban revitalization and concentrated development. The Plan does not imply reconcentration of growth in urban centers. Further, it should be noted that the extensiveness of the Growth Areas does not imply that there is a market for all of that land.

Urban Centers

Urban Center designations should include older urban areas that are experiencing revitalization, as well as existing regional office and commercial centers in need of different kinds of State support.

Agricultural Areas

The Guide Plan should be updated to reflect the recommendations of the Farmland Retention Program. Further, Limited Growth buffers should be created around agricultural areas.

Limited Growth Areas

The Plan should include more specific standards regarding investment in such areas.

Water Supply

Major potable aquifers and watershed boundaries should be mapped and be subject to the same development and investment constraints as are applied to Conservation and Agricultural Areas. Additionally, water supply problems in designated Growth Areas have not been considered.

Conservation Areas

Criteria for identifying environmentally sensitive lands should be specified. The Plan's support of suburban growth is inconsistent with farmland preservation and concentrated development patterns.

Cross-Acceptance

Some formal mechanism for integrating the Guide Plan with plans of other agencies is needed.

Economy

The Guide Plan will be bad for the State's economy in general, and for the Southern part of the State in particular. It needs to be more affirmative toward new investment.

What the Plan Is

The Plan suffers from a lack of defined status. It suggests new policies as well as established ones and uncritically includes plans and programs of other agencies.

SECTION III GENERAL COMMENTS

Adoption and Implementation

Comment: Elwood Jarmer, President of the New Jersey County Planners Association: The Guide Plan should be formally adopted. It should be implemented through state investment and regulatory actions. A formal process of cross-acceptance between adopted county plans and the Guide Plan should be specifically identified in the Guide Plan.

Response: See Recommendation II-3.

Comment: The Environmental Defense Fund, Inc. (New York): There is little in the Guide Plan to explain how the strategies are to be implemented or to guarantee that they will be implemented. Simple designations leave local governments and state agencies to fend for themselves in implementing the plan. Some type of coordination is necessary. Local and county planning and capital expenditures must be consistent with the goals of the Guide Plan. The regulatory and capital programs of state agencies must be coordinated so they do not conflict, and, in conjunction, achieve the goals of the plan. Federal financial and other assistance to New Jersey must be directed to further the objectives of the Guide Plan. An executive order should be issued by the Governor's Office of Policy and Planning to review all existing and future regulatory, capital, or federal aid programs for consistency with the plan.

The Division of Planning should review county and municipal plans to insure their conformity with the goals of the Guide Plan, and assist local and county planning boards in correcting discrepancies.

The greatest problem with the Guide Plan is that it may be ignored. To be effective it will have to be adopted by the Governor as executive policy and enforced at all levels of government.

Comment: The National Resource Defense Council, Inc. (New York): If the Guide Plan is to be more than an academic exercise, it must be translated into policy. The strategies for its implementation, discussed in Chapter 5, appear critically flawed. The Plan has only informal advisory status. State agencies may or may not conform to the plan requirements. For example, on page 79 the plan allows but does not require that state officials use the guidelines to review local applications for federal funds.

Comment: The National Resource Defense Council, Inc. (New York): The first alternative on the cover letter attached to the Guide Plan should be implemented. Not all investment decisions and regulatory actions should, however, be subject to this review process, since such an extensive evaluation would result in inefficiencies in dealing with insignificant, as well as major, applications. The vast majority of investment and regulatory proposals should be screened out so that time could be better spent in a more intensive review of the most significant proposals. The Cabinet Development Committee should establish a permanent office, with an executive director and a full-time staff, to oversee the plan's implementation.

Response:

See recommendation II-3.

Comment: Middlesex-Somerset-Mercer Regional Study Council, Inc.: To achieve the proper balance between state and local planning activities, the Guide Plan, before adoption, should include a specific procedure for refining it, with the involvement of municipal and county governments. This procedure should be formulated in accordance with N.J.S.A.13:1B-15.52, N.J.S.A. 40:55-28(9)(d), and other relevant statutory and administrative procedures.

Comment: Middlesex-Somerset-Mercer Regional Study Council, Inc.: With regard to the notice accompanying the Guide Plan, consistency with the Guide Plan should be required for regulatory as well as policy and investment activities. However, the approval of exceptions by the Cabinet Committee would be unworkable. A better alternative might be the requirement that standards for

agency review and approval should be consistent with the Guide Plan, where statutes allow this.

Should the Guide Plan be adopted by executive order, it would be all the more important that the plan specify the public involvement in amending the plan.

Comment: Middlesex-Somerset-Mercer Regional Study Council, Inc.:
The New Jersey Supreme Court should give presumptive validity to municipal land use regulations that are consistent with regional general welfare as expressed in state and regional plans that have been adopted and prepared by processes created by the Legislature.

Response: See Recommendations II-3 and I-5.

Housing

Comment: Katherine Poslosky, Tri-State Regional Planning Commission:
It is recommended that the Guide Plan outline specific policies for dealing with the housing problems it identifies. The Guide Plan should address rehabilitation rather than focus only on new construction.

Response: See Recommendation I-14.

Transportation

Comment: Tri-State Regional Planning Commission: The relationship between travel patterns, land use and air quality should be emphasized in the Guide Plan.

Response: The Guide Plan recognizes the necessary interrelationship between concentrated development and mass transit with regard to maintaining air quality. This appears in Chapter VI, pp. 105-106, in the discussion of the State's air quality plan.

Comment: Tri-State Regional Planning Commission: Two of Tri-State's recommended transportation projects conflict with the Guide Plan. They are I-287 and I-95.

Response: I-95 has been deauthorized. The preferred alignment of I-287 is consistent with the SDGP.

Comment: Tri-State Regional Planning Commission: State policy in the Guide Plan should address the need to limit strip commercial development along major highways in order to protect federal and state investments.

Response: See Recommendation II-4.

Growth Areas

Comment: Tri-State Regional Planning Commission: Policy recommendations regarding new development in the Growth Areas should take into account Tri-State's transit-supporting-density standards.

Response: See Recommendation I-15.

Comment: Gihon Jordan, New Jersey DOT (at the hearing in Trenton): Is it feasible to differentiate between Growth Areas and other categories in terms of density (housing, employment or population per unit of land)?

Response: The SDGP reflects a guideline, adopted by the Tri-State Regional Planning Commission, which recommends average densities of two units or more per acre where public sewerage and water supply infrastructure are provided. However, this guideline does not differentiate among SDGP categories, since all categories contain existing settlements which meet or surpass that minimum. Rather than developing density levels as suggested, staff prefers to consider density patterns established in accordance with more detailed plans prepared at the local and county levels as part of the plan comparison process.

Comment: Tri-State Regional Planning Commission: Tri-State's "Regional Development Guide" (RDG) supports reconcentrated development in older cities, while the SDGP suggests, at best, the stabilization of population in urban counties at 1975 levels.

Response: The SDGP reflects population targets established by the Governor's Office of Policy and Planning, and included in Water Quality Management plans certified by the Governor. While further growth in urban areas may be desirable, the targeted stability reflected in the SDGP is considered more realistic.

Comment: Tri-State Regional Planning Commission: The Guide Plan should accept the minimum half-acre density threshold for public investments in sewer and water facilities. This would discourage sprawl development.

Response: This threshold is noted on page 86 of the Guide Plan.

Comment: Samuel Hamill, Middlesex-Somerset-Mercer Regional Study Council, Inc.: The Guide Plan should be strengthened by more careful analysis -- on a county and statewide basis -- of land use patterns and by estimates of the amount of land actually necessary to accommodate expected growth.

Response: A rough estimation was made to determine that the Growth Areas could accommodate the expected growth (see pp. 169 ff.). Anything more detailed would require greater levels of data collection, analysis, and negotiation than current funding can support.

Comment: Samuel Hamill, Middlesex-Somerset-Mercer Regional Study Council, Inc.: The Guide Plan appears to sanction new development throughout expansive Growth Areas, although these are acknowledged to be several times more extensive than required to accommodate expected growth. The plan, generally, and the Concept Map, specifically, should note that Growth Areas are not intended to imply that adequate market demand exists to develop all of each municipality in such a Growth Area. To the extent that the Guide Plan has been interpreted in this way, it has undermined local and county plans.

Response: See Recommendation I-5.

Urban Centers

Comment: Tri-State Regional Planning Commission: The "Regional Development Guide" (RDG) identifies "economic centers" based on the amount of non-residential floor space per square mile. The SDGP only identifies Urban Aid municipalities based on a formula specified by statute.

Response: The data base used by Tri-State is not available statewide in New Jersey. Further, since the SDGP is intended to guide state investments, need formulas are more appropriate than non-residential construction data.

Comment: Tri-State Regional Planning Commission: Urban center designations should include older urban areas that are experiencing revitalization, but are still in need of special assistance, as well as existing regional office and commercial centers in need of different kinds of state support.

Response: Such distinctions can be made. However, there is no program of aid at the State level which makes such distinctions meaningful. Thus, the Plan relies on existing Urban Aid and Rural Aid designations which are supported by financial appropriations each year.

Agricultural Areas

Comment: Secretary Alampi, New Jersey Department of Agriculture: Modifications should be made in the Guide Plan to reflect the recommendations of the Farmland Retention Program and to more fully address rural needs. In our zeal to retain open space and farmland and to encourage development in areas already urbanized, we must not write off the needs for growth in rural communities whose economic viability supports agricultural retention.

Richard Chumney, Director of the Division of Rural Resources,
New Jersey Department of Agriculture: Reference to broad

agricultural areas as districts should be dropped in favor of "agricultural development areas," in order to avoid confusion with the kinds of districts which the Farmland Retention Study is recommending.

Both representatives of the Department of Agriculture suggest that staff get together to discuss the relationship of the Farmland Retention Program to the SDGP.

Response: Staff has reviewed the Farmland Retention Study and recommends additional guidance -- see Recommendation II-6. In addition, staff recommends changes in the delineation of Agricultural Areas based on comments from various sources which reflect in part recommendations of the Retention Study. See Section I for further discussion.

Comment: The Environmental Defense Fund, Inc. (New York): For the SDGP to be truly effective in helping to preserve an agricultural economy in New Jersey, it would have to create Limited Growth Area buffers out of the Growth Areas which now abut Agricultural Areas. Such strips would make Agricultural Areas less accessible to areas of high development.

Response: Given the definition of these categories and the general nature of the Plan, Limited Growth buffers between Agricultural and Growth Areas are not considered necessary. Such delineations would suggest that the Plan is more precise than is intended. Also, see Recommendation II-6.

Comment: James Gaffney, Stony Brook-Millstone Watersheds Association: The Plan should address the need to preserve farmland head on, giving prime farmland the same importance accorded to other critical natural areas. No matter how close to population concentrations and transportation corridors, prime farmland should be preserved.

Response: Preservation of farmland efforts must also recognize economic factors -- i.e., not only the need to protect the resource, but also the feasibility of sustaining active agricultural activity. See Recommendation II-6.

Limited Growth Areas

Comment: Middlesex-Somerset-Mercer Regional Study Council, Inc.:
The Guide Plan's neutrality about Limited Growth Areas is too weak. This may be an appropriate place to include more specific standards that would apply to the provision of infrastructure in these areas.

Response: See Recommendation I-10.

Water Supply

Comment: Tri-State Regional Planning Commission: In Chapter III, "Guidelines of Planning," the Water Supply Resources section should be expanded to cover not only the existing infrastructure around which development should be promoted, but also the aquifer and watershed boundaries within which development should be carefully guided or avoided. Various natural water supply areas are mentioned in the discussion of the Growth Areas in the chapter on the Concept Map, but a general statement should be made to indicate that sole source aquifer areas will be a major factor in directing growth.

Comment: The Environmental Defense Fund, Inc. (New York): The location of major potable aquifers has not been mapped on the Concept Map. It should be state policy to avoid contamination of this resource. Aquifers should be designated in the Guide Plan and be subject to the same development and investment constraints as are applied to Conservation and Agricultural Areas.

Comment: The Environmental Defense Fund, Inc. (New York): The Chatham Buried Valley Aquifer in Morris and Essex Counties has been designated a "sole source aquifer" under Section 1424(e) of the Safe Drinking Water Act by the Environmental Protection Agency. This provides a degree of protection to the aquifers by requiring the review of federally funded projects in the aquifer recharge areas to prevent contamination. Three other New Jersey aquifers are being considered for such designation -- The Rockaway River Basin in Morris County; the aquifer which underlies the Town of Ridgewood;

and the coastal plain system of aquifers in southern New Jersey.

Response: The Division of Water Resources, Department of Environmental Protection, indicates that specific mapping of aquifer recharge areas is not available statewide. However, language emphasizing the importance of such areas and discussing the Sole Source Aquifer regulation will be included in the text of the plan. See Recommendation I-7.

Comment: James Gaffney, Stony Brook-Millstone Watersheds Association: The importance of water supply as a constraint on development is understated. Water should be the principal guiding factor. Water supply problems in designated Growth Areas are ignored.

Response: The revised Plan was drafted before significant output from the Water Supply Master Plans was available. However, the Plan does recognize the importance of water supply and the existence of supply problems in Growth Areas, and will integrate the major findings of the Water Supply Master Plan in future drafts. Nevertheless, staff resists the notion that there is one principal guiding factor as alleged. See Recommendations I-7 and I-20.

Conservation Areas

Comment: Tri-State Regional Planning Commission: The criteria for designating environmentally sensitive lands should be specified in the Guide Plan, with or without accompanying maps. Poor-draining soils, insufficient soil cover, flood prone areas, water supply watersheds, aquifer recharge areas, should be among the criteria.

Response: The Guide Plan confines its identification of environmentally sensitive areas to those which appear significant at a statewide scale or which are subject to a specific State regulatory program. The current text indicates in various sections that other sensitive areas exist which are best identified and reflected in local and county plans and land use regulations. Staff does not recommend a change in this approach. Nor is it recommended that the current

draft be expanded to include guidance to municipalities on how environmental constraints should be reflected in local plans and ordinances. Such technical assistance is available from many other sources and its inclusion in the Guide Plan would not be consistent with the Plan's purpose.

Comment: James Gaffney, Stony Brook-Millstone Watersheds Association: A frustrating inconsistency pervades the Plan, by sanctioning growth in suburbs while at the same time supporting concentrated development and farmland preservation.

Response: The Plan recognizes that due to past investment patterns, many suburban areas are experiencing significant growth pressures and have in place the facilities and services necessary to accommodate additional development. To prohibit or impede development in such areas would be neither possible given existing authority nor desirable if the goal of continued economic growth is to be realized.

Cross-Acceptance

Comment: Tri-State Regional Planning Commission: The Guide Plan should accept the "Regional Development Guide" and cross-accept county plans as more detailed expressions of the Guide Plan.

Response: Such acceptance has occurred with county plans at the staff level in the cross-acceptance process. Cross-acceptance with the "Regional Development Guide" has occurred by virtue of DCA's involvement as a voting member of Tri-State. However, a formal cross-acceptance with counties has not been accomplished due to the draft status of the Guide Plan and the absence of any official means for doing so. See Recommendation II-3.

Comment: James Gaffney, Stony Brook-Millstone Watersheds Association: To be effective, the Guide Plan must have some legal relationship to local plans. Legislation is needed to provide a mechanism for integrating the Guide Plan with county or municipal plans and ordinances.

Response: While staff would consider specific suggestions, the plan comparison process involving county planning agencies which have drafted plans which reflect local as well as county concerns can provide the forum for the kind of integration desired, without new legislation. Further, the Municipal Land Use Law currently requires municipalities to consider the Guide Plan as well as other plans in local master plans.

Economy

Comment: New Jersey Economic Development Council: The Guide Plan's economic goal is listed last on the list of goals. This placement is a significant indication of the low priority in the plan for growth and the high priority for conservation, a position that runs counter to the Economic Development Council's objective to encourage economic growth in the State. The low placement of the economic goal could discourage new firms from locating in New Jersey. It is recommended that the list be changed.

Response: The SDGP indicates that all goals should be considered of equal merit and that the order in which they are presented does not imply any preferential ranking. However, the economic goal will be moved up before the goal for clustering development which is somewhat different than the other five goals (see Recommendation I-16). Staff does not agree with the contention that economic growth is given a low priority in the Plan.

Comment: Richard M. Jacobs, New Jersey Chapter of the Society of Industrial Realtors: The Guide Plan has the potential to stifle industrial growth in New Jersey in all but the urban centers. Its overall social and economic impact can be devastating.

Alliance for Action Conference (summary of comments): The Guide Plan will be bad for the State's economy in general, and for the southern part of the State in particular. The plan will scare business away, and it will go elsewhere to competitive states. Communities will use the plan to hinder

development projects, and industrial expansion will, thereby, be curtailed. DCA should undertake an economic impact study to determine the possible consequences of the plan on the State's economy.

Bernard Grad, the Grad Partnership: There is now a proliferation of approval agencies which is causing serious delays in getting projects started. Will the SDGP create another approval authority? Instead of encouraging industries to move into New Jersey, we are creating stumbling blocks.

Response: The strategy of the Guide Plan is to bring about a balance between conservation and growth in the State; neither should dominate. When this premise is applied to the existing pattern of development in New Jersey, the most reasonable land use pattern for the future would stress conservation where conservation is feasible -- i.e., in the southern and northwestern parts of the State -- while targeting growth-inducing investments where the prerequisites for growth are largely in place.

Staff contends that a sound, coordinated investment program and the resulting economies provide an important inducement for development.

What the Plan Is

Comment: Richard J. Sullivan, former Commissioner of DEP: The principle defect of the Guide Plan is its ambiguity about what it really is. It lacks definition of status. The document should state what it is and what it is not.

Unknown speaker at the Alliance for Action Conference: The Guide Plan isn't only a collection of policies; it also suggests policies.

New Jersey Economic Development Council: The Council questioned the seemingly uncritical inclusion within the Guide Plan of other State plans and programs, such as the Pinelands Plan and Urban Aid designations.

Response: The Guide Plan is a synthesis of existing state policies viewed not in isolation, but as a cohesive and integrated program intended to achieve long-range goals.

The definition of the Guide Plan as a document which synthesizes existing state policies should be stated in the beginning of the plan. See recommendation I-4.

REGIONAL COMMENTS

Tri-State Region

Comment: Katherine Poslosky, Tri-State Regional Planning Commission:
The general policy objectives of Tri-State coincide with those of the SDGP.

Pinelands

Comment: Elwood Jarmer, New Jersey County Planners Association: The seven county planning agencies in southern New Jersey have serious problems with the Pinelands Plan. DCA should review the Pinelands Plan thoroughly before it is included in the Guide Plan.

Response: Such a review was prepared and submitted to the Governor's Office of Policy and Planning. Only the Pinelands boundaries -- as established by law -- are shown in the SDGP. The Pinelands Plan will be included in the SDGP only after it has been adopted. See Recommendation II-5.

Atlantic City Region

Comment: Elwood Jarmer, New Jersey County Planners Association: The population projections for the Atlantic City Region are unrealistic in terms of casino industry growth generation and should be reevaluated in the Guide Plan.

Response: See Recommendation II-1.

Coastal Region

Comment: Elwood Jarmer, New Jersey County Planners Association: The casino, tourism and fishing industries should be discussed in the Guide Plan, including the need for investment support.

Response: See Recommendation I-17.

Comment: David Kinsey, Director of the Division of Coastal Resources, Department of Environmental Protection: The revised Guide Plan should be modified to reflect the recent adoption of the 1980 Coastal Management Program. Changes are needed with respect to the names of regional types, the definitions of such terms, and boundaries.

Response: These comments have been discussed with Mr. Kinsey's staff, and appropriate changes will be made in the next draft. See Recommendations I-18 and II-5.

Skylands

Comment: Thomas Sergi, Highlands Watershed Association: There is the need to implement a state management plan for the Skylands, similar to that developed for the Pinelands, in order to prevent the haphazard and destructive development of this environmentally critical and sensitive area. The Skylands is a watershed area whose reservoirs are currently being drawn over their safe yield. Moreover, the well water supply is very susceptible to pollution. The Skylands encompasses 13 municipalities, each with its own land use regulations. In addition, the City of Newark has proposed large-scale development in West Milford.

Response: See Recommendation II-2.

Hackensack Meadowlands

Comment: The Environmental Defense Fund, Inc. (New York): The Revised Draft SDGP fails to incorporate the Hackensack Meadowlands into the statewide scheme for wise land use, in a manner consistent with the Plan's overall goals and criteria. The Plan designates most of the Meadowlands a Growth Area. Small portions are mapped for Conservation, but the boundaries bear little relation to the locations of the Meadowlands' important environmentally sensitive areas and its recreational and aesthetic value. The Guide Plan should be changed (a) to provide for a much larger and more accurately defined Conservation Area in the Meadowlands, and (b) to include a section coordinating development and planning in the Meadowlands with the revitalization of the surrounding older

cities (in Part VI of the Guide Plan, "Relationship to other Plans and Programs"). The Guide Plan states on page 53 that the Meadowlands are a "Sensitive Area," yet they are designated a Growth Area, and planning is left to the Hackensack Meadowlands Development Commission. The potential of statewide planning will be realized only if specific guidance is provided to the HMDC. The Guide Plan should include a plan for the area which proceeds from the need to conserve the environmentally sensitive areas to consolidate investment in existing urban areas.

Response: The Guide Plan Concept Map contains broad areas of recommended land use, but it is not intended that these areas be homogeneous. Proposed Growth Areas, such as that which includes the Hackensack Meadowlands, should not be thought of as solid urbanization without any open space or conservation areas. However, the specific planning within these Growth Areas is not a function of the Guide Plan. Rather, it has been left to the municipalities and the regional commission to plan for this area, with the State agencies having review functions. The specific planning of the Meadowlands District is not a function of the Guide Plan. See Recommendation II-5.

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COUNTY AND LOCAL COMMENTS

ATLANTIC COUNTY

Policy Comments

Comment: Robert Tublitz, County Planning Director: Population targets for the area should be reassessed.

Response: Staff agrees. See Recommendation II-1.

Specific Map/Text Changes

Comment: Robert Tublitz: The area around Smithville, between Alternate Route 561 and Moss Mill Road, should be a high growth area.

Response: This area is currently designated Low Growth by the Coastal Management staff of DEP. A proposal to amend is being considered by DEP and, if approved, will be appropriately reflected in the SDGP.

Comment: Roy Hyman, Atlantic City Development Corporation: The State can be useful by helping local planning boards work within a guided, unified plan. A dialogue is needed between all the planning agencies in the area.

Response: Staff concurs and is actively encouraging such a dialogue with county planning agencies as the principal focus.

BERGEN COUNTY

Policy Comments

Comment: Bergen County Planning Staff: Some concern was expressed regarding population projections.

Response: Staff discussions including the County and Tri-State have been held, but are now adjourned until 1980 census data becomes available. It is also recommended that population targets be reevaluated -- see Recommendation II-1.

Comment: Bergen County Planning Staff: It was also recommended that the SDGP provide guidance regarding the level of development to be supported in the Skylands and controls on such development.

Response: See Recommendation II-2.

Specific Map/Text Changes

Comment The County points out an error on page 118 which has been noted
and
Response: and will be corrected in future drafts.

BURLINGTON COUNTY

Policy Comments

Comment: Bernard Cedar, Director of the County Planning Board: Will the State make the Guide Plan official, and, if so, by what procedure?

Response: See Recommendation II-3.

CAMDEN COUNTY

Policy Comments

Comment: Berlin, Pine Hill, Laurel Springs and Audubon Boroughs: The governing bodies of these municipalities indicated opposition to the "Master Plan Guide" (sic) as an intrusion on home rule.

Response: Letters from the Commissioner of DCA were sent to each borough urging reconsideration of their positions based on an objective review of the Plan.

CAPE MAY COUNTY

Policy Comments

See "Regional Comments" section. Elwood Jarmer in his dual role as County Planning Director and spokesman for the County Planners Association offered comments which are included in that section.

Comment: Elwood Jarmer: The proposed Pinelands Plan is unacceptable to the Cape May County Planning Board. Consequently, the proposed Guide Plan, which encompasses the Pinelands Plan, is also unacceptable. The DCA should thoroughly review and evaluate the Pinelands Plan prior to including it in the Guide Plan.

Response: Such reviews have been prepared and comments transmitted to the Governor's Office of Policy and Planning.

Specific Map/Text Changes

Comment: Elwood Jarmer: The Cape May County Airport area should not be designated Limited Growth. This area was originally excluded from CAFRA to permit industrial development without restrictive controls. The Guide Plan's Limited Growth designation is inconsistent with that original policy and unrealistic in view of the existing industrial, commercial and residential development.

Response: Staff agrees to make this change. See Recommendation I-1.

CUMBERLAND COUNTY

No comment

ESSEX COUNTY

Policy Comments

Comment: Mayor Maureen Ogden, Millburn Township: The Growth Area in Essex is inconsistent with the findings of the Water Supply Master Plan and the water supply shortages which are now being experienced. County-owned parkland and water supply areas are included within the Growth Area and this designation may encourage the development of these lands. Of the two alternative uses of the SDGP indicated in the hearing notice, the second is favored (use to guide investments, not established regulatory practices).

Response: The SDGP assumes that Essex County's population will remain at 1975 levels. The Growth Area designation, therefore, reflects state policies curbing further population losses rather than any effort to encourage major population increases

Staff does not consider this position as inconsistent with the Water Supply Master Plan. The inclusion of publicly-owned open space within Growth Areas has been addressed in the text.

GLOUCESTER COUNTY

No comment

HUDSON COUNTY

No comment

HUNTERDON COUNTY

Policy Comments

Comment: Hunterdon County Planning Board: In a statement adopted by the Board, basic support is expressed for the Plan. The Board noted that the recognition which the Plan gives to

agriculture is "wholly consistent" with the Board's position. The Board has two areas of concern -- the population targets appear to be unrealistically low, and the planned improvement of Route 31 north of Flemington should go forward, even though it traverses agricultural lands.

Response: Reevaluation of the population targets should occur as 1980 Census figures become available and are validated (see Recommendation II-1). Staff has also consulted with DOT regarding improvements to Route 31 and determined that improvements to 31 are scheduled. It is recommended that such improvements be accompanied by a program, such as that being tested along Route 206, to encourage local control of development along the route. See Recommendation II-4.

MERCER COUNTY

Policy Comments

Comment: Hopewell Boro: The Boro government expressed its opposition to "any pending legislation depriving municipalities of the right to develop and plan their own future growth."

Response: Staff is not aware of any such legislation. The Commissioner of DCA has written to the boro urging its review of the Plan and the availability of staff to discuss specific concerns or suggestions.

MIDDLESEX COUNTY

Policy Comments

Comment: Middlesex County Planning Board: The Guide Plan, the draft Middlesex County Land Use Plan, policies of the adopted County Interim Master Plan, and the land use aspect of the adopted Lower Raritan/Middlesex County 208 Plan are all in substantial agreement.

Specific Map/Text Changes

Comment: Middlesex County Planning Board: The exceptionally fine farmland in Plainsboro and Cranbury in southern Middlesex County and also in the adjacent portion of Mercer County

should be designated Agricultural rather than Limited Growth Areas.

Comment: Cranbury Township: The Township Committee also requests that the entire municipality be included in an agricultural area.

Response: See Recommendation I-2.

Comment: Middlesex County Planning Board: The maps identifying watershed areas should include the Jamesburg Parklands, the Duhernal lands and Burnt Fly Bog. Major rivers, lakes, aquifers and recharge outcrop areas should be identified in the Guide Plan.

Response: See Recommendations I-20 and I-21.

MONMOUTH COUNTY

Policy Comments

Comment: Monmouth County Planning Board staff: The Guide Plan is generally consistent with current county plans and policies. However, 1975 population estimates are questioned and the target population projection is considered too low.

Response: The 1975 estimates were developed by L&I and promulgated as "official state estimates." At this point there seems little value in reassessing them. Population targets, however, should be reassessed based on 1980 Census data in conjunction with county and other state agencies. See Recommendation II-1.

Comment: Monmouth County Planning Board staff: How will the Plan be adopted and implemented? It is recommended that it not be used until formally adopted.

Response: See Recommendation II-3.

Comment: Lillian Homa, Planning Coordinator, Hopewell Township: The Planning Board has reviewed the SDGP and is in agreement.

Specific Map/Text Changes

Comment: Monmouth County Planning Board: There are some minor problems noted by the County. None appear to affect the substance of the Plan.

Response: See Recommendation I-3.

MORRIS COUNTYPolicy Comments

- Comment: Morris County Planning Board: The Plan should be given to the Legislature for review and possible approval.
- Response: Copies of the Plan were sent to each legislator. Legislation is currently pending which would provide for formal legislative review.
- Comment: Morris County Planning Board: The Plan should be updated every ten years.
- Response: Staff agrees to reassessment at least every ten years, but also supports more frequent revision and amendment as necessary.
- Comment: Senators Dumont and Vreeland and officials of Roxbury and Jefferson Townships (at a meeting in Morristown): It was contended that the Guide Plan was an intrusion on "home rule" powers.
- Response: Staff disagrees, but recommends clarifying language. See Recommendation I-5.
- Comment: A number of speakers at a meeting convened by the County Planning Board: The SDGP classification of western Morris County is inconsistent with the suit brought against localities in the area regarding exclusionary zoning.
- Response: A Limited Growth designation does not preclude opportunities for "least-cost" housing, nor in any way reduce the municipal responsibility to provide opportunities for such development based on sound local planning. Very few localities do not have existing settlements within which least-cost housing could be provided consistent with the Plan's recommendations.
- Comment: Fred Coterell, Washington Township Committee: The days of "home rule" are gone and there is a need for a regional planning process which should be addressed in the Guide Plan.
- Response: See Recommendation I-5.
- Comment: Senator Dumont: He is totally opposed to the focus on urban revitalization which the Plan reflects.
- Response: Urban revitalization efforts are supported both by statute and executive pronouncements.

Comment: Senator Vreeland: The Guide Plan should be implemented by legislation, not merely by executive order.

Response: The SDGP reflects current legislation and to the extent such legislation is being implemented, the Plan is also being implemented. As a guide to the Executive Branch in performing its constitutional responsibility, the Plan is not dependent on new legislation.

Comment: Tracy Tobin, Mayor, Washington Township: The Plan lacks "teeth." Furthermore, legislative approval would take too long to "save" towns like his which are trying to control existing growth pressures.

Comment: Fred Cotterell, Washington Township Committee: The Guide Plan is not clear on how towns can implement the Plan. It has terms that are not clearly defined. For example, the land use designations don't have density standards which could give municipalities some direction. There is the need to clarify "moderate growth" and "allowing the communities to grow at their own moderate pace." The Guide Plan should be considered from the legal perspective on how it can be defended in the courts. The more vague it is, the more vague will be its implementation and the more subject it will be to judicial interpretation. There should be an economic component in the Plan to indicate whether a municipality can support growth and provide services. There is also the need for the Guide Plan to direct the county, regional and local planning boards to coordinate their efforts.

Response: The relationship of the Plan to other levels of government is addressed in Recommendation I-5. Density standards are included in the Plan -- a minimum lot size of .5 acres is recommended where public water and sewerage facilities are to be provided. However, it is not within the scope of the Plan to establish density limits within municipalities since that function is a local responsibility. Whether a municipality can support growth and provide services is also a local determination. The Guide Plan's focus is on where the State government supports growth given current policies and fiscal limitations. Consideration of the Guide Plan from a "legal perspective" has occurred in lower court decisions

and copies of the Plan have been sent to the Supreme Court. Coordination of county, regional and local planning efforts is stipulated in the Municipal Land Use Law and the Guide Plan is intended to facilitate such coordination.

Specific Map/Text Changes

- Comment: Morris County Planning Board: Five map changes were suggested by the Board.
- Response: These suggestions were submitted by the Board following its public meeting in Morristown and are incorporated on the revised map associated with Recommendation I-6.
- Comment: Lincoln Park Boro: The Mayor and Council recommended two changes to expand the Growth Areas.
- Response: See Recommendation I-6.
- Comment: Mt. Olive Township's Business Administrator: The Growth Area should be expanded to encompass the entire municipality. Any limitation on public investments would be a disservice to the Town.
- Response: See Recommendation I-6.
- Comment: Harding Township, Madison Borough, Chatham Borough, Chatham Township and the Manager of the Great Swamp National Wildlife Refuge: All advocate expansion of the Great Swamp Conservation Area and guidelines to control development throughout the watershed.
- Comment: Harding Township's Mayor: Changes are recommended in the Limited Growth and Growth Areas of the Township.
- Comment: William G. Binnewies, Superintendent, Morristown National Historical Park: Lands around Jockey Hollow, the Lewis Morris County Park, the Audubon Sanctuary and the Girl Scout Reservation west of I-287 to Route 24 should be designated for Conservation.
- Response: See Recommendations II-2 and I-6.
- Comment: Herbert Cannon, Engineer, Chatham Boro: The Growth Area shown in the County conflicts with the need for sound management of the Buried Valley Aquifer which serves some 31 municipalities.
- Comment: Hermia Lechner, South Branch Watershed Association: Further development along I-78 and in the Rockaway Area (Roxbury to Mt. Olive) would be detrimental to water supply resources. The Guide Plan's treatment of the Rockaway and Upper Passaic Basins should be reconsidered.

Response: The SDGP text should be modified to include a discussion of the sole source aquifer regulations imposed by the federal government, and should put greater emphasis on the need to control development in such areas. See Recommendation I-7.

OCEAN COUNTY

Policy Comments

Comment: Ocean County Planning Board: New Jersey has a very real need for a comprehensive master plan. They would like to endorse the Guide Plan's recognition that a state-level plan can only provide a general strategy that must be refined through the planning efforts of county and local agencies.

Response: See Recommendations II-3 and I-5.

Specific Map/Text Changes

Comment: Ocean County Planning Board: The sewerage service area map does not reflect additional information supplied by the Ocean County staff.

Response: The map will be revised. See Recommendation I-8.

Comment: Ocean County Planning Board: In the discussion of the Parkway-Route 9 Corridor, it should be noted that Routes 70 and 72 influence land use decisions.

Response: This information will be added. See Recommendation I-9.

Comment: Ocean County Planning Board: Rural Aid municipalities should be shown on the Concept Map.

Response: See Recommendation I-19.

Comment: Ocean County Planning Board: Lakewood Township does not appear in the ranking of 29 Urban Centers Need Index although it is an Urban Aid municipality. Dover Township does rank as an Urban Center, but is not an Urban Aid municipality.

Response: The needs ranking system, which the Division developed, categorizes Lakewood as suburban, because Dover was judged to be the urban center in that region. The criteria for designating Urban Aid municipalities is entirely statistical and does not include judgements as to urban municipalities' function as regional centers. See Recommendation I-11.

- Comment: Ocean County Planning Board: The Division of Planning should carefully review the recommendations of the Transportation Proposal and supplemental studies prepared by Lakewood Township. These proposals might be suitable for inclusion as an implementation strategy for achieving the goals of the draft Guide Plan in Ocean County.
- Response: The Division has requested a copy of the report.
- Comment: The Hackensack Meadowlands should be designated a Conservation Area on the Concept Map to avoid an apparent discrepancy with the New Jersey Wetlands Act which prohibits development in designated coastal wetlands.
- Response: The Guide Plan is an attempt to provide a composite picture of State legislation and policies affecting land use. Accordingly, the Division is not free to modify plans adopted by State Commissions. See Recommendation II-5.
- Comment: Ocean County Planning Board: The Concept Map shows the Coastal Zone Management Plan land use designations, but these are not shown on the Growth Area map.
- Response: See Recommendation II-5.
- Comment: Ocean County Planning Board: The system used to create the policy based population projections is simplistic. Virtually no growth is projected for Ocean County after 1990. This no-growth scenario contradicts all other population projections prepared for Ocean County at either the federal, state or county level.
- Response: The Office of Federal Statistical Policy and Standards has published a directive in the Federal Register to establish a procedure involving federal, state and substate agencies in developing consistent population projections for states and counties. The projections would be used for all federal fund allocations under various federal assistance programs. The Ocean County Planning Board will be actively involved in this procedure, and it is hoped that the various state departments which use projections will also participate. Also, see Recommendation II-1.

PASSAIC COUNTY

Specific Map/Text Changes

Comment: West Milford Township: The Mayor recommends that terms such as "Limited Growth" and "Moderate Development" be defined in terms of acceptable density levels. While the Township apparently supports the SDGP and its designation of the Skylands Conservation Area, it also notes that Newark's proposed development of portions of its watershed lands has not been adequately assessed, and the question of that proposal's impact on the SDGP recommendation avoided. Although that development may occur initially without public investment, its longer-term impact will generate the demand for new highways and other services which will, in turn, make conservation of the Skylands difficult, if not impossible.

Response: See Recommendation II-2.

SALEM COUNTY

No comment

SOMERSET COUNTY

Policy Comments

Comment: Somerset County Planning Staff: Raymond Brown, Assistant Planning Director, indicated general support for the Plan and urges that a formal plan comparison process be completed, based on the work performed informally with the County and the Tri-State Regional Planning Commission.

Response: See Recommendation II-3.

Specific Map/Text Changes

Comment: Andrew Paszkowski, Planning Director, Franklin Township: There should be three map changes, each minor in nature, which would then bring the Town's zoning in line with SDGP designations. He also inquired regarding next steps to formally cross-accept the Town plan and the SDGP.

Response: See Recommendations I-5, I-12 and II-3.

Comment: Branchburg Township Planning Board: There should be a modification of the Growth Area boundary.

Response: Staff disagrees and has responded directly to the Township.

SUSSEX COUNTY

Policy Comments

Comment: Fred Suljic, County Planning Director: The Guide Plan should address, in more detail, a strategy for helping rural centers provide opportunities for economic expansion and new employment. The Guide Plan should recommend incentives for attracting industries that would be unwilling to locate in New Jersey's urban counties to the rural counties. These industries would otherwise be lost to the Sunbelt.

Response: See Recommendation I-9.

Specific Map/Text Changes

Comment: Franklin Boro Planning Board: The "State Development Master Plan Guide" (sic) should be rejected since it is "a direct insult to the communities of the State of New Jersey."

Response: The Commissioner of DCA has written to the Boro urging a reconsideration of this position based on an objective review of the Plan.

Comment: John Reed, Chairman, Andover Township Planning Board: The Township recommends two minor map changes to reduce the Growth Area and expand the Agricultural Area within the Township.

Response: See Recommendation I-13.

Comment: Tom Minifie, County Board of Agriculture: The Guide Plan places the agricultural land into one corridor, but the farms in Sussex County are actually spread out all over the county; they are not continuous on the land. Sussex County has 539 farms on about 84,000 acres or 25% of the County. Agriculture is a big industry. The county agricultural agents should be used to select the farms in the County. They know the farms and the soils.

- Response: This position appears consistent with the findings of the Farmland Retention Study. See Recommendation I-13.
- Comment: Sussex County Planning Board: The Agriculture designation should be expanded to include the entire central valley, from Hunterdon County to the State line where most of the County's operating farms are located. In addition, Growth Areas should be expanded.
- Response: Based on information provided by the County, the Agriculture and Growth Area designations were expanded. See Recommendation I-13 and accompanying maps.

UNION COUNTY

Policy Comments

- Comment: Clark Township: "The State Development Master Guide Plan" (sic) "is another attempt to weaken home rule" and usurps local zoning and planning responsibilities.
- Response: The Commissioner of DCA responded with a letter urging reconsideration based on an objective review of the Plan.
- Comment: City of Elizabeth: Mayor Dunn indicates, in a letter to Commissioner LeFante, strong support for the Guide Plan and commends the Department for its efforts.

WARREN COUNTY

Policy Comments

- Comment: Russell Miles, County Planning Director: Improvements are needed in the highway system in Warren County, and there is the concern that the Agricultural designation will preclude state highway improvements.
- Response: The Guide Plan supports improvements based on existing need. Also, see Recommendation II-4.
- Comment: Russell Miles, County Planning Director: Agricultural Areas should be protected in some way from the exercise of eminent domain by State agencies, particularly utilities which can disrupt agricultural activities. Some of the most prosperous farms in Warren County are not included in the Agricultural Area designated in the Guide Plan. The selection of agricultural areas in Warren County should be made with additional information on soil characteristics.

Response: Staff will consider these views in future discussions with the County and the Department of Agriculture. They appear to be consistent with the findings of the Farmland Retention Study. See Recommendation II-6.

Specific Map/Text Changes

Comment: Belvidere Planning Board: Belvidere should be shown as a Growth Area or rural center.

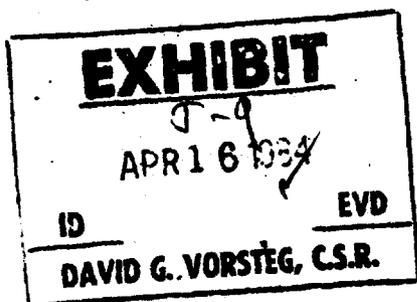
Response: Due to its developed character and its function as a service center for adjacent rural areas, the Guide Plan supports investments designed to improve existing services and facilities within the municipality. See Recommendations I-9 and I-10.

THE DRAFT STATE DEVELOPMENT PLAN

A draft version of the State Development Plan is now ready for discussion to ascertain how closely we have met other agency goals and desires with respect to future state growth. The plan suggests the balance which should be achieved between development and conservation in order to meet the needs of approximately 9 to 9.5 million New Jerseyans in the year 2000. When completed in August 1977, it should serve as a guide for all state agencies with respect to capital investment and programming.

The Concept Map shown on the following page indicates the suggested areas of development and conservation. The Development Areas are the locations where most future growth should occur. Such areas include the major urban concentrations, surrounding partially suburbanized areas, and a number of rural centers. Within the Development Areas, particularly in the suburban portions and around the rural centers, substantial quantities of land still remain vacant, and should be utilized in order to provide more amenable and energy efficient patterns of development.

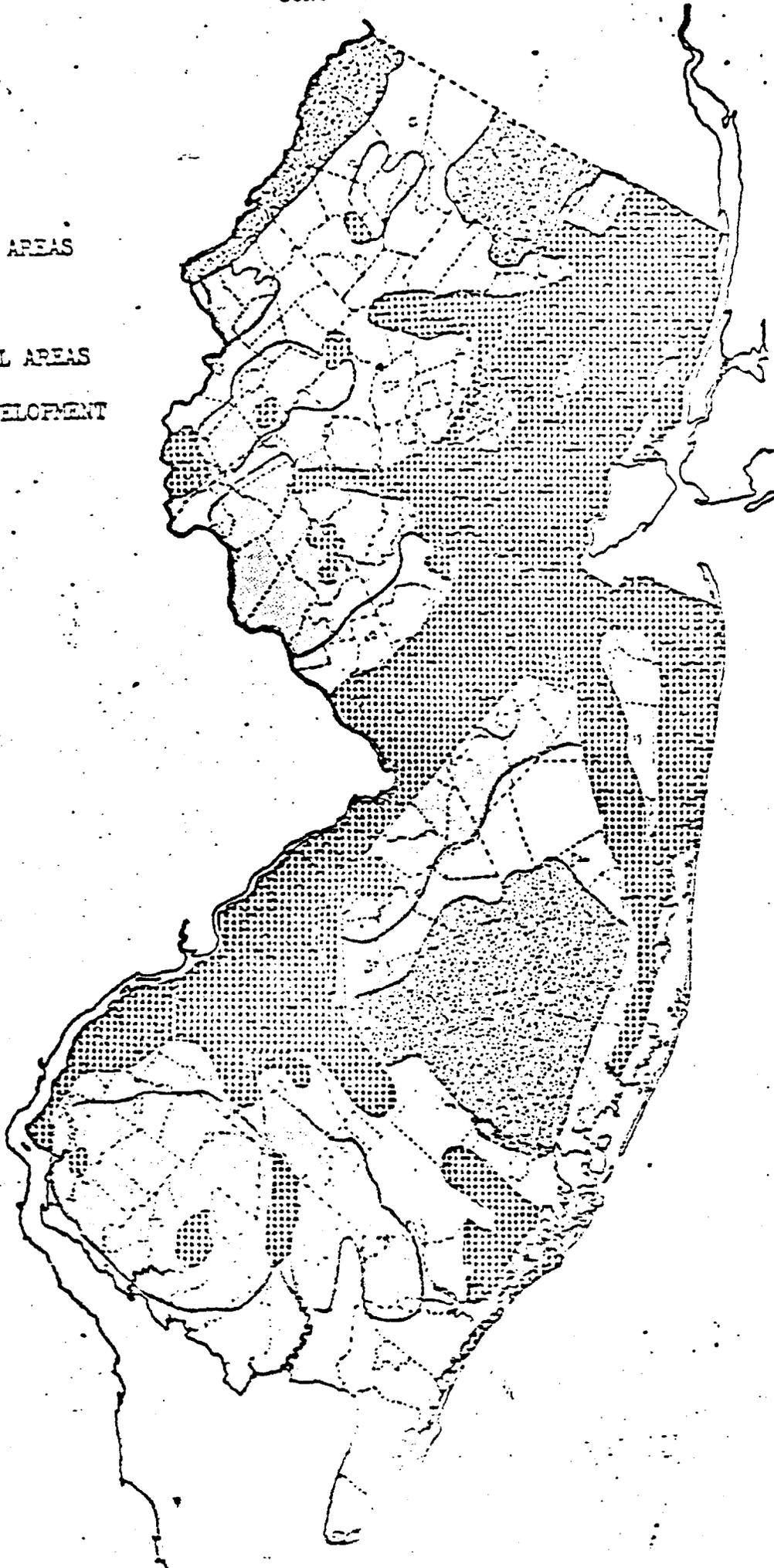
This growth would be in conformance with local planning and zoning and would include extensive parks, open space, recreation sites and natural areas. However, these areas would be considered as priority areas for state sewer, water, housing, transportation, recreation, and other investments.



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CONCEPT MAP

- ▣ DEVELOPMENT AREAS
- ▣ OPEN SPACE
- ▣ AGRICULTURAL AREAS
- ▣ LIMITED DEVELOPMENT



Open Space areas are lands which appear appropriate for large-scale public acquisition or preservation. These include two major areas of traditional concern at the state level: the Pinelands of South Jersey and the Skylands of North Jersey. We believe that these regions should be preserved from future development and suggest a combination of (i) state acquisition of land or development easements, (ii) such appropriate regulations as would accomplish the overall goals within both political and economic limits, and (iii) an appropriate and sensitive public investment strategy.

Not shown on the map are areas for local and county parks. We concur with suggestions that additional local and county recreation centers be developed; but we would not suggest where they might be located, nor what size they might be. We believe that functional planning within the Department of Environmental Protection, and its counterparts at the county and local levels, can work this out.

Agricultural areas contain lands considered most suitable for preservation as farmland. These areas include most of the state's Class I, II and III farmland located in areas capable of being shielded from development pressures. However, to maintain farmland as a viable entity, significant state action is needed. This would include acquisition of development easements, creation of legally-justified preservation zones, enhancement of the farmers rights to conduct normal agricultural practices, and such other actions as would encourage farmers to remain active in New Jersey.

Limited Development areas could be developed in accordance with local planning and zoning. However, they would be low-priority areas for state investments and therefore would develop at relatively low densities. These areas serve as a land reserve for needs that may arise after 2000.

We are seeking your comments, so that the revised plan will be as compatible as possible with state, county and local planning activities. More detailed maps are available for discussion, and should be of assistance in coordinating our planning activities.

For more information contact:

Donald Stansfield, Chief

or

Roger Hoeh, Section Supervisor

Bureau of Statewide Planning
Division of State and Regional Planning
Department of Community Affairs
329 West State Street
Trenton, New Jersey 08625

Telephone:
292-2621 or
292 2845

October, 1976

EXTENT OF MAJOR LAND USES

<u>LAND USE</u>	<u>SQUARE MILES</u>	<u>ACREAGE</u>
Development Areas	2,509	1,606,200
Limited Development	2,777	1,777,800
Agricultural Areas	1,323	845,800
Open Space	<u>901</u>	<u>576,600</u>
Total	7,510	4,806,400

PROPOSED DEVELOPMENT AREAS

Northeastern Metropolitan	1,070	684,900
Central Corridor	380	243,500
Northeastern Coastal	392	250,900
Camden Region	509	325,600
Atlantic City	69	44,000
Rural Centers	<u>89</u>	<u>57,300</u>
Total	2,509	1,606,200

Source: Areas derived by planimetry

10/15/76

PROPOSED AGRICULTURAL AREAS

NORTHWESTERN SECTION	SQUARE MILES	ACREAGE
Sussex County	45	28,672
Warren County	21	13,312
Hunterdon County	122	77,824
	262	167,936
CENTRAL SECTION		
Monmouth & Burlington Counties	250	159,744
SOUTHERN SECTION		
Salem & Cumberland Counties	442	282,624
Gloucester, Cumberland & Atlantic Counties	181	115,712
TOTAL	<u>1,323</u>	<u>845,824</u>

Source: Areas derived by planimetering

OPEN SPACE AND RECREATION AREA

Space Areas	Square Miles	Acreage	Present Holdings and Acreage	Future Acqui Acreage
Western Jersey Border	160	102,400	High Point State Park 12,685 Stokes State Forest 14,868 Washington State Forest 5,829 Delaware Water Gap 27,430 Fish & Wildlife Areas 1. Hainesville 281 2. Flat Brook 1,947 3. Walpack 387 Total <u>64,427</u>	37,973
Parklands	183	117,120	Wawayanda State Park 9,075 Ringwood Manor 3,569 Norvin Green State Forest 2,296 Greenwood Lake 2,567 Fanny State Park 802 Abram Hewitt State Forest 1,890 Fish & Wildlife Areas 1. Wanaque 1,412 2. Hamburg Mountain 3,636 Watersheds 1. Pequannock (Newark) 36,140 2. Wanaque (NJDWSC) 3. Split Rock Pond (Jersey City) 1,427 Total <u>62,814</u>	54,306

LAND ACQUISITION CHART (CONT.)

Space Areas	Square Miles	Acreage	Present Holdings and Acreage	Future Ac Acr
East New Jersey	25	16,000	Great Swamp 5,890 Lord Stirling Park 853 Eagle Rock Reservation 393 South Mountain Reser- vation 2,006 Total 9,142	6,85
Islands	533	341,120	Lebanon State Forest 27,598 Penn State Forest 3,366 Wharton State Forest 99,671 Bass River State Forest 9,100 Warren Grove Recreation Area 617 Fish & Wildlife Areas 181,91 1. Pasadenna 3,119 2. Greenwood 8,958 3. Manchester 2,376 4. Stafford Forge 2,788 5. Swan Bay 818 6. Port Republic 755 Total 159,166	
TOTAL	901	576,640	295,549	281,0

NEW JERSEY DEPARTMENT OF COMMUNITY AFFAIRS

MEMORANDUM

TO Sidney L. Willis, Assistant Commissioner

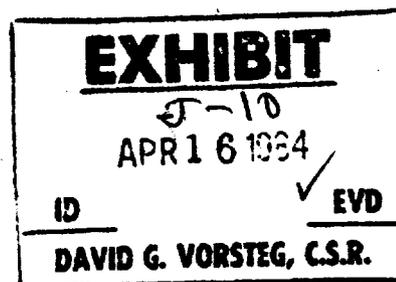
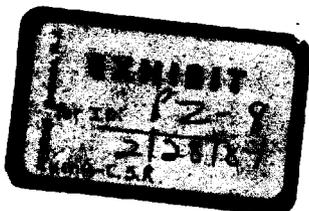
FROM Richard A. Ginnman, Director *RG* DATE June 2, 1977

SUBJECT Tri-State Regional Development Guide II Approval

The Division of State and Regional Planning has reviewed the latest Regional Development Guide II. The goals and assumptions described in the text of the Regional Development Guide were nearly the same goals expressed in the State Development Guide Plan. We have completed an initial examination of the revised maps of residential density and economic concentrations as supplied on May 31, by express bus. While the mapped areas suggesting future growth in the State Development Guide Plan are on a somewhat general level, we would accept the land use density recommendations of greater than two dwelling units per acre and the economic activity centers as delineated in the Tri-State Regional Development Guide as being a more precise reflection of activities within, and consistent with the growth areas shown in the State Development Guide Plan. We would also accept the designation of mixed local centers and small nodes of low density development (2-7 H.U./acre) in the Regional Development Guide where they appear in areas shown in the State Development Guide Plan as Agricultural, Open Space or Limited Growth. It is our understanding that this depiction in the Regional Development Guide is intended to reflect only the existing development shown in these small clusters and does not indicate a policy on the part of Tri-State or the State of expanding growth around these small clusters. Such examples would include:

Allentown	Rocky Hill
Imlaystown	Blawenburg
Roosevelt	Peapack-Gladstone-Far Hills
Manalapan	Chester
Dayton	West Milford

However, staff has observed some differences of opinion in the suburban areas. While accepting the different basis for mapping growth assumptions, where the state has opted for showing areas for continued public investment for growth in contrast to the Tri-State Regional Development Guide which illustrates growth policy in varying density categories, there appear to be conflicts in our growth assumptions in some specific areas. An analysis of our conclusions for these specific areas is attached for your consideration as well as locational maps. Inasmuch as consistency in HUD funded planning efforts is required as well as is desirable, we suggest that the present adoption process allow for future discussion and mutual adjustments in the plans for the areas so described.



In conclusion, with additions to the resolution reflecting the above concerns, we are prepared to endorse the Tri-State Regional Development Guide as meeting the land use element required for filing with HUD.

RAG:ad
Attachment

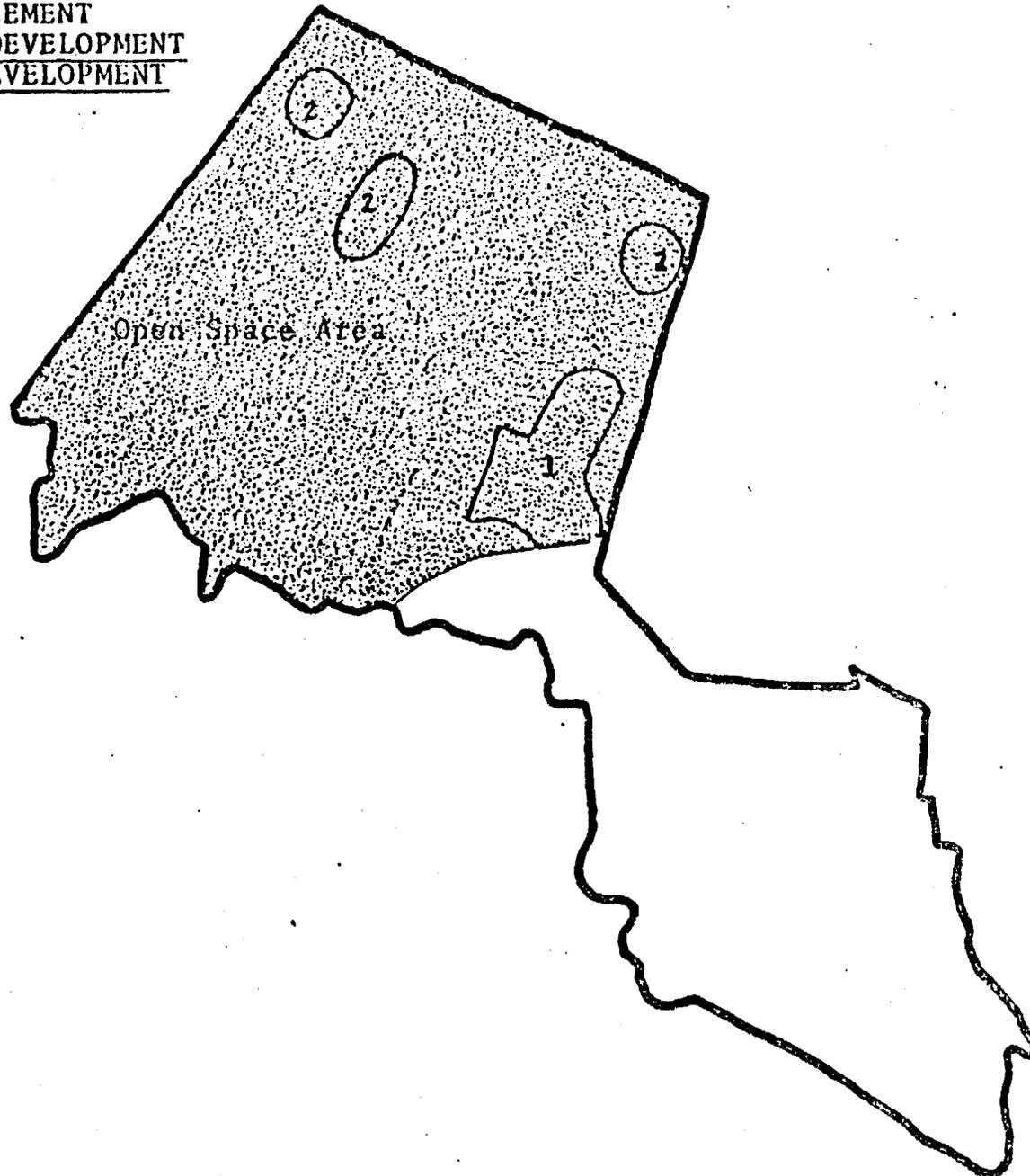
The following are the major areas of disagreement between the Tri-State Regional Development Guide and the State Development Guide Plan:

PASSAIC COUNTY

1. Location: Wanaque Valley on the easterly side of the Wanaque Reservoir along Rt. 511 from Haskell to Lake Erskine.
R.D.G.: Density of 2-7 housing units per acre with sewer.
SDGP: Open Space Area
Discussion: The Wanaque Valley is part of a large open space area that spans three counties along the New York border. The area contains numerous large state and county open space holdings, as well as two major reservoir systems. The topography is largely characterized by steep slope which is evident throughout the area. Relatively few infrastructure investments have been made and there are no high speed arteries serving the area. Open space has been considered for this area to encourage expansion of existing public holdings and to discourage major development which could detract from the quality of water in the reservoir systems.

A significant amount of development has occurred along Rt. 511 on septic systems, and a health problem exists. The SDGP would look favorably upon public investments to correct existing deficiencies in this area provided that a major expansion of growth is not encouraged.
2. Location: Upper Greenwood Lake Area, West Milford, and the Cupsaw Lake Area.
R.D.G.: Local growth centers with a density of 2-7 housing units per acre with sewer.
SDGP: Open Space Area
Discussion: See Discussion under Wanaque Valley

MAJOR AREAS OF DISAGREEMENT
BETWEEN THE REGIONAL DEVELOPMENT
GUIDE AND THE STATE DEVELOPMENT
GUIDE PLAN



(See corresponding numbers in
the text for the description)

MORRIS COUNTY

3. Location: North of I-80 along Berkshire Valley Ridge Road on the western edge of Picatinny Arsenal.
- R.D.G.: Urban residential corridor with a density of 2-7 units per acre with sewer.
- SDGP: Limited Growth Area
- Discussion: Severe topographic limitations are evident in this area. The terrain is steep and the depth to bedrock is shallow. Such conditions often have the effect of significantly raising the cost of infrastructure investments. The County Planning Board suggests that it is unlikely that sewers will be extended to most of this area. Also, the County Master Plan does not recognize this as a growth area.
4. Location: Washington Valley from Succasunna Center in Roxbury Township to Flanders in Mount Olive Township.
- R.D.G.: Rural character with a maximum density of .5 units per acre and without infrastructure.
- SDGP: Growth Area
- Discussion: The Morris County Master Plan identifies Succasunna Center as a regional center with a potential population of 15-30,000 people. Flanders is identified as a local center. Sewerage facilities are available in the Valley and development activity presently is occurring. The Morris County Planning Board supports a development corridor in this area.
5. Location: The area immediately west of Morristown which includes Mount Freedom and Mendham.
- R.D.G.: Urban residential character with a density of 2-7 housing units per acre with sewer.
- SDGP: Limited Growth Area

MORRIS COUNTY (CONT.)

Discussion: There are no major transportation arteries west of Morristown. The Department of Transportation has identified the construction of a small segment of the Route 24 Freeway from I-287 to just north of Morristown as high priority, but has given a lower priority to the next segment from Morristown to Route 206. This segment may not be slated for study for another 10 to 20 years. Two reservoir sites are also present in this area and major development could impact on the quality of the water supply. The SDGP recognizes Morristown as a growth center and any major spread of development beyond Morristown would detract from the viability of the center. The County Master Plan also does not recognize the development potential of the area immediately west of Morristown.

6. Location: Route 513 in the vicinity of Marcella.

R.D.G.: Small urban residential center with a density of 2-7 units per acre with sewer.

SDGP: Partially in a Limited Growth Area and partially in an Open Space Area.

Discussion: Except for a clustering of residences at Marcella and a restaurant and gas station along Route 513, the area is essentially open. The Craigmear Ski Area is a few miles north near Green Pond. Public water supply and sewerage facilities are non-existent in the area, and because of the local topography, the construction of such facilities may be costly.

7. Location: Along Route 15 in the vicinity of Lake Shawnee.

R.D.G.: Small urban residential center with a density of 2-7 units per acre with sewer.

SDGP: Limited Growth Area

Discussion: Single family development on small lots and of a seasonal nature has existed around Lake Shawnee for a number of years. The homes are served by septic systems and potable water is provided by a small water company. In recent years, almost all of the homes have been converted to permanent residences which have had the effect of creating a water supply problem for the Lake Shawnee residents. Thus, the water supply system needs to be

MORRIS COUNTY (CONT.)

51

upgraded. In the past, Jefferson Township has refused to take control of the water company and provide the needed facilities. However, with increased pressure from the Public Utilities Commission, the Department of Environmental Protection and the courts, the township officials may agree to assume control and provide the needed improvements. If this occurs, it is likely that only the existing system will be upgraded, and no significant additional capacity will be built into the system. Sewers for the Lake Shawnee area are not expected for quite some time. The township is just in the process of applying for Federal funds for a Step 1 grant and this probably will emphasize sewerage of the southern portion of the County. Nothing is expected to happen in the Lake Shawnee area for another 10-15 years.

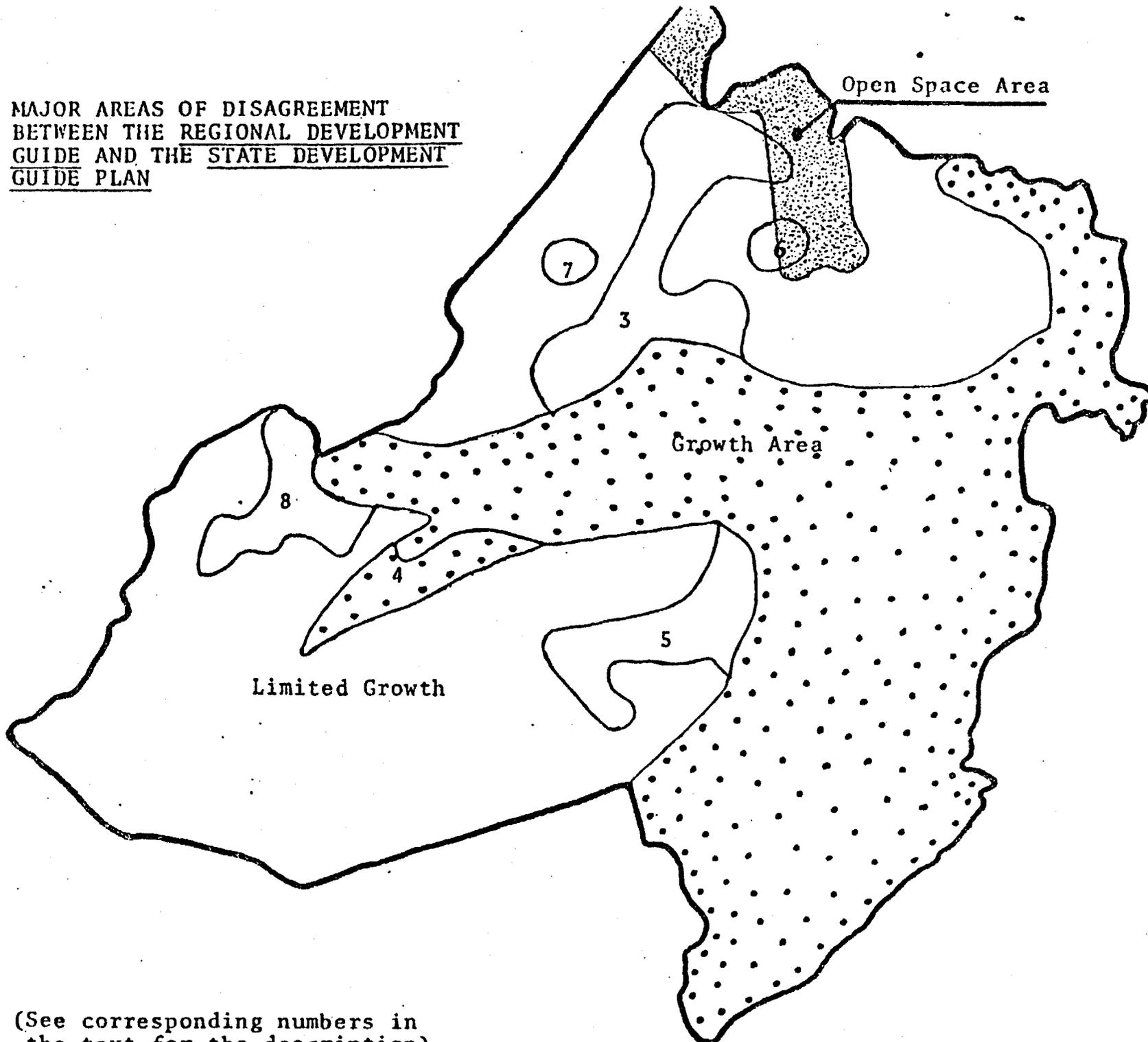
8. Location: South of I-80 along U.S. 46 in Mount Olive Township.

R.D.G.: Urban residential development with a density of 2-7 units per acre with sewer.

SDGP: Limited Growth

Discussion: The SDGP would rather encourage development to concentrate along I-80 than to spread out along U.S. 46. A significant amount of development exists around Budd Lake. Mount Olive Township has zoned for PRD south of U.S. 46 near to Hackettstown. Construction is already underway in this PRD zone. However, public sewerage and water supply facilities are lacking in this area. The Morris County Master Plan identifies a major center at Netcong which might impact on the U.S. 46 area. The Bureau of Statewide Planning is considering possible changes in this area.

MAJOR AREAS OF DISAGREEMENT
BETWEEN THE REGIONAL DEVELOPMENT
GUIDE AND THE STATE DEVELOPMENT
GUIDE PLAN



(See corresponding numbers in
the text for the description)

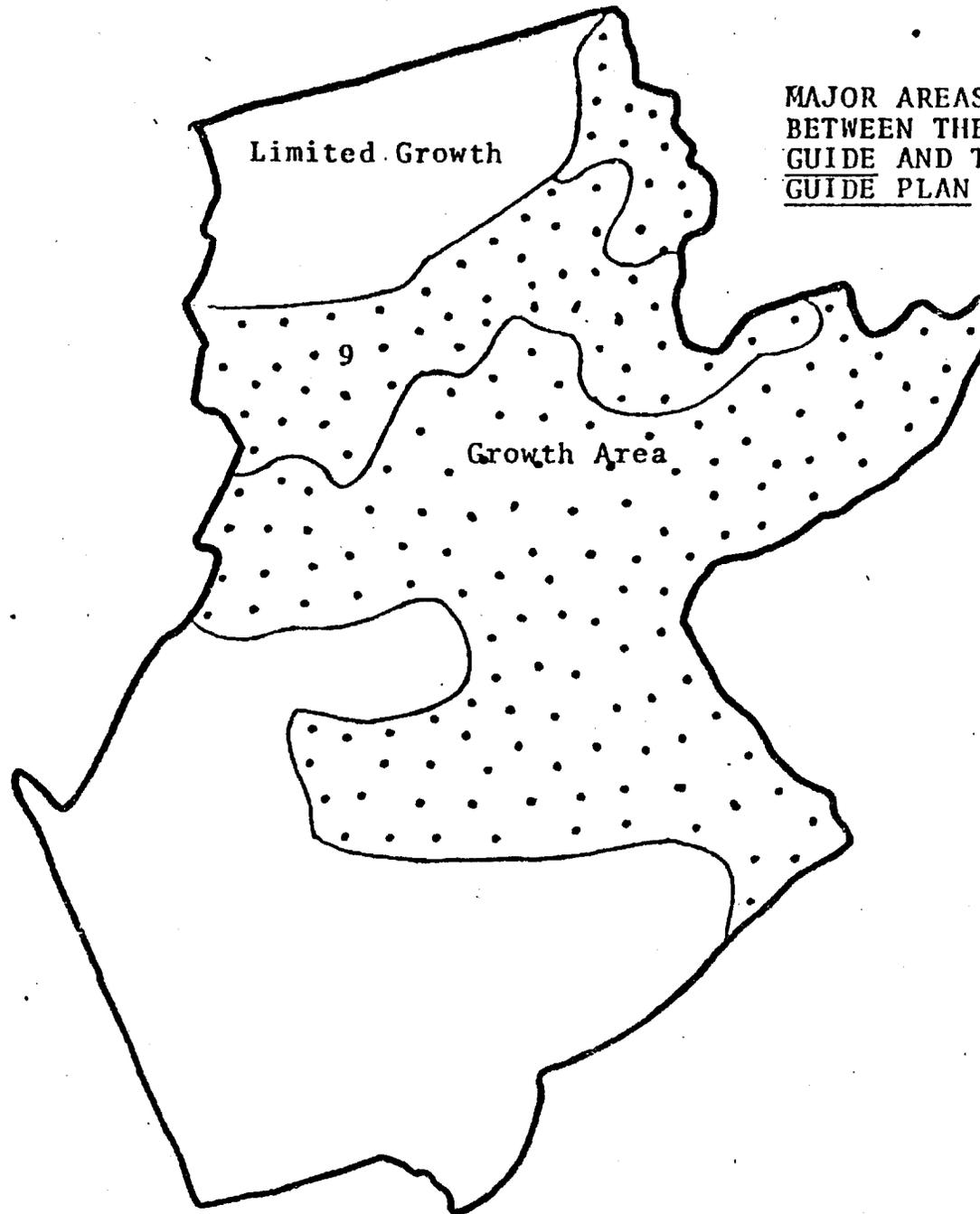
SOMERSET COUNTY

9. Location: The I-287 and I-78 corridors through Bernards, Bedminster and Far Hills Townships.
- R.D.G.: Depicts this area as predominantly rural (less than .5 du/A) and not appropriate for public infrastructures.
- SDGP: Growth Area

Discussion: There are five (5) interchanges of significance along I-78 and three (3) along I-287 which have the potential to act as growth inducements in the region. Additionally, the Erie-Lackawanna Railroad presently provides commuter service to points north. The AT&T installations at Bedminster and Basking Ridge, with a projected 1980 employment of more than 6,000, and the American Hoechst facility near Bernardsville, currently employing 1,100 and expected to increase in the near future to more than 2,000, solidifies the I-78 - I-287 area as a major employment center in Somerset County. However, this area is not identified on the Tri-State map of Economic Concentrations.

The Division of State and Regional Planning recognizes that the Somerset County Master Plan supports the Regional Development Guide for the subject areas. The County Planning Board is also in the process of developing the 201 Facilities Plan for the Upper Raritan Watershed.

MAJOR AREAS OF DISAGREEMENT
BETWEEN THE REGIONAL DEVELOPMENT
GUIDE AND THE STATE DEVELOPMENT
GUIDE PLAN



(See corresponding numbers in
the text for the description)

MIDDLESEX COUNTY

10. Location: Lower Middlesex County along Route 1 in South Brunswick and Plainsboro Townships extending to the main lines of the Penn Central to the east and into Somerset County.
- R.D.G.: Much of this area is classified as appropriate for rural development (less than .5 du/A).
- SDGP: This area is classified for development supported by public investment.
- Discussion: The Division finds the southern portion of the County as generally suitable for development, while both Middlesex County and Tri-State maintain that this area should be kept at relatively low residential densities for agricultural activities and aquifer recharge areas. The Division finds that there are a number of important growth factors which are present in this area of the County. These factors include the high level of transportation access afforded by Route 1, the New Jersey Turnpike and the main lines of the Penn Central (ConRail) Railroad. This area is also located between two important employment centers (the Trenton and New Brunswick Metropolitan Areas) which presently contains and continues to attract economic development. The attractiveness and desirability of this area is further enhanced by the available water supply and favorable soil conditions for development. It should be noted that the Division has previously articulated its position regarding development in southern Middlesex County to the Standing Committee on Land Use, Environment and Energy in a memorandum on January 7, 1977.
11. Location: The area between the New Jersey Turnpike and Route 130 in Cranbury Township.
- R.D.G.: Rural development
- SDGP: Development
- Discussion: See above Discussion

MIDDLESEX COUNTY (CONT.)

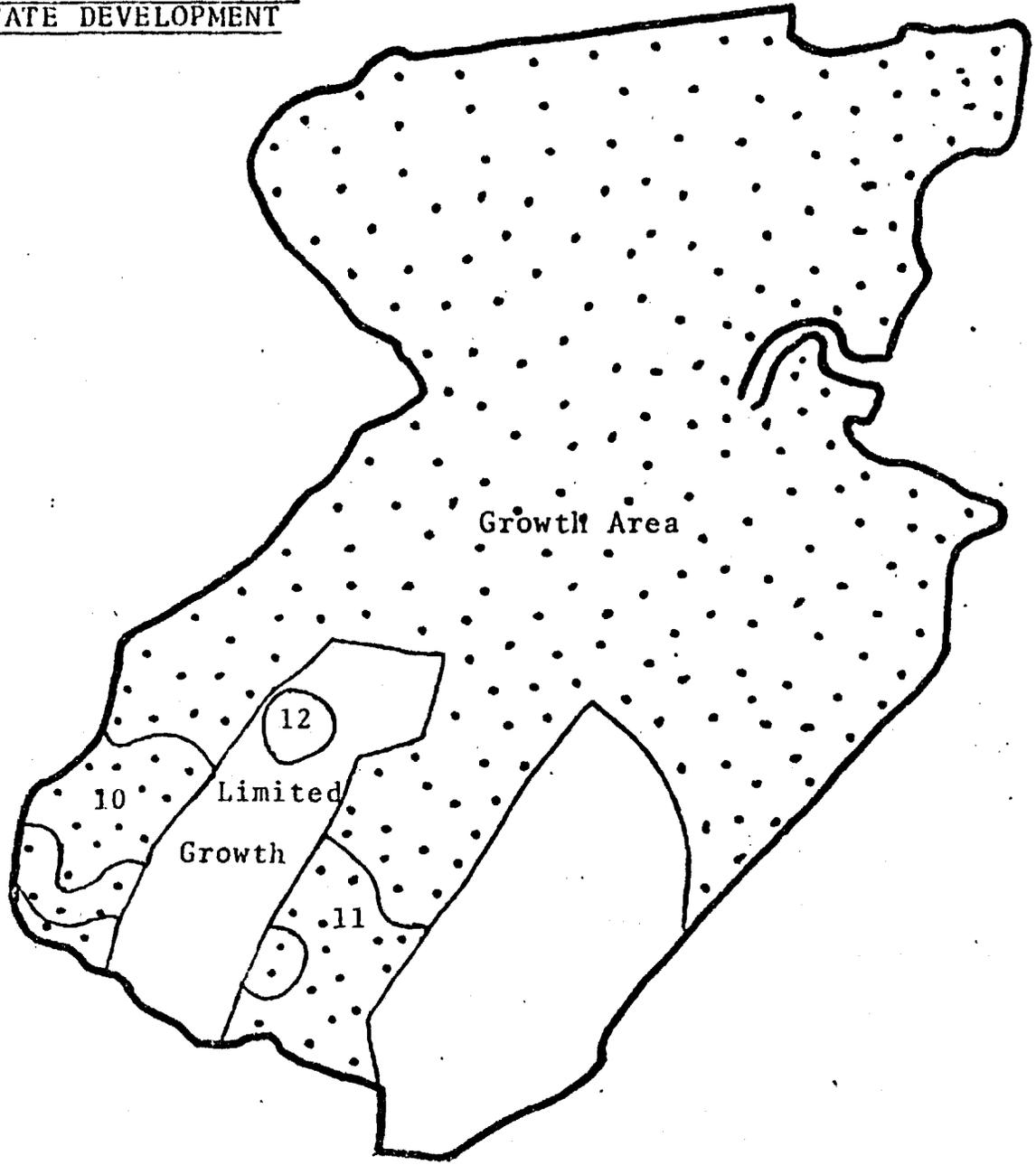
12. Location: Monmouth Junction, South Brunswick Township.

R.D.G.: Urban residential center with a density of 7-15 units per acre and served by public transportation.

SDGP: Limited Growth Area

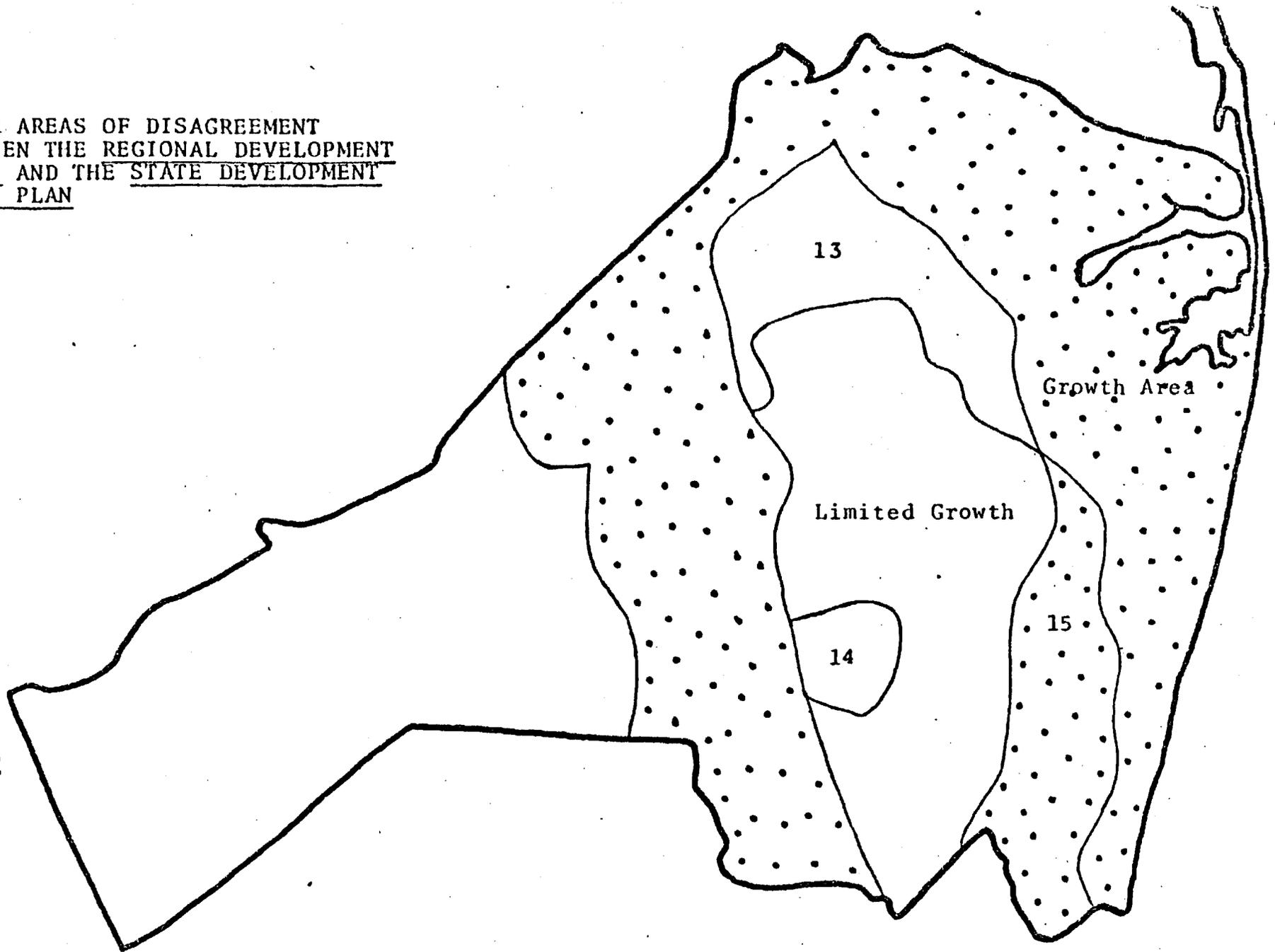
Discussion: South Brunswick Township has zoned this area for PRD, the first of which is currently under construction. Local officials have designated this area as the future township center. As a result of public participation activities, the Statewide Planning staff is aware of South Brunswick's designation of this area as a growth center and is considering possible changes in this area.

MAJOR AREAS OF DISAGREEMENT
BETWEEN THE REGIONAL DEVELOPMENT
GUIDE AND THE STATE DEVELOPMENT
GUIDE PLAN



(See corresponding numbers in
the text for the description)

MAJOR AREAS OF DISAGREEMENT
BETWEEN THE REGIONAL DEVELOPMENT
GUIDE AND THE STATE DEVELOPMENT
GUIDE PLAN



(See corresponding numbers in
'the text for the description)

'MONMOUTH

MONMOUTH COUNTY

13. Location: In northern Monmouth County within the approximate boundaries of the Garden State Parkway on the east, Route 79 on the west and Route 520 on the south.
- R.D.G.: Urban residential development with a density of 2-7 units per acre with sewer.
- SDGP: Limited Growth Area
- Discussion: The headwaters of Willow Brook which flows to the Swimming River Reservoir drain this area, and major development could impact on the quality of the water supply. The SDGP also would rather encourage development to concentrate in the growth corridors to the east of the Garden State Parkway and along Route 9, and discourage it from spreading into the central relatively open area between the corridors. The Monmouth County Master Plan also recognizes this area for its low density character.
14. Location: In the southern part of the County, east of Route 9 along Route 524 in the vicinity of Farmingdale.
- R.D.G.: Urban residential development with a density of 2-7 units per acre with sewer.
- SDGP: Limited Growth Area
- Discussion: The State is purchasing land immediately south of Route 524 through the Green Acres Program for the proposed Manasquan Reservoir. Allaire State Park is also located just to the east of the reservoir area. The SDGP would rather encourage development to concentrate in the Route 9 corridor than to spread along Route 524, which would impact on the State facilities. The Monmouth County Master Plan recognizes a low density character in this area.

MONMOUTH COUNTY (CONT.)

15. Location: The land generally located between the Garden State Parkway on the west and Route 18 on the east.

R.D.G.: Rural development with a maximum density of .5 dwellings per acre and relatively little infrastructure.

SDGP: Growth Area

Discussion: With the completion of Route 18, the area will be more than adequately served by major highway facilities. In addition to a six mile section of Route 18, which is already completed, the Garden State Parkway and Routes 34 and 38 provide four lane access to the area. A significant amount of development has already occurred between the two major north-south highways, and it is difficult to ignore this trend.



State of New Jersey

DEPARTMENT OF COMMUNITY AFFAIRS

PATRICIA Q. SHEEHAN
COMMISSIONER

363 WEST STATE STREET
POST OFFICE BOX 2768
TRENTON, N.J. 08625

EXHIBIT
J-11
APR 16 1984 ✓
ID **EVD**
DAVID G. VORSTEG, C.S.R.

September 29, 1977

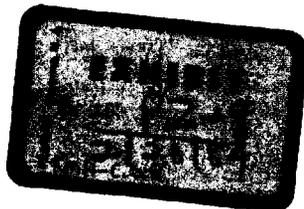
TO: ALL COUNTY PLANNING DIRECTORS
FROM: Donald Stansfield, Chief *MS.*
Bureau of Statewide Planning
Division of State and Regional Planning
RE: CHANGES IN THE STATE DEVELOPMENT GUIDE PLAN CONCEPT MAP

By now you should have received an advance copy of the State Development Guide Plan report and assessment statements. If these documents have not yet been received, please let me know. Preparations are now underway to print the report and distribute copies throughout the state. A program to encourage public discussion of the report is also being formulated. Any suggestions you might have and any assistance you can provide in this regard would be very helpful.

To a considerable extent, the current draft reflects suggestions which you provided my staff during the series of discussions held over the past year. The enclosed material presents how the Plan was changed and why, as a result of these and other meetings.

I look forward to hearing from you.

DS:kcj
Enclosure



D22 EVD
JAN 9 1983
COMMUNITY AFFAIRS
TRENTON, N.J.

ADJUSTMENTS TO THE CONCEPT MAP

As of September 1977

State Development Guide Plan

After discussions with representatives of State government, the county planning agencies, Tri-State Regional Planning Commission, The Regional Plan Association, two major utilities and other public interest groups, and after additional analysis and discussion by the staff of the Bureau of Statewide Planning, the following boundary changes were made on the Concept Map:

Atlantic County

The southern boundary of the Open Space Preservation Area in the Pine Barrens was adjusted in the vicinity of Galloway and Mullica Townships and Egg Harbor City to include additional headwaters of the Mullica River.

Bergen County

The boundary of the Open Space Preservation Area in the Skylands region was moved to the Ramapo River in western Bergen County and east of the Ramapo River in the Campgaw Mountain area. The Ramapo Mountain range lies to the west of the Ramapo River and much of the terrain consists of steep slopes. A significant amount of the land in this area is either in public or semi-public ownership, and the County is apparently interested in acquiring additional open space areas.

Burlington County

The boundary of the Pinelands Open Space Preservation Area was shifted to the northwest in the vicinity of Pipers Corner and Tabernacle to include the headwaters of several tributaries to the Mullica River. There is concern that major development in the northern part of Shamong and Tabernacle Townships could have a significant impact on the quality of water in the Mullica watershed and affect several cranberry bogs.

Cape May County

Growth Area designations were eliminated for Wildwood and Ocean City. The County planners reported that the two cities are almost entirely developed and most future development will be either infill or redevelopment. The County is hoping to preserve the resort nature of the Cape May coast and is opposed to major new development in the coastal towns.

Cumberland County

The Growth Area which encompasses Millville and Vineland was expanded in the vicinity of Union Lake. The Maurice River Company owns a sizeable amount of land in the Union Lake watershed and is currently developing one section. The Company also has approvals for major development on the other sections of the land. The City of Millville formerly utilized Union Lake as a source of potable water, but has since converted to public supply wells.

Essex County

The Open Space Preservation Area between South Mountain Reservation and Eagle Rock Reservation was eliminated. The area has not developed because of the severe slopes and probably will remain undeveloped without state or county intervention. It is now classified in the Limited Development category.

The Great Piece Meadows was designated as an Open Space Preservation Area. Development of this land could add to an already serious flooding problem on the Lower Passaic River.

Gloucester County

The Growth Area in the southwestern part of the county was extended to the New Jersey Turnpike. A number of factors will continue to encourage growth in this area, including the expansion of sewer systems, particularly in East Greenwich, the existence of I-295, and the expansion of the petrochemical industry in the area.

The Growth Area along Route 47 was extended in a southerly direction to include Clayton. It was noted that sewers are in place in Clayton and is likely that the eastern part of Elk Township will eventually tie into this system.

The Growth Area along Route 42 was extended to Williamstown in Monroe Township. It was noted that major development encouraged by sewers and relatively low land values is taking place in this corridor.

The boundary of the Agricultural Preservation Area was shifted to the north in Harrison, South Harrison, Elk and Woolwich Townships to include some major agricultural lands.

Hudson County

Land along the Hackensack River in the Hackensack Meadowlands District in Bergen and Hudson Counties was designated as an Open Space Preservation Area. The Hackensack Meadowlands Development Commission is attempting to preserve waterways, wetland areas, waterway buffer strips and waterfront recreation areas as part of the Meadowlands open space system.

Hunterdon County

The Growth Area along I-78 in the vicinity of Route 31 was expanded somewhat to the south along Route 31 and to the north to include all of High Bridge. Pressures for growth are increasing in this area because of improved highway access and the availability of major recreation facilities.

The Flemington Growth Area was expanded west of the town along Route 12 to the County Administration facilities. Pressures for development are increasing in this area.

The southern boundary of the I-78 Growth Area was moved south of the White House Station and extended eastward across the northern boundary of Solberg Airport. Development pressures along U. S. 22 precipitated this boundary change.

Mercer County

Several hundred acres in West Windsor Township along the Washington Township and East Windsor Township borders from Edinburg to the Middlesex County boundary were reclassified from a Growth Area to a Limited Growth Area. The land currently exists in active agriculture, and sewers are not expected to be extended to the area in the near future.

The area is connected to a similar land area in Middlesex County that also has been reclassified as a Limited Growth Area.

Middlesex County

Two large parcels of land between U. S. 1 and the New Jersey Turnpike in Plainsboro, Cranbury and South Brunswick Townships were reclassified from a Growth Area to a Limited Growth Area. The two land areas are separated by a narrow Growth Area in the Monmouth Junction-Dayton area

which South Brunswick has established as a high density district. The Limited Growth classification has been utilized in this area to recognize the active agricultural lands in Plainsboro and Cranbury Townships and certain environmentally-sensitive flood-plains and swamplands in South Brunswick.

The Agricultural Preservation Area in the southern part of the County in the proximity of Route 33 was expanded to the north and east to include additional agricultural lands in Monroe Township. The new boundary closely follows the former Penn-Central (Freehold and Jamesburg Branch) rail line to the east.

Monmouth County

The Growth Area in the northern part of the County was expanded south of Matawan at the request of Tri-State. The adjusted boundary was carefully located to avoid the headwaters of the proposed Swimming River Reservoir.

Morris County

The boundary of the Growth Area to the north of the White Meadow Lake was shifted south to the northern edge of Mount Hope Lake to avoid some areas of steep slope.

The Growth Area along I-80 was extended into Washington Valley from Succasunna to Flanders. A significant amount of development already has occurred in the Valley and pressures for development continue. Public sewers are available at Flanders.

The Development Area along Route 10 was shifted to the south to include the Shongun Lake area. A significant amount of development exists in this area and public sewers are available. This change is also consistent with Tri-State's and the county's treatment of the area.

Ocean County

The boundary of the Growth Area along U. S. 9 and the Garden State Parkway was moved west in Berkeley and Manchester Townships to Lakehurst.

The boundary of the Pinelands Open Space Preservation Area was shifted slightly to the north in the Cedar Creek area in order to provide an additional buffer to the stream.

The Limited Growth Area in the northern part of the County between the Garden State Parkway and U. S. 9 was reclassified as a Growth Area. The County hopes to acquire some land along the Metedeconk River for open space, but most of the area will experience substantial development. An industrial park and planned residential development are currently proposed for the area.

Salem County

The Growth Area was moved from the New Jersey Turnpike to I-295 in Upper Penns Neck and Oldmans Townships. Prime agricultural soils exist in the area between the two highways. In addition, there are no current pressures for development in the area. This could change if the Federal Government sells the land it owns along the Delaware River in Upper Penns Neck and Oldmans Townships. If the land is used for petrochemical facilities, it could exert pressures for development on the adjoining agricultural lands.

Somerset County

After discussions with the County Planning staff, the boundary of the Growth Area along I-287 was moved from north of U. S. 202 and the local centers of Bedminster and Lamington to a location between U. S. 202 and I-287 and between Lamington and I-78. After further discussions with the County and Tri-State, the boundary was again adjusted to the south of I-78, a short distance west of Plukemin.

The Growth Area was expanded in Hillsborough because of major PUD activity in the Township.

The boundary of the Growth Area was adjusted south of Bridgewater Township and Raritan Borough in the vicinity of the Doris Duke Estate and portions of the area were reclassified as Limited Growth.

Sussex County

The Growth Area was expanded to the north and west of Newton to recognize some additional growth in the area.

Warren County

The area south of Belvidere between the Delaware River and the first mountain range to the east was reclassified as an Agricultural Preservation Area. The area contains many of the active farms in the County, and new investments in farming are occurring.

Adjustments were made to the Agricultural Preservation Area to the southeast of Worthington since agricultural activity on the plateau near Worthington and west of Hainesburg is not significant.

The Agricultural Preservation Area to the west of Hackettstown was extended to include the muck lands along the Pequest River.

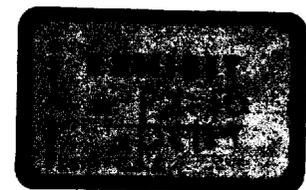
Plan Comparison Process
Mary Winder
June 29, 1979

EXHIBIT	
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DAVID G. VORSTEG, C.S.R.	

This would appear to be an appropriate time to summarize the joint state-Tri-State cross-acceptance program, as it is now nearing completion. The findings of the plan comparison activities have already been presented to five of the nine county planning boards, two more are scheduled for July, and the remaining two should be completed shortly thereafter.

A noticeable proportion of the work effort that has gone into the cross-acceptance program has been directed toward developing the procedures. Working in a new area of three way plan comparison, with an emphasis on policies as well as maps, has required continuing development of new ways of analyzing texts and identifying consistencies and inconsistencies, of comparing maps and recording agreements or disagreements, and of finding meeting times and agendas and recording methods, which would allow plan comparison activities to move ahead smoothly while providing notes of the proceeding and decisions.

A major step in developing the procedure was to find a means to compare policies embodied in plan texts. After trying several potential approaches, a "policy worksheet" was created. The worksheet lists policies concerning critical land conservation, development concentration, urban revitalization, the balance of dwellings, jobs and services, and the provision of publically funded facilities. The worksheet was first developed to compare state and Tri-State policies and to identify inconsistencies. It was subsequently extended, as had been intended, to include county policies as well.



The policy statements are drawn from the written documents of each agency to the greatest extent possible. In the case of the state and Tri-State, the policy statements are drawn from the State Development Guide Plan and the Tri-State Regional Development Guide. At the county level, staff statements are used when adopted plan elements do not adequately reflect current policies.

After the policy statements have been completed, a determination is made, through joint discussion, as to consistency. This finding is noted in a fourth column on the worksheet. Several key phrases - consistent, consistent in intent, and inconsistent - are used so that the findings on each worksheet are readily apparent and comparable. In some instances, it is concluded that policy comparisons are "not applicable" owing to differences among counties in their land use patterns and corresponding policy needs.

Map Comparison Process

A method of map comparison was also developed. The purpose of the map comparisons is to compile recommendations as to changes needed in the Tri-State grid designations and the SDGP area demarcations. These recommendations will, in turn, be incorporated into plan revisions, so as to achieve as much compatibility with county master plans as possible.

A map worksheet was developed by Tri-State to provide a record of changes requested by the counties and action taken. State recommendations are listed by Tri-State cell number on memos prepared for each county. The recommendations of each agency are jointly discussed, maps and data compared and agreement is reached on most recommendations for Tri-State map changes. County recommendations for state plan map changes are recorded for collective

review and action. The agreements and disagreements with respect to the map designations are listed in a memo prepared by the state, reviewed by Tri-State and the county for accuracy, and supplemented by maps showing the recommended changes.

Meeting Process

These two major plan comparison components - the policy worksheet and the map review system - constitute the substance of the plan comparison process. Preparation and discussion of these components is preceded by an introductory meeting with state, Tri-State and county staff. The process is completed, with respect to county participation, when the plan comparison findings have been presented to the planning board and a resolution of cross-acceptance passed. The meeting procedure is outlined below:

1. Initial meeting with the County

Purpose: to explain the cross-acceptance process, briefly mention major policies and obtain agreement from the county to participate.

Attendance: usually includes senior staff from all three agencies.

Preparation: Preliminary comparison of land use and housing policies.

Output Wanted: county agreement to proceed and begin map comparison studies and current county plans and policy documents for State and Tri-State use.

2. Policy worksheet meeting

Purpose: to discuss county land use policy following the "agenda" of the policy worksheet.

Attendance: One or more persons from the state and Tri-State cross-acceptance staffs, usually the county planning director, and one or more members of his staff.

Preparation: Completing the county policy statement section of the policy worksheet and noting possible consistencies and inconsistencies. Most counties have chosen to have Tri-State fill in the county policy statements drawing from the county plan elements. During the meeting the accuracy of these statements as reflections of current county policy is checked, any blank areas are filled in with verbal statements from the county, and determinations are made as to whether the policies of the county are consistent with the state and Tri-State. The consistency of the state population targets and the Tri-State planning targets for year 2000 people, housing and jobs (+5% of Tri-State figures) is also evaluated.

Output wanted: a completed policy worksheet identifying consistency and inconsistency of policies and targets. This worksheet is used to prepare the summary report. Usually, a few items are held for further thought, and as a result, the worksheet is often finalized in follow-up phone calls.

3. Map review-meeting

Purpose: to compare the county, state and Tri-State maps. The Tri-State planned residential densities and major non-residential densities maps are the bases of discussion. This meeting may be concurrent with the policy meeting.

Attendance: One or more persons from the state and Tri-State cross-acceptance staffs, usually the county planning director and one or more members of his staff.

Preparation: County and state review of the Tri-State maps, completion of map worksheet listing requested changes by Tri-State grid coordinate system, and giving the reason for the recommendations.

Output wanted: Agreement as to all changes recommended for the Tri-State maps, as well as recommendations for the State Plan maps.

Subsequently, a memo is prepared listing any inconsistencies that remain between county and state as to Tri-State grid designations, as well as county recommendations for changes in the State Plan map.

4. Cross-acceptance summary memo meeting

Purpose: to draft a joint memo summarizing policy and map consistencies and inconsistencies with recommendations for action.

Each agency used output of policy and map comparison worksheets to write their own policy statements and recommendations. This work may be concurrent with policy or map comparison meetings.

Attendance:- one or more persons from the state and Tri-State cross-acceptance staffs, usually the county planning director and one or more members of his staff.

Preparation: completion of the policy worksheet and the map comparison worksheet.

Output wanted: a final draft of the joint summary memo.

5. Presentation to the county planning board

Purpose: to convey the findings of the staff plan comparison activities to the planning board, so that the board can discuss these issues and pass a resolution cross-accepting plans.

Attendance: includes planning board and senior staff from all three agencies; occasionally the public.

Preparation: completion of the summary memo, including the Tri-State map of proposed changes, and the county map recommendations for the State Plan map, and a model resolution.

Coordination of agenda: subjects to be covered, and by whom, in the joint presentation.

Output wanted: A resolution of cross acceptance of plans except for any stated inconsistencies. It is not expected that any action will be taken at this meeting. Following the presentation to the planning board, the state and Tri-State prepare separate, short memos summarizing the meeting.

6. Subsequent steps

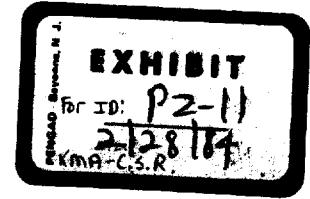
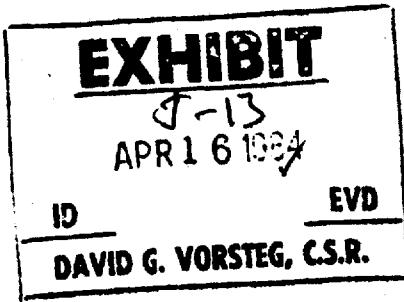
After these meetings have been concluded each agency will follow their own procedures for recognizing the counties' cross-acceptance resolutions and for incorporating the findings in plan revisions.

Evaluation

The procedure which was developed has enabled us to thoroughly examine the policies contained in the plans of each agency. The worksheet, which enabled us to do this, has become a way of "getting at" the text of the plans and exploring similarities and differences that became apparent only with careful reading.

More importantly, use of a policy worksheet has focused attention on planning policies as opposed to plan maps. To think in terms of an explicit list of policies, which underlie the mapping, appears to be a neglected aspect of planning. This activity has indicated the need for more clearly defined policies in the State Plan, and for further comparison of policies among state agencies.

Perhaps the most significant benefit of the cross acceptance process has been the increase in communication among land use planning agencies. The process of actively soliciting recommendations for plan revisions appears to have focused attention on the resolution of problems and desirability of plan consistency.



MEMORANDUM

TO: Joel S. Weiner, Director, Tri-State Economic
Development and Land Use Division

Robert J. Richmond, Secretary, Tri-State Standing
Committee on Land Use, Environment and Energy

Richard A. Ginman, Director, Division of Planning,
New Jersey Department of Community Affairs

FROM: Katharine Poslosky, Tri-State Land Use Coordinator
for New Jersey

Mary Winder, Principal Planner, Division of Planning,
New Jersey Department of Community Affairs

DATE: January 16, 1980

SUBJECT: TRI-STATE AND NJDCA JOINT STATUS REPORT ON LAND USE

COPY TO: F. Johnson, F. Lapp, D. Pawling, D. Stansfield, R. Hoeh

The Regional Development Guide (RDG) and the State Development Guide Plan (SDGP) have been compared not only with each other, but have been discussed in cross-acceptance meetings with nine counties. This process provided an opportunity to thoroughly explore the similarities and differences between the plans, as they were compared in urban, suburban and rural areas with county planners evaluating their policies in relation to the RDG and the SDGP.

The broad policies of both plans are similar. However, the RDG has a more detailed expression of these policies. In particular, the RDG contains maps which show incremental density ranges for each square mile. There is also an extensive classification and designation of economic centers, and employment and housing unit targets are provided as well as population. This detailing of the broad policies sometimes indicated differences in approach and/or expectations that were not apparent at a more general level of plan comparison. These inconsistencies will be discussed later, following a discussion of the similarity of the broad policies.

reasonable expectation for the intensively developed areas that are now experiencing declines. This policy difference is particularly clearly reflected in the RDG population targets for Union and Essex counties which are substantially higher than the New Jersey population targets for these counties. (See attached table.)

These numbers are now being reviewed in a joint NJDCA, NJDEP and Tri-State study to quantify the revised maps agreed to in cross-acceptance. Recommendations for revisions in both RDG and NJ planning targets will probably be made as a result of this study.

On the RDG maps, urban grids occur occasionally in areas that are predominantly Open Lands. In some instances these urban grids reflect Tri-State's small center designations, in others they indicate an existint or planned cluster of development. SDGP mapping is not comparably detailed, nor does it include center designations. Least this difference in mapping lead to misinterpretations, the correspondence of associated policies should be made clear.

The RDG policy is that open land areas may contain small clusters of development; expansion around them into open lands is not intended, but in-fill within them at existing densities is appropriate. Public facilities such as sewer and water infastructure should be provided in these urban concentrations, or wherever on-site facilities are a problem. The SDGP states that some regions within the Limited Growth Area are in need of installation or improvements in sewer systems. However, the capacities of these systems should be set at levels consistent with the policy of discouraging population expansion in these areas.

The RDG designates centers based on the amount and ratio of non-residential floor space per square mile. SDGP designations are made on the basis of the need criteria used for Urban Aid targeting. Recommendations for both RDG and SDGP changes in their approaches to center designation are given in the following section.

The land use plans are consistent in that each contains policies for a better balance between job locations and housing choices, and improved housing opportunities for a variety of households and income groups.

The Tri-State and State philosophies on housing are covered at length in People, Dwellings and Neighborhoods and the Housing Allocation Report, respectively. Differences in criteria for measuring housing responsibilities are covered in the housing reports.

The policy on watersheds should be clarified and supported with maps.

The recommendation that funding priority be given to urban recreation projects should be reconsidered, as this policy does not reflect the diverse interests of New Jersey.

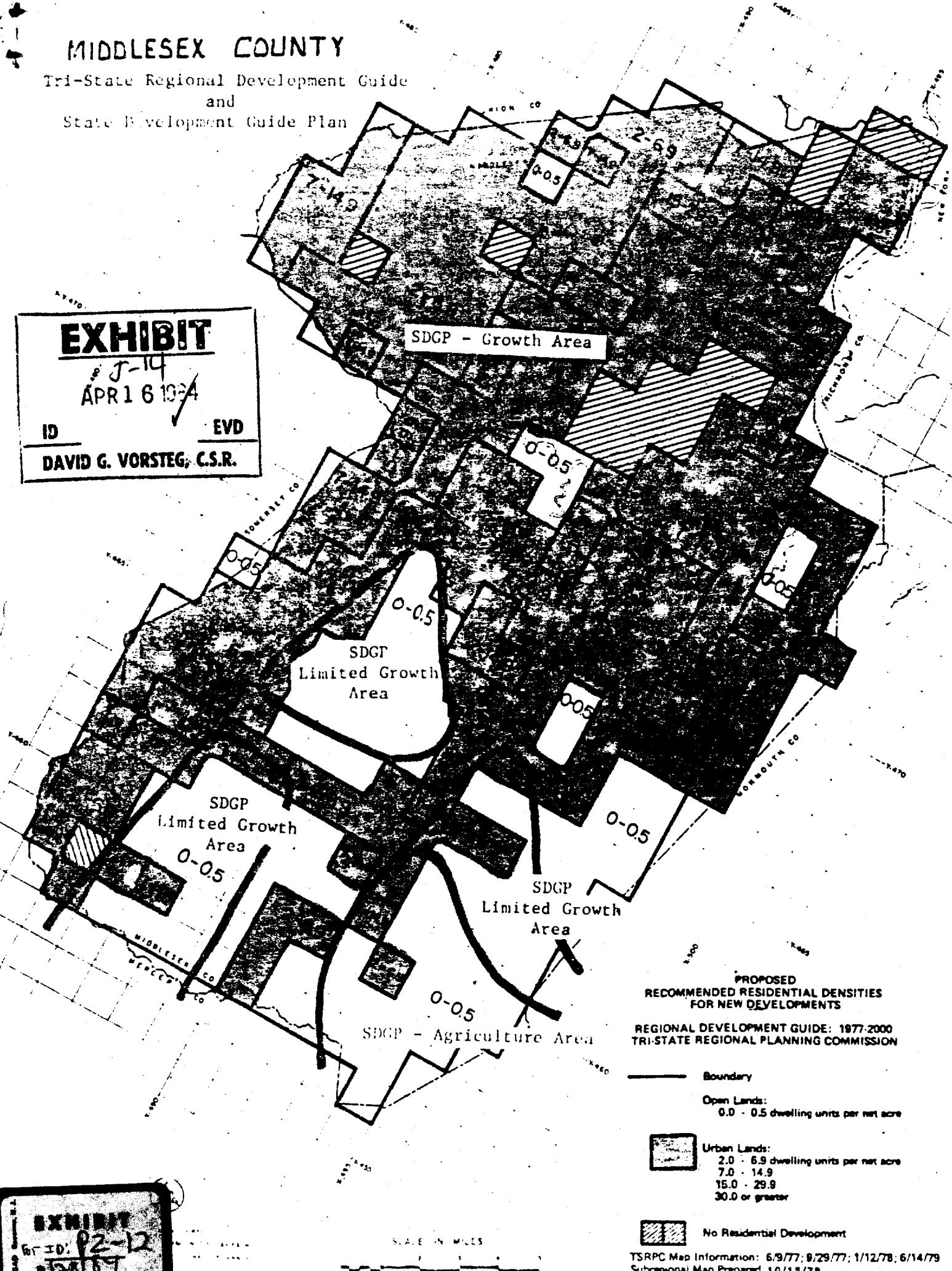
The policy of higher in-fill densities in existing sub-urban areas should be reconsidered and clarified. Differences in local conditions suggest that a single standard is too stringent. However, in-fill should meet minimum criteria for public investment.

Definitions of urban centers should be clarified, and growth policies associated with the centers should be modified to reflect the needs of existing economic configurations. Planning efforts should focus on centers of regional importance, and the local center category should be deleted.

MIDDLESEX COUNTY

Tri-State Regional Development Guide
and
State Development Guide Plan

EXHIBIT
J-14
APR 16 1984
ID EVD
DAVID G. VORSTEG, C.S.R.



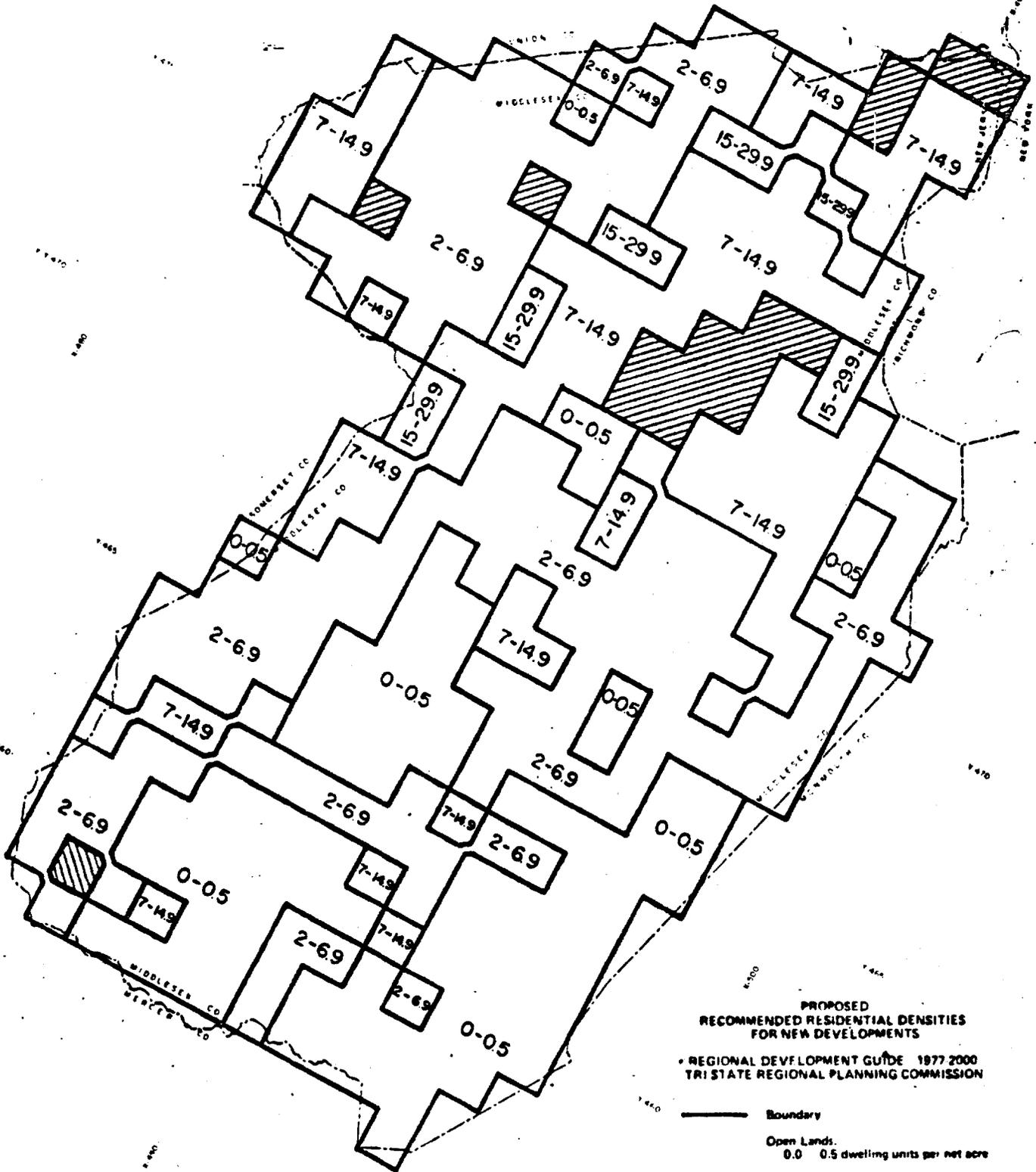
**PROPOSED
RECOMMENDED RESIDENTIAL DENSITIES
FOR NEW DEVELOPMENTS**
REGIONAL DEVELOPMENT GUIDE: 1977-2000
TRI-STATE REGIONAL PLANNING COMMISSION

- Boundary
- Open Lands:
0.0 - 0.5 dwelling units per net acre
- Urban Lands:
2.0 - 6.9 dwelling units per net acre
7.0 - 14.9
15.0 - 29.9
30.0 or greater
- No Residential Development

SCALE IN MILES

TSRPC Map Information: 6/9/77; 9/29/77; 1/12/78; 6/14/79
Subregional Map Prepared 10/15/79

EXHIBIT
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KOB-C.S.R.

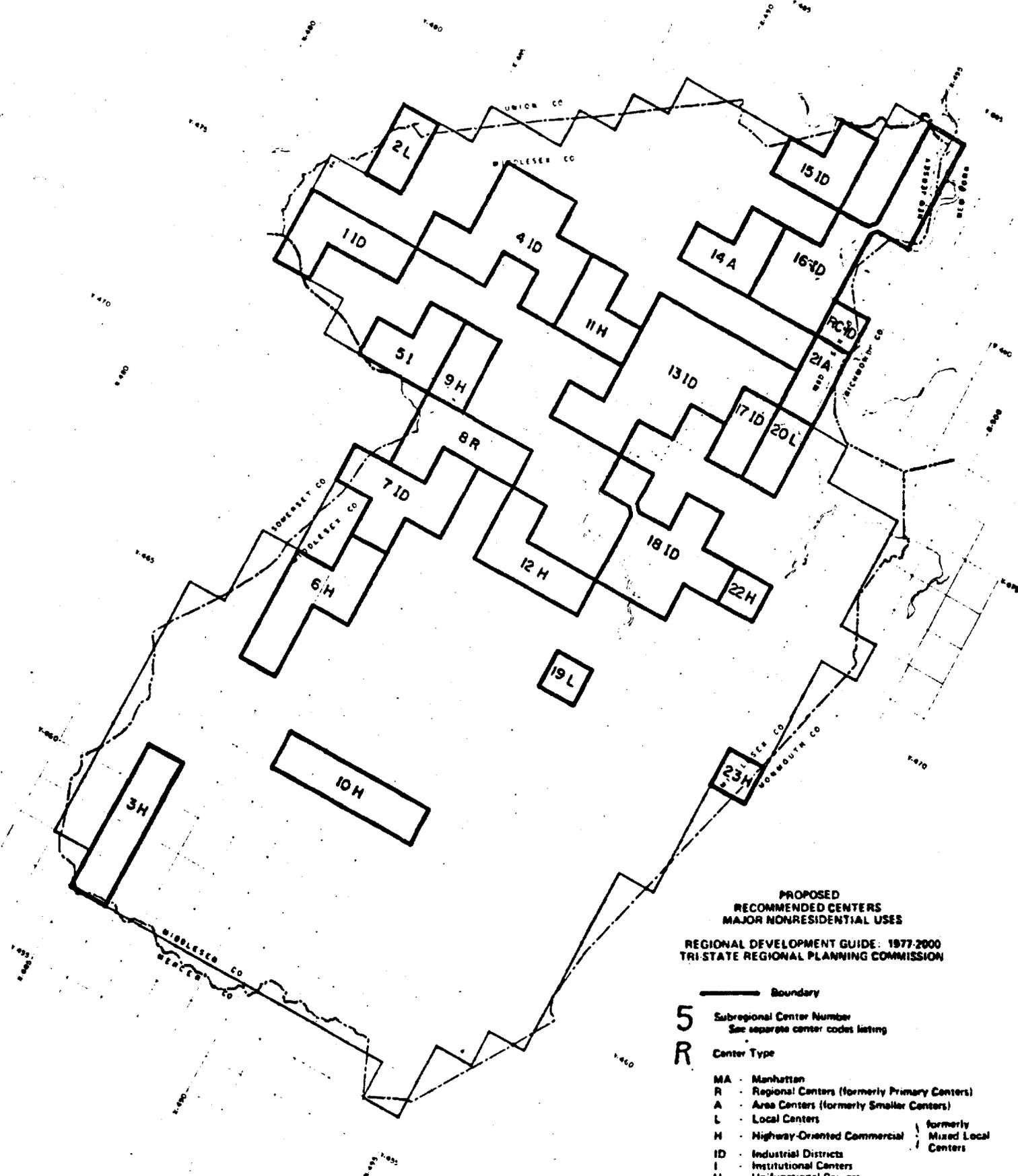


**PROPOSED
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15.0 29.9
30.0 or greater
- No Residential Development

TSRPC Map Information 6/9/77, 9/29/77 1/12/78, 6/14/79
Subregional Map Prepared: 10/13/79



**PROPOSED
RECOMMENDED CENTERS
MAJOR NONRESIDENTIAL USES**
REGIONAL DEVELOPMENT GUIDE: 1977-2000
TRI-STATE REGIONAL PLANNING COMMISSION

- Boundary
- 5** Subregional Center Number
See separate center codes listing
- R** Center Type
- MA - Manhattan
 - R - Regional Centers (formerly Primary Centers)
 - A - Area Centers (formerly Smaller Centers)
 - L - Local Centers
 - H - Highway-Oriented Commercial formerly Mixed Local Centers
 - ID - Industrial Districts
 - I - Institutional Centers
 - U - Unifunctional Centers

TSRPC Map information: 6/9/77; 9/29/77; 1/12/78; 6/14/79
Subregional Map Prepared 10/17/79

MIDDLESEX COUNTY CENTER NAMES

<u>Map Reference Number*</u>	<u>Center Name</u>
1ID	Piscataway Northwest
2L	Dunellen
3H	Plainsboro
4ID	South Plainfield - Oaktree - Edison
5I	Busch Campus (Rutgers University)
6H	Adams - Deans (North Brunswick)
7ID	North Brunswick
8R	New Brunswick
9H	Highland Park
10H	Dayton - Jamesburg
11H	Metuchen
12H	East Brunswick
13ID	Fords - Raritan Center
14A	Woodbridge - Metropark
15ID	Avenel (Woodbridge)
16ID	Woodbridge - Port Reading - Carteret
17ID	Northeast Sayreville
18ID	Sayreville
19L	Spotswood
20L	South Amboy
21A	Perth Amboy
22H	Cheesequake
23H	Junction US 9 & Highway 18

* Refer to centers map for location of centers and explanation of letter codes.

Tri-State Regional Planning Commission
October 15, 1979

RESOLUTION #692: CROSS-ACCEPTANCE OF MIDDLESEX COUNTY LAND USE PLAN

WHEREAS, the Tri-State Regional Planning Commission adopted its land use element entitled *Regional Development Guide 1977-2000* by Resolution 541, dated June 9, 1977, and subsequently amended it by Resolution 556, dated September 29, 1977, by Resolution 569, dated January 12, 1978, by Resolution 649, dated June 14, 1979, and by Resolution 650, dated June 14, 1979; and

WHEREAS, as mandated by Resolution 541, the land use element is to be reviewed in detail with state and subregional planning agencies in an effort to reach consistency of their plans and the *Regional Development Guide 1977-2000*; and

WHEREAS, the Commission established procedures for the cross-acceptance of the Tri-State/subregional land use plans, by Resolution 575, dated March 9, 1979; and

WHEREAS, pursuant to the procedures set forth by Resolution 575, a comparison among the *Middlesex County Comprehensive Master Plan, Land Use Element (Draft) 1979* and related documents of Middlesex County Planning Board, the *Tri-State Regional Development Guide 1977-2000*, and the *State Development Guide Plan*, dated September 1977, of the Division of State and Regional Planning, New Jersey Department of Community Affairs, has been conducted jointly by the staffs of the above agencies; and

WHEREAS, the extent of mutual consistency among the above plans has been identified by the above parties in a jointly prepared Status Report; and

WHEREAS, the Middlesex County Planning Board has requested certain changes to the maps in the *Regional Development Guide 1977-2000* that show recommended concentrations of nonresidential activities and recommended densities for new residential developments, and these changes have been evaluated for consistency to the criteria accepted by the Land Use, Environment and Energy Committee for approving changes in the above maps; and

WHEREAS, the Middlesex County Planning Board has cross-accepted the *Regional Development Guide 1977-2000* by resolution of the Board dated October 9, 1979, with the exceptions noted in its resolution; and

WHEREAS, the Land Use, Environment and Energy Committee of the Tri-State Regional Planning Commission has evaluated the comparison of the land use elements and recommends to the Commission acceptance of the Middlesex County plan with the exceptions referred to below;

NOW, THEREFORE, BE IT RESOLVED that the Tri-State Regional Planning Commission accept the *Middlesex County Master Plan, Land Use Element* and related documents of Middlesex County Planning Board, with the exceptions noted on the attached Status Report; and

BE IT FURTHER RESOLVED the the Commission accepts the changes to the maps in the *Regional Development Guide 1977-2000* requested by Middlesex County Planning Board as shown by the attached revised plan maps; and

BE IT FURTHER RESOLVED that the Commission will attempt to resolve the differences noted on the attached Status Report, particularly those in the employment target figure for year 2000; and

BE IT FURTHER RESOLVED that the Tri-State Regional Planning Commission may, upon further study, update, revise or amend its *Regional Development Guide 1977-2000*, but if it seeks to change any plan policies, target figures or maps evaluated during the cross-acceptance process, it will notify the Middlesex County Planning Board of its intention to do so and the reason for the proposed change, and will solicit from the Middlesex County Planning Board its review and comment prior to any further Commission action.

This resolution shall take effect this 15th day of November, 1979.

MIDDLESEX COUNTY PLANNING BOARD

40 LIVINGSTON AVENUE
NEW BRUNSWICK, NEW JERSEY 08901
(201) 745-3062

MEMBERS

HYMAN CENTER, Chairman
SIDNEY SEWITCH, Vice Chairman
STEPHEN J. CAPESTRO, Freeholder Director
DAVID B. CRABIEL, Freeholder
JOHN J. REISER, JR., County Engineer
JOHN J. BERNAT, JR.
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WALTER L. WILSON



DOUGLAS S. POWELL
Director of County Planning

FRANK J. RUBIN
Counsel

PATRICIA A. LYCOSKY
Secretary

November 1, 1979

Mr. Richard Ginman, Director
Division of State & Regional Planning
N.J. Department of Community Affairs
329 West State Street
Trenton, New Jersey 08625

Re: Cross-Acceptance of Land Use Plans

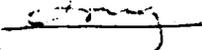
Dear Dick:

Enclosed is the Middlesex County Planning Board's resolution cross-accepting the Tri-State and DCA land use plans. This is of course predicated on the behalf that the State plan map has been changed as requested by the County and relevant municipalities, and as discussed with you and your staff. A copy of the State plan map as we now understand it to be is included.

Also enclosed is our draft land use element for your consideration and eventual action. Tri-State will be acting on this material at its November meeting. We would of course value any comments or suggestions you or your staff might have.

We appreciate the steady participation of you, Mary Winder, Dennis Jones and others in the cross-acceptance process, and want to continue that close working relationship whenever possible.

Sincerely yours,


Douglas V. Opalski
Assistant Director

DVO:jgt
Enc.

RESOLUTION

WHEREAS, the Tri-State Regional Planning Commission and the New Jersey Department of Community Affairs have established a procedure for comparison of land use plans as a means better to coordinate state, regional and county plans; and,

WHEREAS, the Middlesex County Planning Board, the Tri-State Regional Planning Commission and the New Jersey Department of Community Affairs each has a land use plan identifying land use goals and policies for the region of its jurisdiction; and,

WHEREAS, the State Development Guide Plan expresses recommended land use goals and policies for state action; and,

WHEREAS, the Tri-State Regional Development Guide is a more detailed expression of regional land use goals and policies; and,

WHEREAS, the Middlesex County Land Use Plan addresses more specifically the land use goals and policies of the County; and,

WHEREAS, it is the purpose of the plan comparison procedure to identify consistencies and any inconsistencies among the goals and policies, projections and land use patterns embodied in these plans; and,

WHEREAS, the goals, policies, projections and maps contained in these plans have been compared by the staff of each agency and have been found to be generally consistent, with minor exceptions as noted on the attached Plan Comparison Worksheet;

WHEREAS, the Middlesex County Planning Board and the staffs of the Tri-State Regional Planning Commission and of the New Jersey Department of Community Affairs met on July 10, 1979 at which time these findings were reviewed with specific attention to areas of consistency and inconsistency;

NOW, THEREFORE, BE IT RESOLVED, that the Middlesex County Planning Board does hereby accept the goals, policies, projections and maps of the Tri-State Regional Planning Commission's "Regional Development Guide", and the New Jersey Department of Community Affairs' "State Development Guide Plan" as consistent with the Middlesex County Comprehensive Master Plan Land Use Element (draft), except as noted in the attached Plan Comparison Worksheet; and,

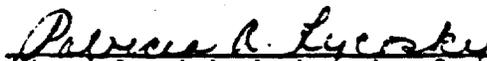
BE IT FURTHER RESOLVED, that in matters of interpretation directly affecting Middlesex County, the Middlesex County Comprehensive Land Use Plan should be regarded as the most definitive regional guide for investment and other public decisions; and,

BE IT FURTHER RESOLVED, that this Board, if it seeks to revise or amend the plan policies, projections or maps included in this cross acceptance, will notify the Tri-State Regional Planning Commission and the New Jersey Department of Community Affairs of this Board's intention to do so and of the reason for the proposed amendments, and will solicit each regional agency's review and comment on the proposed amendments prior to further agency action.



Hyman Center, Chairman
Middlesex County Planning Board

ATTEST:



(Mrs.) Patricia A. Lykosky, Secretary
Middlesex County Planning Board

DATE: October 9, 1979

Winder

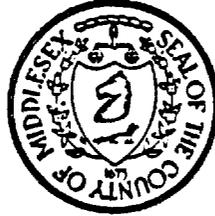
MIDDLESEX COUNTY PLANNING BOARD

40 LIVINGSTON AVENUE
NEW BRUNSWICK, NEW JERSEY 08901

(201) 246-6062

MEMBERS

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SIDNEY SEWITCH, Vice Chairman
JOHN BERNAT, JR.
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WALTER L. WILSON



DOUGLAS S. POWELL
Director of County Planning

FRANK J. RUBIN
Counsel

PATRICIA A. LYCOSKY
Secretary

MEMORANDUM

TO: ✓ Richard Ginman, Mary Winder - NJDCA
Daniel Pawling, Robert Richmond, Katharine Poslosky - TSRPC
Walter Wilson, Middlesex County Planning Board

FROM: John Sully, MCPB (201-745-3012)

DATE: 17 July 1979

RE: Draft Cross-Acceptance Resolution

Attached is a proposed revision of Mary Winder's draft cross-acceptance resolution.

The intent is to clarify this as a statement of mutuality and coordinated plans, and to have only one resolution binding all three levels together.

Have you any comments or other suggested refinements? Are these changes acceptable? Please let me know.

We are in the process of simultaneously checking the resolutions and cross-acceptance products out with our major advisory committees as well.

JAS:tn
Attachment

DRAFT - SAMPLE RESOLUTION

LAND USE

WHEREAS, the Tri-State Regional Planning Commission and the New Jersey Department of Community Affairs have established a procedure for comparison of land use plans as a means better to coordinate state, regional and county plans; and

WHEREAS, the _____ Planning Board, the Tri-State Regional Planning Commission and the New Jersey Department of Community Affairs each has a land use plan identifying land use goals and policies for the region of its jurisdiction; and

WHEREAS, the State Development Guide Plan expresses recommended land use goals and policies for state action; and

WHEREAS, the Regional Development Guide is a more detailed expression of regional land use goals and policies; and

WHEREAS, the _____ addresses more specifically the land use goals and policies of the county; and

WHEREAS, it is the purpose of the plan comparison procedure to identify consistencies and any inconsistencies among the goals and policies of these plans; and

WHEREAS, the goals, policies and maps contained in these plans have been compared by the staff of each agency and have been found to be consistent (with the exception of --- if any); and

WHEREAS, the _____ Planning Board and the
staffs of the Tri-State Regional Planning Commission and of the New Jersey
Department of Community Affairs met at a meeting held _____
at which time these findings were reviewed with specific attention to areas
of consistency and inconsistency;

NOW, THEREFORE, BE IT RESOLVED, that the State of New Jersey,
the Tri-State Regional Planning Commission and the Middlesex County Planning
Board do hereby accept as mutually consistent the Tri-State Planning
Commission's "Regional Development Guide," the New Jersey Department of
Community Affairs' "State Development Guide Plan" and the Middlesex County
Comprehensive Master Plan (draft), including the statements of goals,
policies and strategies, year 2000 land use maps, and population and employ-
ment projections contained therein (with the exception of --- if any); and

BE IT FURTHER RESOLVED, that in matters directly affecting
_____ County the _____ County Plan with
the sole exception of the noted inconsistencies is accepted by the State
Department of Community Affairs and the Tri-State Regional Planning
Commission as the most definitive regional guide for investment and other
public decisions; and

BE IT FURTHER RESOLVED, that each agency, if it seeks to revise or
amend any plan policies, projections or maps included in this cross
acceptance, notify the others of its intention to do so and of the reason

DRAFT RESOLUTION

Page 3

for the proposed amendments, and to solicit each agency's review and comment on the proposed amendments prior to further agency action.

TRI-STATE REGIONAL PLANNING COMMISSION

STATE OF NEW JERSEY

MIDDLESEX COUNTY PLANNING BOARD

23 JUL 79 11:00

DIV ST®

MEMORANDUM

TO: Joel Weiner
FROM: Katharine Poslosky
DATE: July 12, 1979

SUBJECT: Middlesex County Cross-Acceptance Meeting with the Board

cc: R. Richmond, D. Pawling, F. Bermudez, B. Segal

A cross-acceptance meeting was held with the Middlesex County Planning Board on July 10, 1979.

Attendance included:

- 7 members of the Board (including the Freeholder Director)
- 10 Middlesex County staff members
- 4 Tri-State staff
- 2 New Jersey Department of Community Affairs staff

The cross-acceptance presentation was well received by the Board due to their familiarity with Tri-State, and past involvement in this process. Questions on the Land Use portion of the presentation included; the significance of the employment target inconsistency in which the Middlesex figure was +6.5% above the Tri-State target, and why 5% was considered a cut off point for consistency.

Next steps for the Middlesex County staff will include; 1) rechecking land use geography with each municipality, and 2) summing Tri-State square mile population, employment, and housing unit data to the municipal level and comparing these figures to cross-accepted municipal figures.

The Board will consider adopting a cross-acceptance resolution at their September meeting.

KP:hm

MEMO

TO: Joel S. Weiner, Tri-State Standing Committee on Land Use,
Energy and Environment

Richard A. Girman, Director, Division of State and Regional
Planning, New Jersey Department of Community Affairs

Douglas S. Powell, Director, Middlesex County Planning Board

FROM: Katharine Poslosky, Tri-State Land Use Coordinator for
New Jersey

Mary Winder, Principal Planner, Division of State and Regional
Planning, New Jersey Department of Community Affairs

John A. Sully, Comprehensive Planning, Middlesex County
Planning Board

DATE: June 30, 1979

SUBJECT: Middlesex County Land Use Cross-Acceptance Joint Status Report

CC: F. Johnson, F. Lapp, R. Richmond, D. Pawling, D. Stansfield,
R. Hoeh

This report has been prepared jointly by the staffs of the Middlesex County Planning Board (MCPB), the Division of State and Regional Planning, New Jersey Department of Community Affairs (NJDC), and the Tri-State Regional Planning Commission (TSRPC).

The report summarizes the consistency and inconsistency of the land use policies, plan maps, and year 2000 population, employment and housing targets of our respective agencies. A detailed Policy Comparison Worksheet is attached. Information regarding map analysis is available in the files of each agency.

On the basis of this report, staffs recommend that the Middlesex County Planning Board, the New Jersey Department of Community Affairs and the Tri-State Regional Planning Commission may now proceed to consider the cross-acceptance of each other's land use plans.

Policy Worksheet

Consistencies

Staff review of each agencies plans indicates that there are no policy inconsistencies. Generally, the land use plans of the three agencies seek to alter the trends which would cause detrimental economic and environmental impacts. Emphasis is on strengthening older urban centers, encouraging new development at densities that would support public investments such as sewer and water systems, conserving critical lands, and balancing jobs, dwellings and services.

Middlesex County staff requests consideration of the following policy refinements. (See attached Supplementary Comments.)

Mapping

Agreement has been reached among MCPB, NJDCA and TSRPC staffs with regard to the changes requested for the TSRPC & NJDCA maps.

Middlesex County has recommended several changes to TSRPC Economic Centers and Residential Densities maps, all of which are within the context of policy consistency.

Proposed Action: It is recommended that TSRPC make those changes agreed to by staff.

Middlesex County has also requested changes in the state plan map (see attached map).

Proposed Action: Revisions will be made to the State Development Guide plan when all recommendations have been made by each of the New Jersey Tri-State counties.

Year 2000 Planning Targets

Population targets are consistent among the three agencies.

Housing unit targets were not available for comparison at this time.

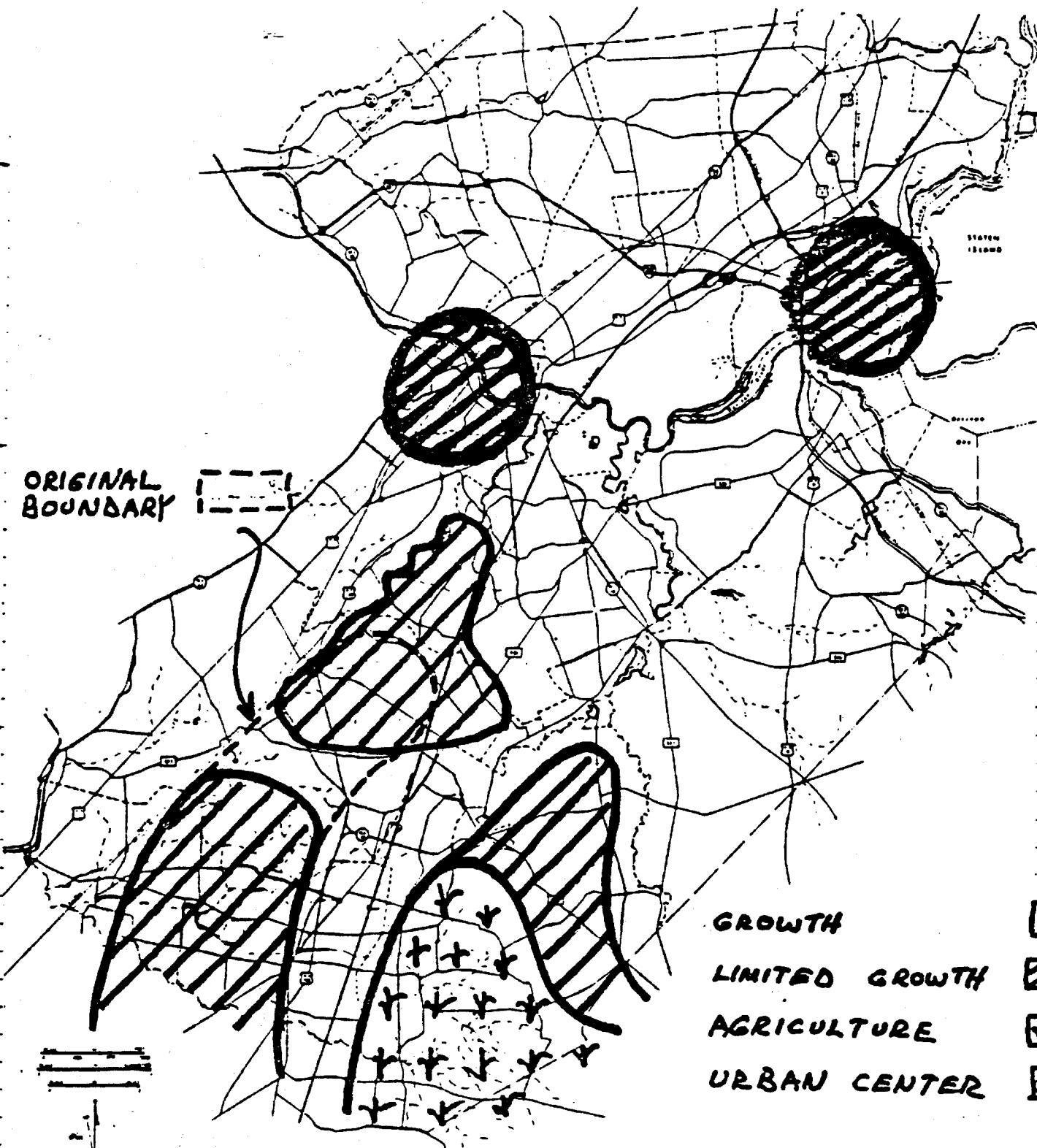
Employment

TSRPC	337,000
NJDCA	not addressed
MCPB	359,000

Middlesex County employment target is inconsistent with TSRPC by +6.5%.

Proposed Action: Agree to table. TSRPC is now in the process of reevaluating year 2000 target numbers.

KP:mh



ORIGINAL
BOUNDARY

GROWTH
LIMITED GROWTH
AGRICULTURE
URBAN CENTER

PROPOSED REVISION 6/79

PROPOSED N. J. STATE
DEVELOPMENT GUIDE

II.1. Critical Lands - Water Resources

Along with the State, Middlesex County believes that Tri-State's description of water supply watersheds and headwater areas is too vague for practical application, since it could include very large areas.

Accordingly, we request further refinements in Tri-State's definition and mapping of these areas, to more clearly define those portions actually considered "critical lands."

III.1. Criteria for designation of open land areas

Middlesex County requests clarification of a portion of the State's policy statement on Limited Growth Areas, i.e. "They also do not contain concentrations of environmentally sensitive lands nor prime farmland which merit particular state attention at this time." We do not believe that this statement is accurate, as applied to portions in the Limited Growth in Middlesex County.

For example, the Limited Growth Area shown east of Rt. 130 and north of Rt. 522 in South Brunswick contains Pigeon Swamp, which is scheduled to receive an \$8 million State investment via the Green Acres Program for acquisition as an important groundwater recharge area and passive recreation area. It will be a State Park. Unless the policy statement is altered, this area should be designated as "Open Space" in the SDGP.

A second example concerns the prime agricultural area in Plainsboro, Cranbury and West Windsor (Mercer Co.). While not as large in the aggregate as some other areas designated "Agricultural" on the SDGP map, this district nevertheless contains some 4500± acres of Class I and II actively-farmed lands. It presently is designated as part of Limited Growth Area, and does not have public sewer or water.

The County believes that this area is of sufficient quality as agricultural land to "merit particular state attention" in any future agriculture preservation program.

Accordingly, we request either amendment of the SDGP map to designate this area as "Agricultural", or alterations of the policy statement to clearly support programs to preserve agriculture on prime farmlands within the Limited Growth Area.

III.4. Centers

A. Re: "Urban-Aid Cities" (State Guide Plan)

In Middlesex County, New Brunswick and Perth Amboy are designated by the SDGP as "urban-aid cities". As such, they are to receive priority in investments, in accordance with the State's policy of strengthening older cities and discouraging new scattered development of the sort that has occurred in the past.

In general, we believe this policy to be appropriate for the County and the State, so long as it does not exclude assistance to other more recent major development concentrations which play a major economic role in the State and region. Such newer development concentrations also have an array of needs, especially regarding transportation. Underlying these is the need to better integrate such newer concentrations with the older urban areas they complement, and with lower-density suburban areas.

A realistic policy for investment prioritization must recognize both older and newer existing economic centers as particular targets for public investment, although the types of investment needed will differ in some ways. In the older centers, a renewal and strengthening of the urban fabric and infrastructure is essential if new private investment is to be attracted. In and adjacent to most newer centers, improvements in the road and transit networks which link the center itself together with the urban/suburban fabric surrounding it are needed.

Both types of investment priority speak to existing needs of major existing economic nodes; both should be recognized in the State Development Guide Plan.

At the same time, we strongly agree with the State and Tri-State that public investments should not encourage the development of additional economic nodes.

III.4. Centers

B. Re: Major Center Designations and Characterization

In Middlesex County, the Woodbridge-Metropark economic center is designated as a "smaller" or "area" center, whereas New Brunswick is designated as a "primary" or "regional" center.

The relative designations of these two major aggregations of office and retail jobs suggest a difficulty with Tri-State's characterization and definition as they apply to major non-downtown economic centers which are neither solely highway-oriented shopping centers nor isolated corporate buildings along interstate highways. The Woodbridge - Metropark complex includes both a primarily auto-oriented shopping center (the largest in the Northeast) and an office area served by the Metropark Amtrak station and the Garden State Parkway. Close by is the Hess Company headquarters building. Total office space in this economic center is 1.53 million sq. ft, retail space 1.52 million sq. ft.

However, unlike the traditional "downtown" central business district as described by Tri-State for a primary center, this center has no cultural facilities other than movie theaters, and no immediately adjacent industrial areas, although large industrial aggregations are relatively close. Housing, principally suburban single family detached, surrounds the Woodbridge - Metropark center on all sides.

In sum there appears to be no designation in Tri-State's system which adequately characterizes a Woodbridge-Metropark, which is neither "down-town" in the traditional sense, nor solely highway-oriented, nor remote and unifunctional.

Consequently, we suggest that an additional category be created to characterize existing newer centers which are more similar in size than in character to a traditional CBD.

If an additional category cannot be created at this time, we propose that Woodbridge-Metropark be designated as a primary or regional center instead of a smaller or area center.

IV.2. Jobs/Housing Balance

On a regional basis, Tri-State's policy that "low and moderate income housing should exist even in areas (municipalities-?) where densities are kept low for environmental reasons" seems unexceptionable.

However, unless the intent of this policy is clarified, it can be cited to support those seeking to develop critical land, in the name of low or moderate income housing, in areas where ample non-sensitive lands are available, albeit at higher cost. This reasoning has been used elsewhere in the United States, and in the New York region.

There are two problems with such reasoning. First, environmentally-sensitive areas lend themselves to low/moderate income housing no better than to middle/upper income housing; sites inappropriate for one are equally inappropriate for the other. Low/moderate income dwellers should not be subjected to environmental hazards not permitted for upper income dwellers.

Second, certain environmentally-sensitive land, while initially cheaper than non-sensitive land, ususally is more expensive to properly develop because of the need to offset either the environmental hazards to the development or the development hazards to the environment. Consequently, there may be little or no savings in properly developing environmentally sensitive land relative to non-sensitive land. Similarly, to carefully develop only the non-sensitive parts of a mostly-sensitive site is economically suited only to luxury housing.

Therefore, we request that Tri-State clarify this policy in order that it not be misused.

IV.3. Facilities and Services

Re: Priority for funding of recreational projects

Both the RDG and the SDGP emphasize the importance of recreation projects which serve "older areas" (RDG) or "close-in open space and recreation areas for urban residents." (SDGP).

However, most recently the majority of the State's Green Acres funding has been directed to areas far from centers of population and economic development. While not wishing to detract from the conservation aspect of such investment in, for example, the Pinelands, we wish to note that the State's policy implicit in recent actions seems to contradict that in the SDGP.

We strongly believe that State's highest investment priority with recreation funding should be directed at those portions of the state where population pressures - and thus pressures on recreation and resource conservation land - are the highest.

CROSS-ACCEPTANCE PROCESS - PLAN COMPARISON WORKSHEET - 6/26/79

(3)

<u>Issue</u>	<u>Tri-State Regional Planning Commission</u>	<u>Subregion - Middlesex County, NJ</u>	<u>State of New Jersey</u>	<u>Conclusions: Comments</u>
Documents Compared	<u>Regional Development Guide: 1977-2000.</u> March 1978*	Draft materials, Middlesex County Comprehensive Master Plan, 1979	<u>State Development Guide Plan: Preliminary Draft</u> September 1977 (SDGP)**	

I. GENERAL GROWTH POLICY

The Tri-State plan is based on resisting or altering the trends of environmental degradation, the outward spread of development, and the decrease in population, jobs, and further decline of the older cities.

The County Plan proposes that most new development be adjacent to existing development and infrastructure. It seeks to strengthen and revitalize older cities, to promote selected new development nodes, and to discourage scattered development. It also seeks to reduce environmental degradation.

The basic assumption in the SDGP is that new development be contiguous to existing development and to major public capital facilities. Older cities should be revitalized and scattered development should be discouraged.

TS and NJ consistent.
Middlesex County consistent

II. CRITICAL LAND CONSERVATION

Critical lands are identified. They may be found in all parts of the Region, both urban and open, wherever vacant land exists. (pp 15-19)

Several types of critical lands are identified and mapped. Prime agricultural land in use also is identified. Open lands-designated in the year 2000 Plan include key critical lands and selected prime agricultural lands, along with other lands not judged to be needed for development in the next 20 years.

Growth areas are large enough to more than accommodate anticipated development and still preserve critical lands within them. Blocks of prime agricultural lands and large scale conservation areas are identified.

TS and NJ consistent
Middlesex County consistent.

* page and paragraph references: LC=Left Column; RC=Right column

** SDGP page references.

(3) RDG-TS Regional Development Guide
SDGP- State Development Guide Plan

MX-11

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Tri-State Regional
Planning Commission

Subregion - Middlesex County, NJ

State of New Jersey

Conclusions: Comments

Types of critical
lands:

-land unsuitable
for construction

Areas with steep slope,
excessive rockiness,
thin soil cover, high
water table, or subject
to flooding (p 15 RC-3)

Prohibit development in steep slopes
(greater than 15%). Discourage
development on slopes between 10-15%
unless limited stabilization, terracing,
etc. is implemented consistent with
character of the site, and the site
design is compatible with site in
visual, physical and other terms.
Minimum feasible site disturbance
and maximum revegetation should take
place if development occurs.

State prohibits development with flood-
way areas in order to reduce threat to
life and property during floods. State
also prohibits placement, storage or
disposal of domestic and industrial
wastes in the floodway. (Not affected
by these policies are hazard-free
activities such as recreation, agriculture,
soil conservation projects and similar uses
which are not likely to cause undue
pollution or to aggravate flooding.)

Development controls should be implemented in
areas of high water table. Strictest limitations
should be placed on aquifer outcrop areas where
groundwater storage should not be reduced; and in
flood plains where only limited activity should
be allowed.

Slopes, wetlands and surface
water systems indicate land
conditions generally con-
sidered unsuitable for
development. While construc-
tion can occur on filled
wetlands and in areas of
excessive slope, such develop-
ment should not be encouraged
by State policy (p. 38).

NJ consistent with IS
in intent to discour-
age development on
unsuitable lands.
Excessive rockiness,
thin soil and high
water table beyond
the level of detail
of SDGP.
Middlesex County
consistent.

<u>Issue</u>	<u>Tri-State Regional Planning Commission</u>	<u>Subregion - Middlesex County, NJ</u>	<u>State of New Jersey</u>	<u>Conclusions: Comments</u>
-Agricultural lands	Prime agricultural soils not yet built upon. (p. 17, LC-1)	Prime agricultural soil areas (classes I, II, III) should be reserved for agricultural uses in sufficiently large tracts to support a viable economic activity.	Agricultural soils -- Classes I, II, III and special lands-- indicate lands which either should not or cannot be developed in the foreseeable future...If agriculture is to remain an important economic activity, those areas most suitable for agriculture must be protected from intensive urbanization. The location of prime agricultural soils is an important consideration in making this determination (pp. 16 & 17).	NJ and TS consistent on preserving soil resources; SDGP also considers economics of farming. Middlesex County consistent.
-Water Resources	Water supply watersheds, ground water recharge areas, and headwater areas. (p. 17, LC-2&3)	Restore, protect and maintain water capacity and quality in the South River, Delaware Raritan Canal, Millstone River, and Lawrence Brook which are major surface water supplies. Establish development standards which will upgrade and maintain surface water quality. Require a stream buffer zone and runoff control. Regulate development to prevent pollution to surface and ground waters, especially from sedimentation, nutrients and harmful chemicals. Prohibit development that would adversely affect the functioning of stream headwater areas. Limit development within aquifer outcrop recharge areas with respect to type and density.	Surface water systems also indicate land conditions generally considered unsuitable for development (p. 38). Areas adjacent to surface water impoundments and well fields must be carefully managed to protect the quality of the source and its yield (pp. 45 & 46).	NJ, TS & MC consistent. NJ & MC request additional refinements in TS mapping and policy on watershed and headwater areas. (See attached memo).

NX-13

ue	<u>Tri-State Regional Planning Commission</u>	<u>Subregion - Middlesex County, NJ</u>	<u>State of New Jersey</u>	<u>Conclusions: Comments</u>
-Other Natural Areas	Wetlands, dunes wildlife habitates, upland forests (p. 17, LC-4)	Protect forested areas from extensive clearing. Encourage maintenance of forested areas, especially those with prime stands of trees. Identify and seek protection of unique "specimen" forest areas. Restrict development or other activities which would alter tidal and freshwater wetlands or disrupt the delicate ecological balance.	Wetlands: see lands unsuitable for construction, above (and p. 38).	TS and NJ Consistent regarding wetlands. Dunes and wildlife habitata below the scale of SDGP. Upland forests, as such not considered in SDGP. Middlesex County consistent.
-Recreation Lands	Potential recreation lands (beaches, coastal and river edges; lake fronts; highlands; historic sites and preserves; proposed parks). (p.17,LC-5& RC-1)	Improve water quality to increase the regional recreation value of the Raritan River and Raritan Bay. Eliminate wastewater discharges not meeting appropriate standards. Preserve tributaries as a County and municipal recreation resource, and as a habitat for wildlife and vegetation. Protect historic and cultural resources, including objects, structures, neighborhoods, districts, and sites which are either on the State and National Register of Historic Places, from any development detracting from or damaging the value of the resource. Encourage developments that incorporate such sites and make use of and/or improve historic structures. Acquire and develop land for exclusive recreational use only in dense areas. Elsewhere, including multi-purpose recreation and natural resources lands; major stream valleys, surface waters, ground water recharge areas. air sheda and unique habitata. (p. 23, imp. 20.) Coastal Edges: See IV.3.		TS and NJ consistent. Although not mentioned in SDGP these features are addressed by State Comprehensive Management Outdoor Recreation Plan, Coastal Zone Management Plan and Office of Historic Preservation Middlesex County consistent.

<u>Issue</u>	<u>Tri-State Regional Planning Commission</u>	<u>Subregion - Middlesex County, NJ</u>	<u>State of New Jersey</u>	<u>Conclusions: Comments</u>
2. Development Policy	On critical lands, prevent development or provide special safeguards if it must occur. (p. 17, RC-2).	Discourage or prohibit development on critical lands. If development must occur, provide special safeguards. On critical and non-critical areas alike, all development must restrict soil loss and control soil erosion and sedimentation during construction in accordance with standards specified in the Soil Erosion and Sediment Control Act (Chapter 21K, PL 1975).	Prevent development on critical lands as indicated above. The extent of publicly owned and managed lands in five major areas -- the Skylands, the Pinelands, the Delaware Water Gap area, the Hackensack Meadowlands and the Great Swamp-- should be expanded (p.80).	TS and NJ consistent. MC consistent.
III. CONCENTRATE DEVELOPMENT				
MX-15	Define where urban development should and should not take place. Delineate open areas and urban areas. Concentrate development in urban areas and revitalize the older portions of the Region.	Indicates land most suitable for growth during the next 20 years, or where actual development proposals or projects are well-developed. Indicates conservation areas and farmland where development is not recommended, along with other limited open lands. Proposes channeling most public capital investment to growth areas and to existing urban areas.	Indicates regions most suitable for growth and areas appropriate for	TS and NJ consistent on geographic issues
1. Criteria for designation of open land areas	The criteria for the designation of open lands include: a predominance of critical lands in the square mile grid; presence of parks; pre-services, defense reservations, etc.; predominance of vacant land; absence of streets, water and sewer lines, schools and other urban services (p. 17, RC-3)	Open lands consist of conservation areas, including certain critical lands and/or parks; most prime farmlands; and other areas with critical lands and/or absence of infrastructure and not needed for 1980-2000 growth.	Limited Growth Areas--Sizable areas remain where major concentrations of development have not been established and where major development supporting investments have not been made. They also do not contain concentrations of environmentally sensitive land nor prime farmland which merit particular state attention at this time (p.86). Agricultural and Open Space areas are designated separately (as shown above).	TS and NJ consistent SDGP agricultural, open space and limited growth areas equal TS open lands. Middlesex County consistent with TS, but requests shift of Limited Development Area on SDGP maps to "Agricultural" category (See attached memo).

Tri-State Regional
Planning Commission

Subregion - Middlesex County, NJ

State of New Jersey

Conclusions: Comments

Criteria
for designation
of urban areas

The criteria for the designation of urban lands include: land needed to accommodate planned and balanced growth of jobs and housing; locations where private investment and public infrastructure is already in place. (p.17, RC-1)

Growth areas include lands needed to accommodate planned and balanced growth of jobs and housing, county-wide, where private investment and/or public infrastructure is available. Population and job stability in older urban areas is a desired policy. Suburban municipalities will receive most new growth.

The Growth Areas include those regions of New Jersey where development has already occurred to an extensive degree, as well as partially suburbanized areas where accessibility to employment and services makes them particularly suitable for development... In many instances, water, sewer, roads and other public facilities are already in place (p. 59).

TS and NJ consistent in intent. There is a difference in philosophy regarding the quantity and distribution of jobs and residents. Tri-State calls for a reversal of the movement away from urban areas and supports reconcentrated development. The SDGP, however, supports population stability as the target for public policy in older urban areas. NJ and MC consistent. MC consistent on growth areas, but supports stability instead of reconcentration for older urban areas.

Densities

In open lands: very low densities for limited residential and nonresidential use --at least 2 acres per dwelling unit, more if possible (p. 17, RC-4 & p.19LC-1)

On designated open lands, no development or only very low density development is appropriate, at least 2 acres per dwelling unit, more on prime agricultural land.

Limited Growth Areas should continue to grow at their own moderate pace, thus serving as a land reserve which may be used to accommodate growth after the end of the century (p. 86).

Consistent in intent; unlike TS, SDGP does not specify density ranges. Middlesex County consistent.

Open land areas may contain small clusters of development; expansion around them into the open lands is not intended, but in-fill within them at existing densities is appropriate (p.19, LC-1)

Some limited expansion of small centers within open lands, including in-fill at existing densities, is appropriate. Sewers should be sized accordingly, but should not be planned to extend into open lands and thus encourage scattering development there.

Some regions within the Limited Growth Area are in need of installation or improvements in sewer systems. However, the capacities of these systems should be set at levels consistent with the policy of discouraging population expansion in these areas. Similarly, roadway improvements and extensions should also be kept at levels appropriate for limited growth. The combined effect of

TS and NJ consistent. MC consistent.

(continued)

<u>Issue</u>	<u>Tri-State Regional Planning Commission</u>	<u>Subregion - Middlesex County, NJ</u>	<u>State of New Jersey</u>	<u>Conclusions: Comments</u>
Development at "In-between" densities (0.5 to 2.0 dwelling units per acre) cannot be justified. (p. 26, LC-1)	Most new development at densities between 0.5 and 2 d.u./acre is discouraged as wasteful of land and expensive for municipalities to sustain. Public sewer and other infrastructure expenditures should be made only where development is planned to occur at economical densities.	this development policy, which stresses public investments geared to development in the Growth Areas and geared primarily to maintenance in the Limited Growth Areas, should be to contain suburban expansion and to discourage leap-frog development (pp. 110-111).	State government's review and comment powers should be used to encourage sewer system installations and expansions only in locations where existing and prospective housing is at densities sufficient to make these installations economical. This would suggest that areas zoned predominantly one dwelling unit per acre or lower density not be eligible for state and federal assistance. Instead, growth should be encouraged at higher densities primarily in or near concentrations of existing development. (p. 109).	TS and NJ consistent in wanting density criterion for making public infrastructure investment. MC consistent.
<u>In urban areas: 2 units per acre, minimum with higher densities where public transit is provided. (p.28,LC-1). In existing suburban areas, new development at somewhat higher densities than existing is recommended.(p.28, LC-1).</u>	Most new residential development should occur at 2 units per acre minimum, with higher densities recommended at related locations with appropriate facilities and transit or transit potential.	See immediately above.	TS and NJ consistent in intent. MC consistent.	

October 16, 1979.

The worksheet has been revised in accordance with TSRPC Resolution #649, dated June 14, 1979, which renamed "Primary" as "Regional" Centers, "Smaller" as "Area" Centers, and divided "Fixed Local Nonresidential Activities" into "Local Centers" and "Highway-Oriented Commercial."

<u>use</u>	<u>Tri-State Regional Planning Commission</u>	<u>Subregion</u>	<u>State of New Jersey</u>	<u>Conclusion : Comments</u>
	<p>III. CONCENTRATE DEVELOPMENT</p> <p>Centers Concentration of economic development is recommended. Centers are proposed:</p> <p>1. <u>Manhattan and Region's Core</u>: should receive bulk of future economic development (p.19,RC-3)</p> <p>2. <u>Regional Centers</u>: larger central business districts with adjacent industrial and cultural areas should receive significant shares of Region's growth. (p.19,RC-4)</p> <p>3. <u>Area Centers</u>: smaller central business districts; their size and growth should reflect needs of the populations served by them. (p.21,LC-1)</p> <p>4. <u>Local Centers</u>: still smaller center business districts; their size and growth should reflect needs of the populations served by them. (Adopted Revision)</p> <p>5. <u>Highway-Oriented Commercial</u>: Highway-oriented locations of economic activity. Restrain future growth unless there is demonstrable local need. Additional highway-oriented nonresidential locations would require explicit public justification. (Adopted Revision)</p> <p>6. <u>Industrial Districts</u>: appropriate for factories and warehouses, but not large office buildings. Most such districts now exist; a few new ones may be needed. (p.21,LC-2)</p> <p>7. <u>Unifunctional & Institutional</u>: special places such as airports, military facilities, isolated office buildings, colleges and hospitals. Further development and proliferation of such isolated facilities conflicts with the objective of revitalizing older centers. (p.21,RC-1)</p>	<p>Middlesex County</p> <p>Dunellen, Spotswood, South Amboy</p> <p>Plainsboro, Adams-Deans (North Brunswick), Highland Park, Dayton-Jamesburg, Metuchen, East Brunswick, Cheesequake, Junction US 9 and Highway 18</p>	<p>That future growth in New Jersey not occur at the expense of the State's major cities is critically important. The State's major cities must continue to serve as centers of employment and housing... Efforts should be made to encourage the strengthening of these communities so they may share in the State's future growth and prosperity and provide a viable alternative to continued suburbanization (pp.56-57).</p> <p>Urban aid cities in Middlesex County are: New Brunswick, Perth Amboy</p>	<p>IS & NJ Consistent in supporting older urban areas. SDCP distinguishes 23 Urban Aid cities in the Tri-State Region, designated on the basis of need criteria (see pp. 56-58). The NDG designates 139 Economic centers, based on the amount and ratio of non-residential floor space per square mile. Most Urban Aid Cities in the Tri-State Region contain an economic center.</p> <p>Middlesex County is consistent.</p> <p>Middlesex County is consistent.</p>

Issue

Tri-State Regional
Planning Commission

Subregion - Middlesex County, NJ

State of New Jersey

Conclusions: Comments

4. Industrial Districts:
appropriate for factories
and warehouses, but not
large office buildings.
Most such districts now
exist; a few new ones may
be needed. (p.21,LC-2)

5. Mixed Local Nonresidential
Activities: Other less
concentrated, usually highway
oriented, locations of
economic activity. Restrain
future growth unless there is
demonstrable local need.
Additional highway-oriented
nonresidential locations
would require explicit public
justification. (p.21,LC-3).

IX-19

5. Revitalization

Revitalize older cities &
boroughs. Preserve and
improve dwellings and
neighborhoods. (p.27,LC-2)
Strengthen the existing
CBD's (p.19) Enhance
effectiveness of private
investment and public
services already in
place. (p.19,RC-1)
Rehabilitate infrastructure
(p.47, LC-3).

Revitalize older large and small
centers and neighborhoods. Preserve
and improve dwellings and neighborhoods
via physical and socio-economic
activities.

In older cities, encourage more housing
for middle/upper income persons, to
balance the existing concentration of
lower-income residents. Urban
revitalization cannot occur and last
without better-balanced residential
patterns.

The State's major cities must
continue to serve as centers of
employment and housing (p.56).

Due to the limitations on public
resources, investments must be
viewed in terms of their
potential effectiveness in
encouraging private revitali-
zation activities. Government
investments seek to stimulate
private expenditures by pro-
viding the assurance that
supportive efforts are going
forward. (p. 106).

TS and NJ consistent.

6. Public
Transportation

Encourage mass transit
service, reduce the need
for automobile trips,
conserve energy (p.23,LC-1)

Design highways for transit use. Give
transit priority in and between major
urban and suburban areas. Make local
transit more competitive with auto; via:

Funding of transportation
facilities--both mass transit
and extensions and improvements--
should be considered in terms of
their impact on growth. A

TS and NJ consistent,
except SDGP does not
specify transit
associated densities.
MC consistent, except
densities unspecified

ue

Tri-State Regional
Planning Commission

Subregion - Middlesex County, NJ

State of New Jersey

Conclusions: Comments

Local bus service is more feasible generally where densities exceed 7 dwelling units per acre; suburban rail, 15 per acre; rail rapid transit, 30 or more per acre. (p.23, RC-4)

- marketing programs
- demonstration projects
- improvements for internal trips for captive riders, work trips, etc.

Promote increased occupancy of private and public vehicles servicing existing and new development.

Promote planned unit developments and compact centers of medium and higher density and which can be served by transit.

concentration of transportation improvements within potentially higher density portions of the Growth Areas would provide an additional stimulus to development in these areas. (p.109).

**Public
Facilities**

Provide urban facilities and services in existing and planned urban areas. (p.26,RC-0) Do not provide them (such as arterial roads, interchanges on expressways, sewers, etc.) in the open areas.

Do not provide water and sewer systems to the 0.5 to 2.0 dwelling unit per acre range, (p.19, LC-0) except where existing on-site facilities are a problem.

Growth-supporting public facilities and investments should be channeled only to existing and planned growth areas. In transportation, give project priority to areas of existing high travel demand, then to planned demand areas. Any public investment in open lands should be scaled to service needs of existing development only.

Consider location of well-fields, surface water supply, treatment and distribution/storage systems in locating new development.

Provide sewers only where densities make installations economical, generally not below 2 dwelling units per acre, except in selected cases where existing on-site facility problems cannot be solved without sewerage. In such exceptions, limit sewer capacity to discourage further development in open lands.

Public investments which concern improvements and extensions of transportation, water and sewerage systems are common to all areas, but they are a principal tool in guiding development within the Growth Areas...Conservation efforts benefit from the economy of withholding growth inducing facilities --roadways and sewers--in these areas. (pp. 94-95)

State government's review and comment powers should be used to encourage sewer system installations and expansions only in locations where existing and prospective housing is at densities sufficient to make these installations economical. This would suggest that areas zoned predominantly one dwelling unit per acre or lower density not be eligible for state and federal assistance. Instead, growth should be encouraged at higher densities primarily in or near concentrations of existing development. (p.109).

TS and NJ consistent in intent.
MC consistent.

TS and NJ consistent in wanting density criterion for making public infrastructure investment.
MC consistent.

<u>Issue</u>	<u>Tri-State Regional Planning Commission</u>	<u>Subregion - Middlesex County, NJ</u>	<u>State of New Jersey</u>	<u>Conclusions: Comments</u>
IV. BALANCE DWELLINGS, JOB, SERVICES	Dwellings, jobs and services should be available in a wide range of types, in close proximity to each other (p.24ff)	Seek to develop jobs, dwellings and services either in physical proximity or easily accessible via public transit linking compact residential and job nodes.	What is recommended then is that local governments with county and state support encourage new development which is consistent with basic development objectives- -a variety of housing opportunity, readily accessible to employment and commercial centers and at densities which will result in savings in energy use and land consumption. (p. 110).	TS and NJ consistent. MC consistent.

12-21

Issue	Tri-State Regional Planning Commission	Subregion - Middlesex County, NJ	State of New Jersey	Conclusions: Comments
1. Jobs/housing proximity	Develop housing near jobs and jobs near present and future communities. (p.24, RC-2)	Maintain proximity of housing to jobs wherever it exists, excess for some heavy industry areas. Promote new housing in good relationship to jobs via direct proximity or access to public transit. Balances of housing and jobs should encompass all income levels. However, physical proximity between housing and jobs in certain areas where there may be on-going health hazards (chronic and excessive pollution or dangerous storage or industrial processes or severe loss of amenity) should be re-examined, even for some existing neighborhoods.	A guiding strategy for the Growth Areas should encourage the attainment of the following objectives:	TS and NJ consistent. MC consistent.
2. Jobs/housing balance	Provide land for a full range of housing types or densities in each municipality to meet its fair share of the needs of the region of which it is a part. (p.19, LC-2) Accomodate a full range of income levels, age groups and household types. (p.26,RC-2)	No numeric housing "fair share" by municipality is contemplated in the County Plan.	--An improved balance between job locations and housing choices. --Improved housing opportunities for a variety of households and income groups.	TS and NJ consistent. MC consistent. TS and NJ consistent. MC consistent.
	Expand significantly the housing location choices of economic and social minorities. (p.24,LC-5) Even in areas where densities are kept low for environmental reasons, some housing for low-and-moderate income households should exist. (p.45,LC-1)	Opportunities for sound housing of various types should be available for all income groups. Of particular concern to the public sector must be opportunities and programs for housing for low and moderate income people, including minorities.	The statewide <u>Housing Allocation Report*</u> addresses this subject more fully...The purpose of this plan is to provide municipalities throughout the state with a guide for the evaluation of their land use regulations and housing programs in providing reasonable housing opportunities to meet the needs of New Jersey residents (p.3.).	TS and NJ consistent in intent. Differences of criteria are discussed in the State <u>Housing Allocation Report</u> and TS's <u>People Dwellings and Neighborhoods</u> . MC consistent. With further recommendation as outlined in attached memo.
		Housing for lower income persons should not be used as an excuse to build on environmentally-sensitive areas. There is enough environmentally sound land available in most areas to meet present and projected housing needs.		

*"A Revised Statewide Housing Allocation Report for New Jersey," New Jersey Division of State & Regional Planning, May 1978.

100-20

Issue	Tri-State Regional Planning Commission	Subregion - Middlesex County, NJ	State of New Jersey	Conclusions: Comments
3. Facilities and Services	<p>Provide shopping, related services and community facilities near housing and jobs. (p.25;LC-1)</p> <p>Priority in funding of recreation projects should go to the older areas where parks are deficient or require major rehabilitation. (p.45).</p> <p>Where possible, provide clean waterways for recreational use in proximity to large population concentrations. (p.25,LC-5)</p>	<p>Provide for proximity or transit accessibility between shopping, services, community facilities and housing and jobs.</p> <p>Prioritize projects considering and balancing socio-economic and natural resource needs. Key factors include concentrations of low-income, minority and low-mobility groups, accessibility from high density areas, contribution to water quality and quantity. Ideal projects are multi-purpose.</p> <p>Statewide, recreation funding priority should consider proximity to existing and planned population, as well as potential for meeting regional natural resource needs in support of major existing and planned growth areas.</p> <p>Public access to Middlesex County's coastal waterfront should be improved and expanded. Basic to all coastal zone policies is that to the greatest extent possible Middlesex County's shoreline should be open and used for public purposes. Public recreational uses should have equal priority with residential, industrial and other private uses in the County's coastal zone. Highest priority should be given to those uses that serve the greatest number and diversity of people. Unrestricted public access to beaches is encouraged along with improvements to boardwalk areas. New marinas for recreational boating are encouraged in conjunction with residential, commercial, and recreational developments.</p>	<p>Encourage new development which is consistent with basic development objectives--a variety of housing opportunity, readily accessible to employment and commercial centers and at densities which will result in savings in energy use and land consumption. (p.110).</p> <p>There is also a great need for close-in open space and recreation areas for urban residents...These areas...(the Great Swamp, parklands in the Hackensack Meadows)...should be part of a continuing open space acquisition program in the north-eastern metropolitan region. (p.82).</p> <p>The Water Quality Improvement Act of 1971 was designed to protect the quality of watercourses by prohibiting the discharge of harmful or hazardous substances into surface waters. (p.113).</p> <p>The Division of State and Regional Planning will review State functional plans, Regional and County plans, applications for Federal grants and large scale development proposals, and comment on the consistency with the SDCP. Municipal Master Plans and zoning ordinances may also be reviewed.</p>	<p>TS and NJ consistent MC consistent.</p> <p>TS and NJ consistent as to recreation needs of urban residents. SDCP does not suggest funding priorities or identify small scale recreational facilities. MC consistent.</p> <p>TS and NJ consistent in intent. The SDCP acknowledges the role of many agencies and contrds in implementing the plan. MC consistent</p>

100-23

<u>Issue</u>	<u>Tri-State Regional Planning Commission</u>	<u>Subregion - Middlesex County, NJ</u>	<u>State of New Jersey</u>	<u>Conclusions: Comments</u>
V. IMPLEMENTATION				
1. Consistency in planning and plans	Tri-State will review applications for federal grants, various sub-regional and state plans, programs and policies, and specific functional plans (particularly for sewerage and open space recreation) for consistency with the <u>RDC</u> . (p.29 ff)	The Middlesex County Planning Board will review applications for federal grants; Regional, State and municipal plans; municipal development ordinances; subdivision and site plans; and will comment on consistency with the County Plan.		MC consistent.
VI. OTHER ISSUES				
(Suggestions by the Subregional Planning Agency on additional land development related issues that should be addressed.)				
VII. PLANNING TARGETS				
1. Population (year 2000)	820,000	817,500	820,000	TS, NJ, MC consistent
2. Housing units (year 2000)	284,000	not tabulated	-	-
3. Employment (year 2000)	337,000	359,000	-	MC at 6.5% over TS population. Both MC and TS are re-evaluating projections. Issue tabled pending future regional evaluation.

*"A Revised Statewide Housing Allocation Report for New Jersey," New Jersey Division of State and Regional Planning, May 1978

D R A F T

TO: Joel S. Weiner, Tri-State Standing Committee on Land Use,
Energy and Environment

Richard A. Ginman, Director, Division of State & Regional Planning,
Department of Community Affairs

Douglas Powell, Director, Middlesex County Planning Board

FROM: William Sage and Mary Winder, Division of State & Regional Planning,
New Jersey Department of Community Affairs

SUBJECT: Meeting to Discuss Map Changes held at the
Middlesex County Planning Board, June 15, 1979

The purpose of the meeting was to discuss differences of opinion between Middlesex County and the New Jersey Department of Community Affairs with respect to the grid designations on the RDG map, as well as County recommendations for changes in the SDGP map. Present at the meeting were Douglas Apalski and John Sully, Middlesex County Planning Board; Robert Richmond and Katherine Poslosky, Tri-State; Barry Sullivan and Mary Winder, New Jersey Department of Community Affairs.

The following changes were recommended to the County and Tri-State by the DSRP staff.

1. x 493 y 464, x 494 y 463 and 464; x 495 y 463, 464 and 465 -- DSRP suggested that these Monroe Township cells be changed from 2-6.9 to a 0-0.5 residential density. These cells are in a designated Limited Growth Area. There is very little development and the area is not presently served by public sewers. The County staff agreed to the recommended changes except in grids 494-463 and 495-465. These two grids will remain at a density of 2-6.9.
2. x 494 y 466 and 467 -- These cells are in a Growth Area and are served by public sewers. DSRP suggested that they be changed from a residential density of 0-0.5 to 2-6.9. The County staff did not agree with the suggested change and the cells will remain at a designated density of 0-0.5.

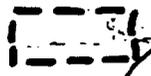
The Middlesex County Planning staff recommended one change in the SDGP map. They asked that the Growth Area north of the Limited Growth Area around Pigeon Swamp be changed to a Limited Growth Area. This change would correspond to the suggested changes in Tri-State cells 489-465 through 468 and 490-465 through 467 from a density of 2-6.9 to 0-0.5. In support of their recommendation, the Division received Resolution 4538 from the Township of East Brunswick requesting the Division of State and Regional Planning amend the SDGP and make this area a Limited Growth Area. The suggested change is depicted on the attached map. A copy of Resolution 4538 is also attached.

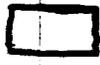
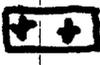
The following changes were suggested by the County staff. The DSRP staff has reviewed these recommendations and concurs with them. The reasons for these changes are given in the attached worksheet prepared by Middlesex County.

	x	y	
1.	484	461	From 0-0.5 to 7-14.9
2.	486	462	From 0-0.5 to 7-14.9
3.	486	467	From 2-6.9 to 7-14.9
4.	487	478	From 2-6.9 to 0-0.5
5.	488	479	From 2-6.9 to 7-14.9
6.	486	457	From 2-6.9 to 0-0.5
7.	493	459	From 0-0.5 to 2-6.9
8.	491	462	From 0-0.5 to 2-6.9
9.	492	463	From 2-6.9 to 7-14.9
10.	493	462	From 2-6.9 to 0-0.5
	494	462	"
	495	461	"
	495	462	"
	495	463	"
11.	494	465	From 0-0.5 to 2-6.9
12.	491	473	From 0-0.5 to 2-6.9
13.	496	468	From 2-6.9 to 7-14.9
14.	498	468	From 0-0.5 to 2-6.9
15.	488	463	From 2-6.9 to 0-0.5
	488	464	"
	489	463	"
	489	464	"
	489	465	"
	489	466	"
	489	467	"
	489	468	"
	490	465	"
	490	466	"
	490	467	"

MW:kcj
Attachments

ORIGINAL
BOUNDARY



- GROWTH 
- LIMITED GROWTH 
- AGRICULTURE 
- URBAN CENTER 

PROPOSED REVISION 6/79

PROPOSED N. J. STATE
DEVELOPMENT GUIDE

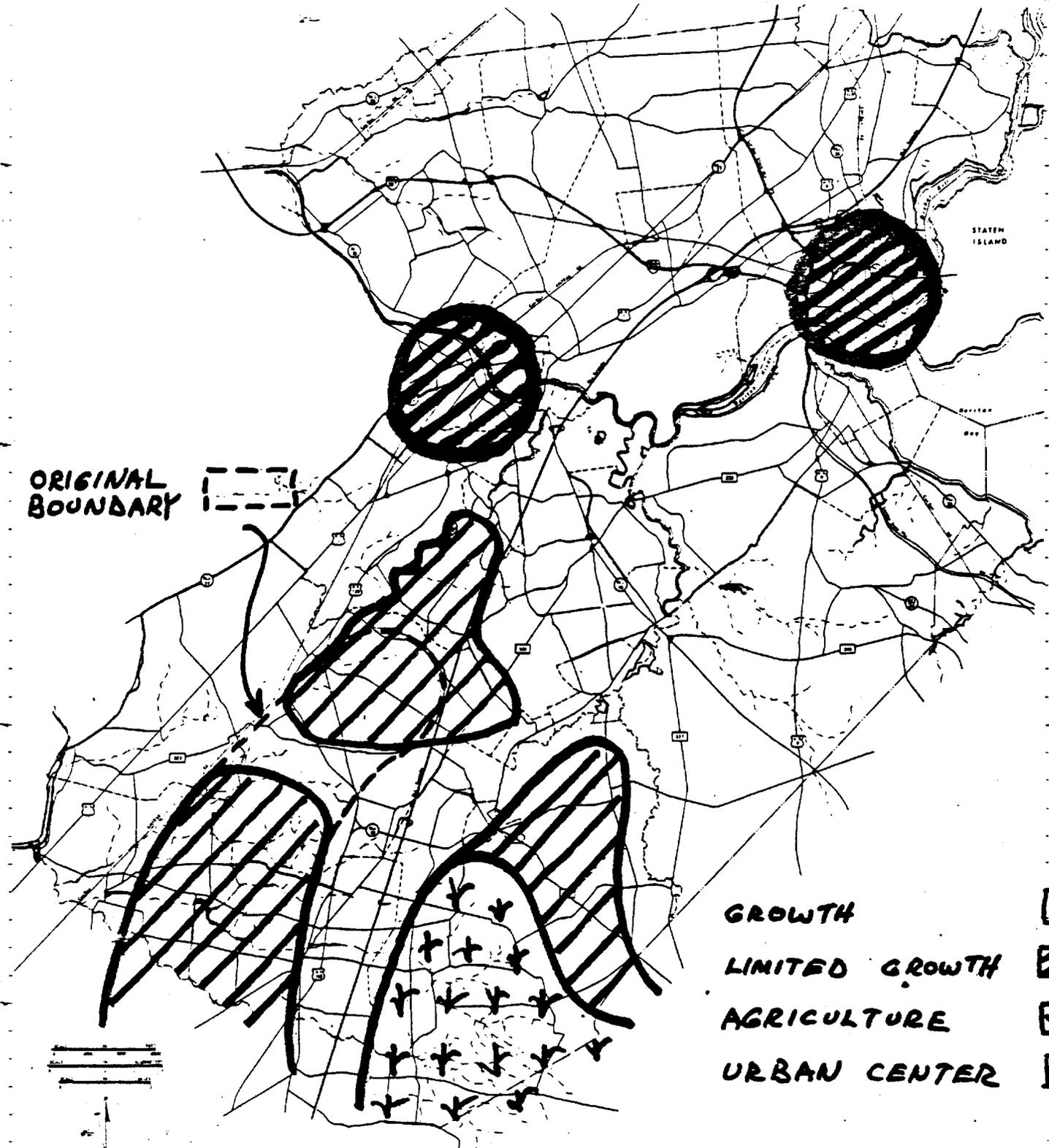


EXHIBIT
J-15
APR 16 1984
ID _____ EVD
DAVID G. VORSTEG, C.S.R.

STATUS OF THE
STATE DEVELOPMENT GUIDE PLAN
WITH RESPECT TO
PLANS OF OTHER AGENCIES

Prepared by
Bureau of Statewide Planning
Division of Planning
Department of Community Affairs
January 1980

EXHIBIT
J-15
APR 16 1984
DAVID G. VORSTEG, C.S.R.

STATUS OF STATE DEVELOPMENT GUIDE PLAN WITH RESPECT TO PLANS OF OTHER AGENCIES

COUNTY LAND USE PLANS

<u>County</u>	<u>Status</u>
Atlantic	<p>Preliminary discussions have been held with staff of the County Planning Department. The County is in process of preparing a master plan and a proposal for changing the county population targets. Sewerage inventory completed.</p> <p>Issues include population impact of casino development, impact of Pinelands planning and refinement of policies, and future land use recommendations.</p>
Bergen	<p>Part of Tri-State region. Plan comparison activities completed and basic compatibility achieved with County and Tri-State plans and policies. Sewerage inventory completed.</p> <p>Remaining issues include density of future growth in the northern part of the County. The County regards the State population target as low because of differences in expectations for Meadowlands growth.</p>
Burlington	<p>Part of DVRPC region. Basic compatibility with County and DVRPC plans and policies achieved. Sewerage inventory has been sent to County for review.</p> <p>Remaining issues include the impact of Pinelands planning on major portions of the County.</p>
Camden	<p>Part of DVRPC region. Basic compatibility with County and DVRPC plans and policies achieved. Sewerage inventory has been sent to the County for review.</p> <p>Remaining issues include the impact of Pinelands planning on southern fringe of County.</p>
Cape May	<p>Plan comparison activities due to be initiated shortly. Some discussion with CAFRA and the prospect for basic plan compatibility is good. Sewerage inventory is nearing completion and will be sent to the County for its review in the near future.</p> <p>Remaining issues include impact of Pinelands planning and casino development on significant portions of the County.</p>

Cumberland Discussions completed and adjustments requested by the County made in revised SDGP. Sewerage inventory has been completed.

 Remaining issues include impact of Pinelands planning on portions of the County.

Essex Part of Tri-State region. Plan comparison with County and Tri-State completed and basic compatibility achieved. Sewerage inventory has been reviewed by the County and revisions are now being made.

 Outstanding issues include the need for a clearly defined urban strategy.

Gloucester Part of DVRPC region, but abstained on vote to accept the DVRPC plan. No comments received regarding SDGP to date. Plan comparison discussions indicated, but not yet scheduled. Sewerage inventory was sent to the County last October, but no comments have been received to date.

 Outstanding issues include population -- County is preparing to amend DVRPC targets -- and future land use.

Hudson Part of Tri-State region. Plan comparison activities to achieve compatibility with County and Tri-State completed. Sewerage inventory now undergoing County review.

 Outstanding issues include the need for a more precise urban strategy.

Hunterdon Basic agreement with County prior to publication. No comments have been received since. Sewerage inventory has been sent to the County for review.

 Issues remaining: none known.

Mercer Part of DVRPC region. Adopted DVRPC plan which is basically compatible with SDGP. No comments received regarding SDGP since publication. Sewerage inventory has been sent to the County for review.

 Issues remaining: none to report at this time.

Middlesex Part of Tri-State region. Extensive discussions held with Tri-State and County staffs. Basic plan compatibility achieved, and the SDGP maps modified accordingly. Now working together on measuring the population distribution.

that would result if the Year 2000 Plan were realized. Sewerage inventory now undergoing in-house review prior to submission to the County for review.

Issues remaining include the validity of the population target.

Monmouth

Part of Tri-State region. Basic compatibility achieved with Tri-State and County staffs. Sewerage inventory now being reviewed by the County.

Issues outstanding include a few isolated differences regarding future land use in portions of the County. County has been notified of these differences and future discussions are indicated. Also differences as to threshold density that should be eligible for public investment in sewerage and between county population growth expectations and the state planning target.

Morris

Part of Tri-State region. Plan comparison discussions held and partial compatibility determined. Sewerage inventory now undergoing county review.

Issues remaining include land use in western portion of the County. No specific map changes have been requested, but notification of intent to do so has been recorded. The County seeks to promote economical infrastructure development, but does not have a position on threshold density for public services.

Ocean

Plan comparison discussions initiated in conjunction with County water quality and land use planning. Sewerage inventory has been reviewed by the County and revisions are being made.

Remaining issues include impact of Pinelands planning and casino development spinoffs on portions of the County.

Passaic

Part of Tri-State region. Basic compatibility achieved in conjunction with County and Tri-State staffs. Sewerage inventory has been completed.

Remaining issues include threshold density for public investments in small portions of the County. Though not an issue between the County and the Division of Planning, the outcome of the Newark Watershed litigation is a significant issue within the County and with respect to the Skylands.

- Salem Discussion held last year with County political delegation. No comments have been received to improve the SDGP, but the County Board of Chosen Freeholders approved a resolution opposing the SDGP on 2/1/78. Sewerage inventory now undergoing County review.
- Remaining issues have not been identified. Future plan comparison discussions are indicated.
- Somerset Part of Tri-State region. Plan comparisons to achieve compatibility have been completed and basic consistency achieved. The SDGP has been revised accordingly. Sewerage inventory has been reviewed by the County and revisions now being made.
- Remaining issues include the reality that most development in the County is occurring at densities of one dwelling unit per acre which is not regarded as a suitable density for publicly funded services.
- Sussex Plan comparison discussions have been initiated. The County is currently evaluating water quality and land use plans and intends to pursue comparison with SDGP in the near future. Sewerage inventory is being reviewed by the County.
- Remaining issues include population targets and future land use patterns in portions of the County.
- Union Part of Tri-State region. Plan comparison completed and basic compatibility achieved. Sewerage inventory is now undergoing County review.
- Remaining issues include the need for a sharply defined urban strategy.
- Warren Comments since publication limited to SDGP's denotation of agricultural lands and recommended policies pertaining thereto. Plan comparison in the near future is indicated but has not yet been initiated. Sewerage inventory now undergoing County review.
- Remaining issues not clearly identified at this time.

STATE AGENCY PLANS

DEPARTMENT

STATUS

Transportation - Surface Transportation Plan	Basically consistent with SDGP: priorities to improving existing systems, rail and transit improvements. Some concern regarding completion of I-95, I-287 and 55.
Transportation - State Implementation Plan for Air Quality	Basic policies consistent with major findings of SDGP -- jobs/housing balance, rail/mass transit emphasis.
Transportation - Terminal Modernization Study	Consistent with SDGP recommendations.
Energy - Energy Master Plan	Basic policies and implications consistent. DOE indicates SDGP Growth Areas too extensive, but has not suggested where modifications may be appropriate.
Environmental Protection - Water Quality	Non-designated 208 areas: Criticized for failing to address statewide policies. Discussions have been held with 208 staff and agreement that plan comparison with counties by DCA plus critical areas mapping by DEP will rectify the problem. Designated 208 areas: Varying degrees of attention to statewide concerns. Where statewide concerns not addressed satisfactorily, 208 planning will be included with county land use planning in plan comparison process.
Environmental Protection - Water Quality Grants Priority List	Current list consistent with SDGP. Statewide staff provides comments on applications for funding both to DEP and the applicant via the A-95 review system.
Environmental Protection - Water Supply	Review of work products limited to one portion dealing with conservation measures and pricing.
Environmental Protection - Coastal Areas (CAFRA/CZM)	Generally consistent with SDGP. Staff have discussed apparent inconsistencies in portions of the region and minor revisions to the CAFRA Plan are being considered.
Environmental Protection - Solid Waste	Have not yet seen any products for review.

DEPARTMENTSTATUS

Environmental Protection -
State Comprehensive
Outdoor Recreation Plan

Basically consistent with the SDGP.

Environmental Protection -
Pinelands

No products to review to date.

Labor & Industry -
EDA Targeting

Potential conflicts due to exclusion of certain types of development from locational criteria (e.g., manufacturing, office buildings and other specified developments may qualify for EDA assistance no matter what their location).

Community Affairs

Focus of housing assistance, neighborhood rehabilitation and local assistance programs consistent with the SDGP.

Agriculture - Blueprint
Commission Report

Major recommendations of this report were reflected in the 1977 draft SDGP.

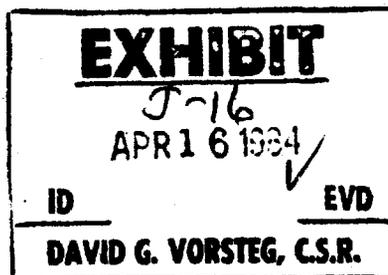
STATEMENT ADOPTED BY THE MIDDLESEX COUNTY PLANNING BOARD,
9 SEPTEMBER 1980, RE: NEW JERSEY STATE DEVELOPMENT GUIDE PLAN,
REVISED DRAFT, MAY 1980

When the Middlesex County Planning Board reviewed the original draft of the New Jersey State Development Guide Plan (SDGP) in September 1977, we found basic conceptual agreement with Middlesex County's adopted and emerging plans, along with several areas which from the County's viewpoint needed revision or clarification.

The County planning staff's review of the current SDGP revision indicates that most of the requested revisions and clarifications have been incorporated, to the degree that this Board finds the SDGP, the draft Middlesex County Land Use Plan (cross-accepted with Tri-State), the policies of the adopted County Interim Master Plan, and the land use aspects of the adopted Lower Raritan/Middlesex County 208 Plan all to be in substantial agreement.

Among the more important revisions included in the present SDGP are acceptance of the County's and Tri-State's cross-accepted population projections, and the revised year 2000 Concept Map as it concerns Middlesex County. Better clarified are the intended relationships between the SDGP and the cross-accepted County and Tri-State land use plans, and the recognition that critical natural areas within the State designated "Growth Areas" can and should be identified and controlled by local government.

The SDGP states that, given "substantial agreement" of all levels plans, more-detailed County and Tri-State plans are to be considered "appropriate refinements of the Guide Plan" and are to be considered authoritative when detailed planning questions arise.



With these clarifications, we now find the defined working relationship between the three regional plans to be appropriate and mutually supportive.

On the negative side, while the revised SDGP is more supportive of agriculture preservation than the original, it continues to be ambivalent on the exceptionally fine prime farmland found in Plainsboro and Cranbury in southern Middlesex County and also in the adjacent portion of Mercer County. These lands are designated as "Limited Development", leaving the burden of their preservation for agriculture totally on the individual municipalities. However, it is just such prime farmlands, where development pressures are the worst, which most need state programs for preservation. Accordingly, we recommend that these lands be designated "Agricultural Area" instead of "Limited Development Area".

We also repeat our 1977 recommendation that major rivers, lakes and aquifer recharge/outcrop areas be identified somewhere in the SDGP, and that the maps identifying watershed areas include the Jamesburg Park lands, Duhernal lands, and Burnt Fly Bog.

Despite the apparent agreement on a year 2000 population projection, the SDGP states that this figure is nevertheless felt to be unrealistically high and identifies it as the only "remaining issue" in Middlesex County. While we do not believe that this or any other 20-year population projection is infallible, we would note that this one has been cross-accepted both with Tri-State and with all Middlesex County municipalities, and is used by NJDEP as well. Accordingly, we do not recommend any formal consideration of revision to it until after final 1980 Census results are known.

In summary, the Middlesex County Planning Board finds that with the exception of the items mentioned above, the revised New Jersey State Development Guide Plan is closely congruent with the Middlesex County's Draft Land Use Plan, as cross-accepted with the Tri-State Regional Planning Commission, and with the land use por-

tions of the adopted Lower Raritan/Middlesex County 208 Plan. Since these plans, in turn, presently are compatible with local plans, this means that all land use plans from municipal through State levels are essentially integrated at the present time. We believe this integration to be an important step forward in providing coherent guidance for both desired development and natural resource protection, and we hope that close State-County coordination on specific future investment decisions will mark plan implementation.

MEMORANDUM

TO: Middlesex County Planning Board
FROM: Comprehensive Planning
DATE: July 14, 1980 (Typed 7/22/80)
RE: Revised New Jersey State Development Guide Plan

Overview

The State Development Guide Plan (SDGP) was first prepared by the New Jersey Department of Community Affairs in 1977 and released in "preliminary draft" form. It was widely circulated and discussed, and "endorsed" by the Governor as DCA's HUD 701 land use element. It has been used as a point of reference by the courts. Some State agencies acknowledge it, others apparently ignore it; its official status presently is unclear. However, we believe that its survival for three years and its classification and strengthening in the present version - amplified and made more specific than before, not weakened - indicates that it is accepted by this administration and is an expression of its desires and intentions. The SDGP is likely to be used more and more.

The current draft document is substantially similar to the original, but with a number of refinements and additions which serve to clarify the original policy positions and to respond to requested changes.

When the M.C.P.B. staff last reviewed the SDGP (15 Sept. 1977), we made certain recommendations. The most important of these have been followed in the current SDGP; a few have not.

The following review identifies the revised draft SDGP's relationship to M.C.P.B. documents, especially the cross-accepted draft Land Use Plan, and indicates how the current version responds to our previous recommendations.

This review also abstracts key statements and criteria from the SDGP and presents them here as a quick review of the SDGP's content and intent.

Chapter-Introduction

It its own words, the State Development Guide Plan is:

- "a broad-based policy guide which recommends where future development and conservation efforts in N.J. should be concentrated...It is essentially an advocacy plan for the preservation and efficient use of the State's physical resources."
- "a policy statement about the State's future growth and development...(it) reflects the need to balance conservation areas, agricultural land and water resource imperatives with opportunities for further economic and residential expansion."
- "a state level policy guide which has relevance for determining the appropriateness or inappropriateness of publicly-funded, growth-inducing developments such as highways and sewers."

To date, the State has used the plan as a basis for the review of major subdivisions and of applications for federal assistance processed through the PNRS system, and of State functional plans. The State courts have on occasion cited it as partial rationale for both upholding and striking down local zoning. Hence, the SDGP, though not officially adopted by anyone, has come to be used as a touchstone in development and investment issues.

Chapter 1 - New Jersey 1980

This chapter presents background and historical material and a brief analysis of the problems facing New Jersey at this time. Basic planning needs and their rationale are identified.

Since the 1977 preliminary draft, single population and employment projections for the state, in place of several possible alternatives, have been chosen. Later in Chapter 5, the Guide plan shows a "policy projection" for Middlesex County of 820,000, the same level used by Tri-State and cross-accepted with the County's current draft projection of 830,000. The State's policy projection figure is in accordance with the MCPB's 1977 recommendations. (memo, 15 Sept. 77)

The reasoning behind the State Development Guide Plan is expressed in the following six premises:

1. Population will continue to grow in N.J. and will affect the State's development.
2. Investments in facilities will be needed to accommodate the expected growth.
3. Critical natural and manmade resources can be jeopardized by the expected growth.
4. Diminishing resources require conservation measures.
5. A state level development plan and policies are needed to prepare properly for the future.
6. Planning for future development should include a determination of places in the State where development would not be appropriate.

Chapter II - Goals & Growth Management Strategy

The following six goals concerned with land use and development policy are listed; they are somewhat expanded from the goals of the preliminary draft. Goals III and V are new.

- I. To protect the State's air, water, wildlife and land resources from the adverse effects of activities and to correct past misuses.
- II. To preserve the open space necessary for a quality environment that would be adequate for the population of the State.
- III. To maintain a viable agricultural economy in New Jersey.
- IV. To enhance the quality of life in urban, suburban and rural areas with special priority for revitalizing older urban areas.
- V. To cluster the settlement pattern in the State in order to promote the conservation of energy, to encourage a proper job/housing balance, and to foster the efficient use of the State's capital facilities such as highways, rail lines and sewer systems.
- VI. To provide opportunities for economic expansion and new employment in New Jersey.

These goals are completely consistent with the adopted and draft County Master Plans. It is interesting to note the new goals concerning agriculture and efficient development clustering, both of which have been concerns of this County's planning since the late 60's. The addition of these since 1977 accompanies rising public interest nationally in problem of loss of prime agricultural land to development, and the realization that the "boom days" of widespread capital

expenditures are over. Both reflect the trend toward concern with more careful use of existing resources, whether natural or man-made. Goal V also begins to remedy the sense given by the preliminary draft plan of aiming at only slightly-more- organized scatter of jobs and housing; however, the plan map itself is scarcely more restrictive than before.

Finally, four elements of the State's proposed growth management strategy are identified:

- I. A suitable balance between conservation and growth in New Jersey with space for both the conservation of agricultural and critical environmental areas and for residential and economic growth.
- II. The conservation of areas characterized by prime agricultural soils, public open space, steep slopes, wetlands and water supply resources.
- III. The concentration of development and supporting public investments within older centers and areas which are currently developed as in proximity to existing development.
- IV. A policy of limited investment which neither encourages nor discourages development in the areas of the State where conservation or development priorities have not been established.

Chapter III - Guidelines for Planning

This chapter identifies the following categories of areas to be considered in planning land use:

1. Prime open agricultural lands
2. Public open space
3. Steep slopes
4. Wetlands
5. Water supply
 - a. potable watersheds (public & quasi-public)
 - b. water service areas
6. Sewerage service areas
7. Existing highway & rail systems
8. Employment density
9. Existing development

This chapter is essentially unchanged from the 1977 preliminary draft, although slightly updated.

Recommendations

During the PB review of the 1977 draft, we recommended that the following categories be added:

- major rivers and lakes
- major aquifer recharge/outcrop areas (especially important)

We also recommended that Jamesburg Park lands, Duhermal lands, and Burnt Fly Bog be included in the plan identifying watershed areas.

Since these recommendations have not been followed, so we again urge their inclusion in the final version of the plan.

Chapter IV - The Concept Maps

Chapter IV and its accompanying concept map (see following pages) are the heart of the State's Plan. This chapter identifies the following categories of areas:

1. Growth Area
2. Limited Growth Area
3. Agriculture Area
4. Conservation Area (areas of statewide significance only)
5. Pinelands Protection Area
6. Pinelands Preservation Area
7. Urban Aid Municipality

Only Categories 1, 2, 3, 7 are found in Middlesex County.

The text of Chapter IV restricts the State's intent to achieve a balance between conservation and development, and newly states the four premises on which the Concept Map is based:

- older urban areas should be conserved, strengthened and revitalized,
- land should be developed efficiently, so that public investments are made economically and energy use is minimized,
- critical natural resources should be protected, so that future development can be adequately served at least cost,
- agriculture should be retained as an active economic use.

The revised Concept Map reflects the MCPB's recommendations, and is in accordance with the draft County Land Use Plan cross-accepted with Tri-State, and with the Tri-State Regional Development Guide as it applies to Middlesex County.

These plans, thus are to be considered by the State as "appropriate refinements of the Guide Plan" (SDGP, p. 109) .

The Guide Plan categories are general and not intended to be absolute. Environmental constraints and prime agriculture land exist within Growth Areas, and the Guide Plan states that the more detailed plans prepared by municipalities and counties are expected to exercise local control over precise delineations of development within the Growth Areas. (p 43) It further states: "Land acquisition for recreation and resource conservation, as well as local controls protecting floodplains, steeply-sloped areas, wetlands, agricultural uses and forestal areas constitute valid components of the kind of land use pattern which should characterize such Growth Areas." (p. 49)

These statements respond well to the MCPB's previous requests for clarification on legitimate development constraints within the Growth Areas, to protect the legitimate application or more precise delineation by municipalities and the County.

Depressed Rural Center Aid Program

Jamesburg is included in this program in 1980.

Agricultural Areas

Parts of southern Monroe is designated "Agriculture", as on the 1977 preliminary draft, and is the northern tip of a larger aggregation of agricultural lands extending up from Monmouth County.

The County's best agricultural lands -- all prime -- in Plainsboro and Cranbury are designated for "Limited Development", meaning that additional growth-supporting infrastructure should not be added for the foreseeable future.

While we would prefer that these be designated "Agriculture", the State's position is that relative to other agricultural lands, they are too small an area and are subject to too much development pressure to be effectively preserved through State agriculture investment policy.

However, the Guide Plan says "Agriculture in other portions of the State - no matter how they are assigned on these Concept Maps - should be protected from incompatible development to the extent feasible within the context of local planning

and land use regulations." (p. 71) This supports the concept of preserving the lands but effectively puts most of the burden of proof and action on the municipality.

Thus the State Plan generally is supportive of continuing agricultural uses, but is functionally ambivalent on those agriculture lands, no matter how excellent, which are too near growth corridors.

Recommendation

We recommend that the State Guide Plan state that all prime agricultural lands in blocks over some minimum acreage, whatever their SDGP designation, should be fully eligible for any future State programs to preserve agriculture. This would provide additional support for local planning efforts to retain agriculture.

Limited Growth Areas

Limited Growth Areas are essentially the "leftovers" - not needed for development in the foreseeable future, but lacking larger concentrations of prime agricultural land in a semi-rural context and/or concentrations of public open space or environmentally sensitive land of statewide importance. They are viewed as development resources for the long-range future.

The State's proposed strategy for these areas is to limit investment in growth-supporting infrastructure, and thus to seek to discourage any intensive development of these areas for at least the next twenty years.

This is a satisfactory policy for most of these areas in Middlesex County, with the exception of the principal block of prime agricultural land located in Plainsboro and Cranbury between the Amtrak main line and the present western border of Cranbury village.

Recommendation

We believe that this land, along with the adjacent land in Mercer County south of the Millstone to at least Route 571, deserves explicit State Plan recognition for its outstanding agricultural qualities.

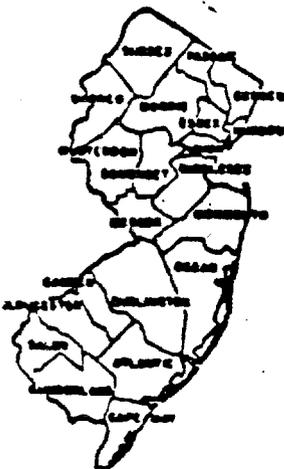
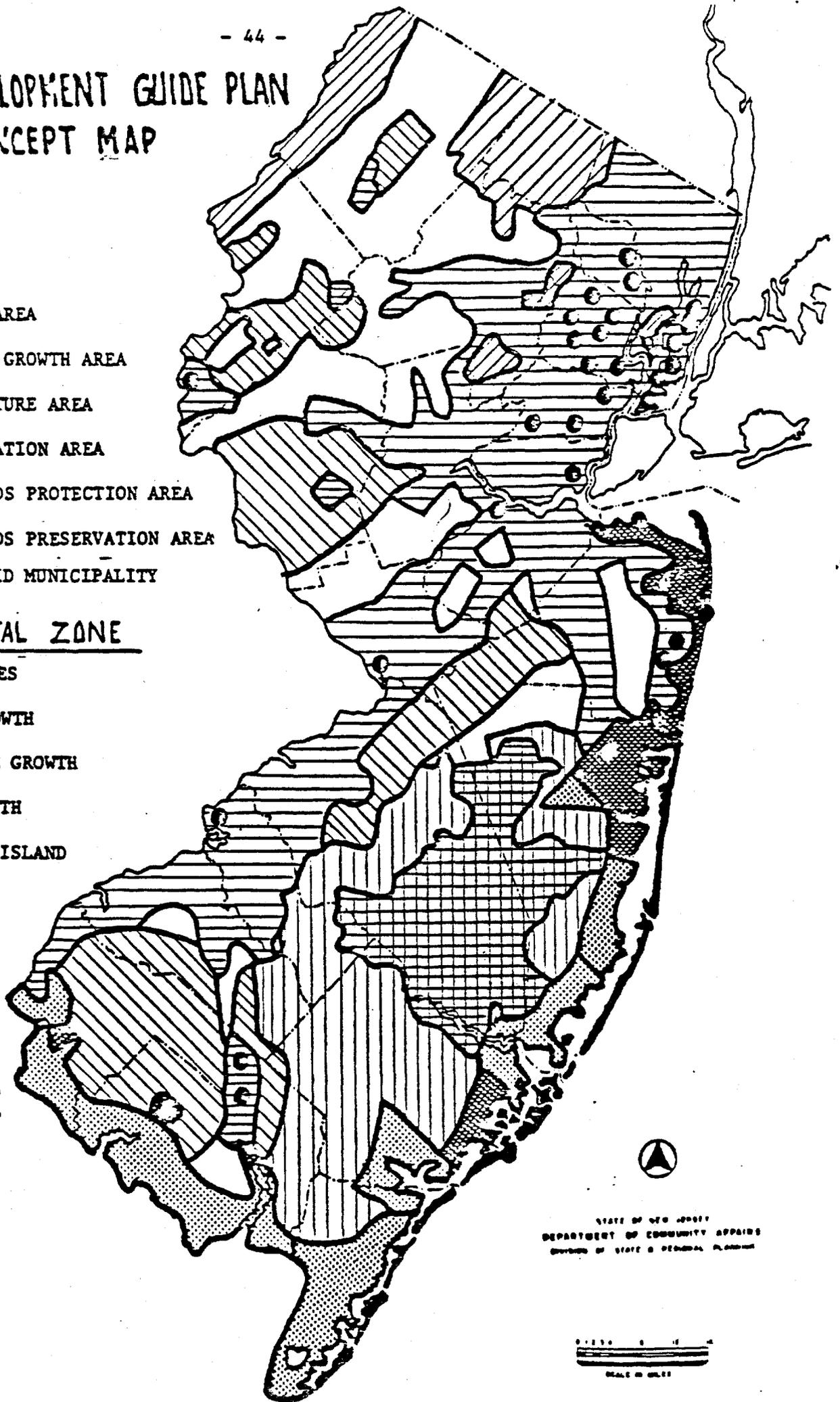
STATE DEVELOPMENT GUIDE PLAN CONCEPT MAP

-  GROWTH AREA
-  LIMITED GROWTH AREA
-  AGRICULTURE AREA
-  CONSERVATION AREA
-  PINELANDS PROTECTION AREA
-  PINELANDS PRESERVATION AREA
-  URBAN AID MUNICIPALITY

COASTAL ZONE

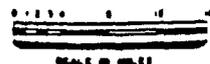
REGIONAL TYPES

-  HIGH GROWTH
-  MODERATE GROWTH
-  LOW GROWTH
-  BARRIER ISLAND



COUNTY KEY MAP

STATE OF NEW JERSEY
DEPARTMENT OF COMMUNITY AFFAIRS
DIVISION OF STATE & REGIONAL PLANNING



Chapter V - Implementation

The operative ingredient of this chapter is a new set of "guidelines" -really policies- related to each land category on the Concept map, along with other comments related to implementation. These guidelines, not in the 1977 draft, complete the policy aspect of the plan. They are similar to the policies found in the County's draft Land Use Plan cross-accepted with Tri-State, and are compatible. Matrices comparing State and County guidelines/policies are attached. (Attachment 1)

This chapter also includes the year 2000 population policy projection of 820,000 for Middlesex County, the figure also used by Tri-State. The County's current year 2000 projection, cross-accepted with the municipalities and Tri-State, is approximately 830,000 or only 1.2% higher, close enough to be considered identical.

It is interesting to note that this is by far the largest absolute projected population increase of any county in the State.

The State feels that the current projection shared by the SDGP, RDG and County draft Plan is unrealistically high; in Chapter VI, it is identified as the only "remaining issue" with Middlesex County. DCA, Tri-State and County staffs have been working to evaluate in detail the capacity of the Tri-State and draft County Plans for the year 2000, and have arrived at a figure of about 750,000, fairly close to the last DYLAM "Low Plan" projection.

Our analysis uses densities derived from present local zoning, using the densest choice, if there are options. Naturally, assumption of higher average densities could yield a higher capacity figure. Any formal discussion of a revised 2000 policy projection will be held in abeyance until after 1980 Census results are in, but we would expect such a revision to be downward rather than upward.

The SDGP does not include county-level employment projections.

Chapter VI - Relationship To Other Plans and Programs

This chapter describes and analyses the SDGP's as it relates to other State plans and programs, and to regional and county plans. It identifies that the SDGP is essentially consistent with the Tri-State Regional Development Guide, with which the County's draft Land Use Plan has been cross-accepted. The SDGP Concept Map is more general; the Tri-State RDG map is regarded as the next level of mapping detail.

The Guide Plan has been compared to the Middlesex County Draft Land Use Plan as well, during the cross-acceptance process, and modified slightly to be fully compatible with the year 2000 Land Use Map. In view of this "substantial agreement", the County's plan is viewed as an appropriate refinement of the Guide Plan (p 109).

In the case of Middlesex County, all three plans are compatible with and reinforce each other. Since the County's draft Land Use Plan is compatible with local plans, this means that all land use plans from local through State are integrated at the present time.

This chapter also includes a "Needs Index" ranking the Urban Centers in terms of relative need for a composite of factors. Of 29 designated Urban Centers, Perth Amboy ranked 11th and New Brunswick 13th for neediness. Similar rankings will be carried out for all 567 municipalities in the state, divided into 5 categories, and may result in amendments to the SDGP.

N.J. STATE DEVELOPMENT GUIDE PLAN

VS.

CROSS-ACCEPTED MIDDLESEX COUNTY LAND USE

GUIDELINES

POLICIES

URBAN AREAS

Restore, rehabilitate and renovate aging residential, commercial and industrial areas.

POLICY #6: Continue and expand programs to preserve and improve existing dwellings and residential neighborhoods in both urban and suburban locations.

POLICY #7: In order urban areas, promote better balanced residential patterns through specific programs to encourage more housing for upper and middlesex-income residents, as well as improved housing and neighborhoods for low and moderate income residents.

POLICY #21: Emphasize the continued development, redevelopment and integration of both New Brunswick and Woodbridge/Metropark and their related corridors as the primary regional office, shopping and service centers of Middlesex County. Encourage medium and higher density residential development in conjunction with the office/service portions of these centers and their respective commuter rail stations.

POLICY #9: Evaluate problems of existing physical proximity between housing and certain industries in selected neighborhoods where there may be on-going health hazards (chronic and excessive pollution a dangerous storage or industrial processes or severe loss of amenity). If continued stresses on residents are unavoidable, develop plans for realignment of residential vs. non-residential boundaries to insure adequate minimums of residential safety and amenity. Particular attention should be given to assistance and plans that recognizes the integrity of existing neighborhoods

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GUIDELINES

POLICIES

<p>URBAN AREAS continued</p>	<p>and communities, as well as the future ability of these to function as viable residential areas. Such assistance and plans should be devised with the participation of all affected areas and interests.</p>
<p>Promote higher densities for infilling or redevelopment, if appropriate to the character of the area and the availability of facilities.</p>	<p>POLICY #15: Promote planned unit developments and compact residential centers of medium and higher density which can be more effectively and economically served by public transit than lower density development.</p>
<p>Improve the transportation network and service by integrating different modes of travel: rail and express buses, coordinated collection and distribution through feeder buses or park-n-ride facilities and local buses.</p> <p>Give funding priority to the public transportation investments needed to sustain the economic functions of older urban areas and to provide alternatives to the private automobile.</p> <p>Give funding priority to wastewater treatment facilities which need improvement and expansion in order to adequately serve urbanized areas.</p>	<p>POLICY #17: Upgrade rail, bus and parking facilities and services to serve the County's two primary office/service centers at New Brunswick and Woodbridge/Metropark and encourage additional compact residential development of densities appropriate for these transit-served nodes. (See Policy #21)</p> <p>POLICY #38: In transportation investments, give priority to areas of existing high travel demand, then to planned new development areas.</p> <p>NONE</p>
<p>Locate State office buildings in urban centers and accompany</p>	<p>NONE</p>

N.J. STATE DEVELOPMENT GUIDE PLAN

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GUIDELINES

POLICIES

AN AREAS continued
such development with appropriate payments in lieu of taxes to the municipality involved. Monitor the siting of federal facilities and encourage urban locations.

WTH AREAS

Target public investments for new growth-inducing facilities to Growth Areas. However, provide such funding only where the density of future development will insure economical and efficient operation.

Encourage housing development in proximity to jobs, commercial areas and public transportation. Provide a variety of housing types so that households of varying sizes and incomes can find suitable housing.

Policy #34: Provide growth-supporting public facilities and investments only to existing and planned growth areas, i.e., residential areas with net densities of 2 d.u./acre and greater, and planned economic concentrations as identified on the year 2000 Land Use Plan map.

Policy #1: Provide adequate amounts of lands zoned at different densities to enable both private and public sectors to construct a variety of housing types to meet the full range of incomes and lifestyles in Middlesex County.

Policy #2: Planned residential development should be adjacent to existing development and infrastructure to make fullest use of existing infrastructure and services to avoid excessive public costs for infrastructure and services extensions, and to enable most efficient and least cost transportation.

Policy #5: Promote new residential development in close relationship to jobs via direct proximity or access to public transit.

N.J. STATE DEVELOPMENT GUIDE PLAN

VS.

CROSS-ACCEPTED MIDDLESEX COUNTY LAND USE

GUIDELINES

POLICIES

GROWTH AREAS continued

Policy #16: Promote physical proximity or transit accessibility between housing and jobs, shopping, services and educational and community facilities.

Policy #19: Promote physical proximity between compatible types of economic development and residential development, recreational facilities and services, to reduce home to work travel distances and times, and to enable employees to meet routine shopping, service and recreation needs in conjunction with working hours.

Install and expand sewer systems only in locations where housing is at a density sufficient to insure economical extensions (at least two dwelling units per acre).

Policy #36: Provide sewers only where densities make installation economical, generally not below two dwelling units per acre, except in selected cases where existing on-site facility problems cannot be solved without sewerage. In such exceptions, limit sewer capacity to discourage further development in open lands.

Correct pre-existing, on-site facility problems with non-structural techniques or capacities no greater than required to remedy the problem.

Policy #36: Provide sewers only where densities make installation economical, generally not below two dwelling units per acre, except in selected cases where existing on-site facility problems cannot be solved without sewerage. In such exceptions, limit sewer capacity to discourage further development in open lands.

N.J. STATE DEVELOPMENT GUIDE PLAN

VS.

CROSS-ACCEPTED MIDDLESEX COUNTY LAND USE

GUIDELINES

POLICIES

GROWTH AREAS continued

Limit road improvements to providing necessary links in nearly completed systems and correcting unsafe conditions.

Emphasize arterial improvement over freeway construction. (Goal #1, adopted County Transportation Plan & Program, 1977)

Discourage residential development at densities in a range of less than two dwelling units per acre to 0.5 dwelling units per acre.

Policy #3: Planned residential development should occur at no less than two dwelling units per acre net density, with medium and higher densities recommended at locations with appropriate infrastructure capacity and transit or transit potential.

Policy #4: Most new residential development at densities between 0.5 and 2 dwelling units per acre should be discouraged as wasteful of land and expensive for municipalities to sustain with adequate infrastructure and services.

Locate major economic generators in urban areas, accessible by mass transit, and not in the suburban periphery.

Policy #18: Provide adequate amounts of land for a variety of types of economic development, in locations and concentrations which can be adequately and economically serviced by sewerage, water, railroads and public transportation.

Policy #20: Locate new heavy industries only when their unique water, waste and transportation needs can be safely and adequately met, and where the safety and amenity of existing or planned residential, recreational or other non-residential development will not be degraded.

N.J. STATE DEVELOPMENT GUIDE PLAN

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CROSS-ACCEPTED MIDDLESEX COUNTY LAND USE

GUIDELINES

POLICIES

CONSERVATION AREAS

Restrict development in floodways in accordance with the State Floodplains Act of 1977, so as to minimize destruction of property by flooding.

Policy #31: Restrict development in floodways in accordance with New Jersey State Law and to reduce threat to life and property during floods. (Not affected are hazard-free activities such as recreation, agriculture, soil conservation projects and similar uses not likely to aggravate flooding or to cause undue pollution).

Maintain buffers along the banks of streams, rivers and lakes to avoid accelerated sedimentation from bank erosion.

Policy #27: Establish development standards which will upgrade and maintain the county's surface water supplies, in particular the South River, Delaware and Raritan Canal, Millstone River and Lawrence Brook, through stream buffer zones and runoff controls designed to reduce degradation from sedimentation, nutrients or harmful chemicals and through protection of stream headwater areas.

Strictly control development in areas of high ground water table, so as to reduce the possibility of ground-water pollution.

Policy #24: Strictly control type and density of development in areas of high groundwater table, especially in aquifer outcrop and principal recharge areas essential to maintenance of quality and quantity of groundwater supplies.

Carefully control development in principal aquifer recharge zones to reduce the potential for contamination of the potable water supply.

Policy #37: Consider location of wellfields, surface water supply, treatment and distribution/storage options in locating new development.

Carefully control development in headwater areas to minimize the risk of degrading downstream reaches.

NONE

N.J. STATE DEVELOPMENT GUIDE PLAN

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GUIDELINES

POLICIES

CONSERVATION AREAS continued

Restrict development and other activities which would affect the ecological balance of freshwater or tidal wetlands.

Policy #26: Restrict development or other activities which would alter or disrupt the ecological balance of tidal or freshwater wetlands.

Minimize soil erosion and sedimentation during development by compliance with the standards of the New Jersey Soil Erosion and Sediment Control Act.

Policy #23: Restrict soil loss and control soil erosion and sedimentation during development of any lands in accordance with standards specified in the N.J. Soil Erosion and Sediment Control Act (Chapter 21K, PL 1975).

Discourage development on steep slopes (12% or greater) especially when associated with soil properties and vegetative material that suggest instability and accelerated erosion if disturbed.

Policy #22: Discourage or prohibit residential and non-residential development on the following critical lands: floodways, steep-slopes (10%+); undeveloped aquifer outcrops and principal recharge areas; actively-used prime agricultural soils not already served by sewer and water; water supply watersheds; tidal and freshwater wetlands; beaches, coastal and river edges and lakefronts; historic sites and preserves; and proposed parks.

Avoid extensive clearing of forested areas or disruption of wildlife habitats.

Policy #25: Protect forested areas from extensive clearing, and encourage maintenance of those with unique specimens or other prime stands of trees.

Do not fund growth inducing facilities in designated Preservation Areas.

Policy #35: Additional public investment in open lands should be scaled to service needs of existing development only, and planned in-filling of small existing communities.

N.J. STATE DEVELOPMENT GUIDE PLAN

VS.

CROSS-ACCEPTED MIDDLESEX COUNTY LAND USE

GUIDELINES

POLICIES

CONSERVATION AREAS continued

Limit highway construction to the level needs to correct unsafe conditions. The establishment or reestablishment of rail corridors, linking urban areas but transversing Conservation Areas, should not be prohibited if it can be assured that no new growth or development will result within the Conservation Area.

NONE

Correct existing, on-site facility problems through septic management techniques or through the construction of off-site sewerage of capacities no greater than required to remedy the problem.

Policy #28: Discourage installation of sewage treatment "package plants" for new developments, to limit wastewater discharges to surface waters. Promote septic management areas as alternatives to sewers on critical lands or other areas not planned for intensive development.

Acquire open space areas designated in the State Comprehensive Outdoor Recreation Plan and county and municipal plans.

Policy #10: Priorities recreational projects considering and balancing socio-economic and resource factors, including service to concentrations of low income, minority and low-mobility groups, accessibility from high density areas, and contribution to water quality and supply. Emphasize multi-purpose projects to the greatest degree feasible.

Policy #11: Acquire and develop land for intensive and exclusive recreational use only in densely-populated urban areas. Elsewhere, emphasize multi-purpose recreational lands incorporating natural resource lands: Major stream valley, surface waters, ground water recharge areas, air sheds and unique habitats and scenic areas.

Strictly manage growth in areas designated for conservation protection by means of legislative requirements, standards and capital investment decisions.

NONE

N.J. STATE DEVELOPMENT GUIDE PLAN

VS.

CROSS-ACCEPTED MIDDLESEX COUNTY LAND USE

GUIDELINES

POLICIES

AGRICULTURAL AREAS

Do not fund facilities in Agricultural Areas except at levels needed to meet existing health and safety problems or to support agricultural production.

Policy #33: Restrict development on actively-farmed prime agricultural lands (Class I, II, III, soils) which would result in their conversion to urban land or their disuse for farming. Promote the continuation of farming through affirmative programs to minimize incompatible land uses, regulations and economic disincentives to agriculture.

Policy #35: Additional public investment in open lands should be scaled to service needs of existing development only, and planned in-filling of small existing communities.

Limit highway construction to the level needed to correct unsafe conditions. The establishment or reestablishment of rail corridors, linking urban areas but transversing Agricultural Areas, should not be prohibited if it can be assured that no new growth or development will result within the Agricultural Areas.

NONE

Correct existing; on-site facility problems through septic management techniques or through construction of off-site sewerage of capacities no greater than needed to remedy the problem.

Policy #28: Discourage installation of sewage treatment "package plants" for new development, to limit wastewater discharge to surface waters. Promote septic management areas as alternatives to sewers on critical lands or other areas not planned for intensive development.

Encourage food processing and marketing industries to operate in New Jersey in order to strengthen the profitability of agricultural production.

Policy #33: Restrict development on actively-farmed prime agricultural lands (Class I, II, III soils) which would result in their conversion to urban land or their disuse for farming. Promote the contin-

N.J. STATE DEVELOPMENT GUIDE PLAN

VS.

CROSS-ACCEPTED MIDDLESEX COUNTY LAND USE

GUIDELINES

POLICIES

CULTURAL AREAS continued

Have Rural Aid programs address existing needs and preclude investments in growth-inducing facilities.

Review the Farmland Assessment Act to consider ways to strengthen incentives for farmers to remain in agriculture.

Study the feasibility of legislation to allow the voluntary establishment of limited term agricultural districts.

uation of farming through affirmative programs to minimize incompatible land uses, regulations and economic disincentives to agriculture.

LIMITED GROWTH AREAS

Scale additional public investments in growth-inducing facilities to meet existing needs and moderate in-filling in established centers, but do not provide for extensions into the surrounding countryside.

Policy #30: Provide for some limited expansion of small existing centers within designated open and critical lands, including in-filling at existing densities, as appropriate to the community. Any planned sewers should be sized accordingly, but should not be planned to extend into designated critical and undeveloped lands and thus to encourage their development for residential or non-residential purposes.

Policy #35: Additional public investment in open lands should be scaled to service needs of existing development only, and planned in-filling of small existing communities.

Correct existing on-site facility problems with septage management techniques or with the construction of off-site

Policy #28: Discourage installation of sewer treatment "package plants" for new development, to limit wastewater discharge to surface waters. Promote septic management areas as alternatives to sewers on critical lands or other areas not planned for intensive development.

H.J. STATE DEVELOPMENT GUIDE PLAN

VS.

CROSS-ACCEPTED MIDDLESEX COUNTY LAND USE

GUIDELINES

POLICIES

LIMITED GROWTH AREAS continued

Do not construct new highways or additional accesses to existing highways. The establishment or reestablishment of rail corridors, linking urban areas but transversing Limited Growth Areas, should not be prohibited if it can be assured that no new growth or development will result within the Limited Growth Area.

NONE

Policy #29: On designated Undeveloped Lands, discourage any development at densities higher than 0.5 dwelling units per acre (2 acres/dwelling), with even lower densities recommended on prime agricultural land not designated for development on the year 2000 Land Use Plan map and on other potentially developable critical land, as identified in relevant functional plans.