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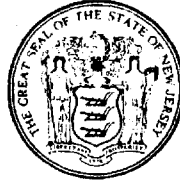


STATE DEVELOPMENT GUIDE PLAN

Preliminary Draft



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



STATE DEVELOPMENT GUIDE PLAN

Preliminary Draft

STATE OF NEW JERSEY
Brendan Byrne, *Governor*

DEPARTMENT OF COMMUNITY AFFAIRS
Patricia Q. Sheehan, *Commissioner*

DIVISION OF STATE AND REGIONAL PLANNING
Richard A. Ginman, *Director*

This draft Plan represents our efforts to provide a framework for discussion of State policy directions with respect to conservation and development. During the preparation of this draft, meetings were held with State, county and regional planning agencies, so that we could benefit from their knowledge and insights about concerns in their jurisdictions. This draft was printed to allow circulation of the full text of the Plan to municipal governments, planning and environmental organizations and interested citizens. For the State Plan to be meaningful, we need the input of everyone. Only in this way can it truly reflect the needs and aspirations of the people of New Jersey. We urge you to study these proposals and to offer your suggestions either at presentations of the State Plan or by calling or writing:

DIVISION OF STATE AND REGIONAL PLANNING
BUREAU OF STATEWIDE PLANNING
329 WEST STATE STREET, P.O. BOX 2768
TRENTON, NEW JERSEY 08625
(609) 292-2622

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PREFACE (CONT.)

During the past few years, many knowledgeable people, representing a diversity of interests and perspectives, have called for a state plan for future development. The Division of State and Regional Planning of the Department of Community Affairs, which has been working on a cooperative intergovernmental planning process for the past two decades, believes that the document which follows is a major step toward such a plan. This draft builds on the work of the 1960s and 70s and is designated to stimulate discussion, to provoke comment and to strengthen the decision-making process. It is not "the last word," but rather an attempt on the part of the Division's staff to put New Jersey's future on the agenda for decision and action. The staff expects and welcomes comments, suggestions and proposed revisions from the general public and from private and governmental entities within New Jersey.

This draft has been funded from both state and federal sources. The largest source of financial support has been from the United States Housing Act of 1954 as Amended, Section 701, which requires the Division to prepare, by August 1977, a Housing and Land Use Plan. This draft is intended to be the first step toward satisfying that requirement.

A future draft, to be developed after a year of consultation, discussion, public hearings, meetings and conferences with county planners, state planning personnel and other interested persons will be submitted next year to the Governor and to the U.S. Department of Housing and Urban Development.

PREFACE

I. THE NEED FOR STATE PLANNING

Government at all levels can shape the course of state development directly, through capital investments, and indirectly, by exercising regulatory and taxing authority. Unfortunately, such activity frequently reflects limited concerns. Does the facility solve a specific problem? Can we afford it? How much revenue must be raised? Long-term developmental impacts of such activities, direct or indirect, are usually ignored.

Short-sighted planning is both unfortunate and unnecessary. It is unfortunate, because in solving one problem, we often aggravate another, or we miss the opportunity to solve two problems with the same expenditure. Too often, in the name of expediency, we fail to consider alternatives adequately. It is unnecessary, because if there were goals and objectives for the entire State developed by state government and the citizens, many potential conflicts, overlaps, or less than full use of resources could be identified and avoided.

A state comprehensive development plan, providing a framework within which single-purpose programs could be viewed for their potential developmental impacts, is clearly needed. Such a plan would suggest areas appropriate for future development, as well as identify those areas in which development should be constrained. This plan would set forth a series of guidelines to assist public officials and the private sector in relating specific proposals to fundamental state goals and objectives.

ACKNOWLEDGEMENTS

The preparation of the State Development Guide Plan involved the cooperation of many people -- throughout State government and at the regional and county levels as well. The Statewide Planning staff relied heavily on data and analyses compiled by other agencies and consulted often with colleagues who reflected a diversity of views and professional training. In particular, the staff benefitted from discussions with Governor Byrne and his staff; the Commissioners of the Departments of Community Affairs, Labor and Industry, Environmental Protection, Transportation and Agriculture; the Capital Needs Commission and staff; the staff of the Governor's Office of State Economic Planning; and the Economic Policy Council. Dr. Kemble Widmer, the State Geologist, Robert Stokes of the State Green Acres staff, Stephen Carroll and Dan Pawling of the Tri-State Regional Planning Commission and Frank Fato of the Division's Bureau of Review Coordination all provided invaluable assistance.

Preparation and improvement of the Plan was also greatly facilitated by the directors and staffs of each of the twenty-one county planning agencies. They provided perspectives and observations which significantly improved the State Development Guide Plan.

We look forward to maintaining the involvement of these and others too numerous to mention in the months and years ahead.

PREFACE (CONT.)

It is not possible within a single document to provide all of the answers for the coming decade. But it is possible to establish a decision-making framework that takes into consideration present problems and future needs, physical realities and developmental impacts. Such a framework would provide decision-makers with a tool for improving the quality of life for future generations. Because of the importance of this document, we urge you to participate, as fully as possible, in the deliberations to be held in the next few months. Your opinion will be reflected in future presentations.

CHAPTER I

NEW JERSEY - 1976

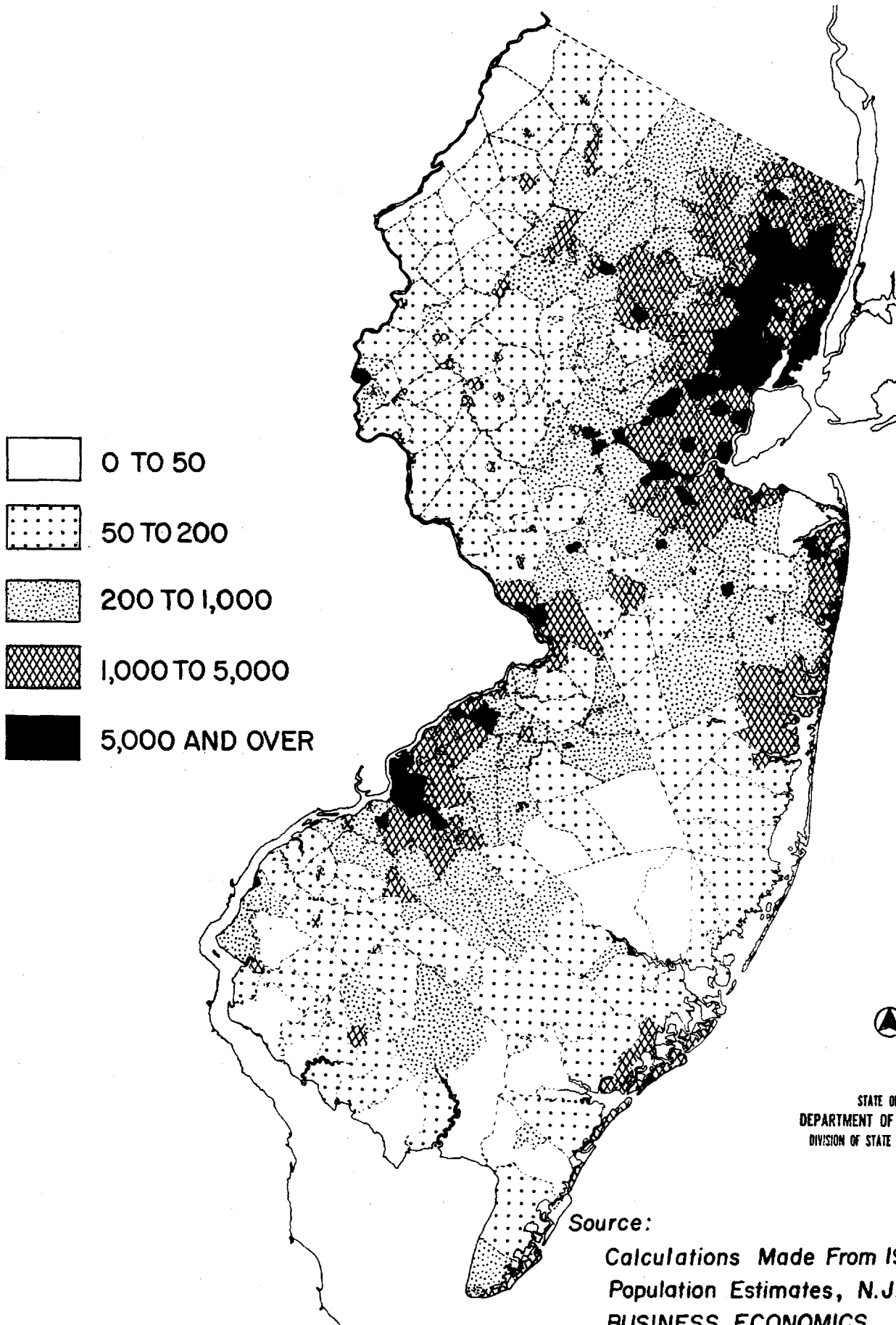
New Jersey is facing the prospect of continued population growth at a time when the State's economy is undergoing major structural changes accompanied by high unemployment levels, when many of its important natural and agricultural resources require protection, when much of its existing physical infrastructure and social service systems are reaching full capacity, and when real energy shortages and generally higher developmental costs are threatened.

These need not be serious constraints to future development, but as major problems, each deserves attention. Some may be beyond the power of the governments of New Jersey to solve without major contributions by the federal government and the private sector. However, it is a basic assumption of this Development Plan that how the government of New Jersey responds to apparent problems and current needs can influence the shape of the future.

This chapter presents information on trends in development, population and economic growth. It discusses some of the existing problems in center city areas; in providing adequate housing, service facilities and energy supplies; and in the conservation of agricultural lands and natural resources. Most of all, this discussion seeks to convey some idea of the challenges which New Jersey will be facing in the coming years.

MAP I

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.

The Distribution of Population

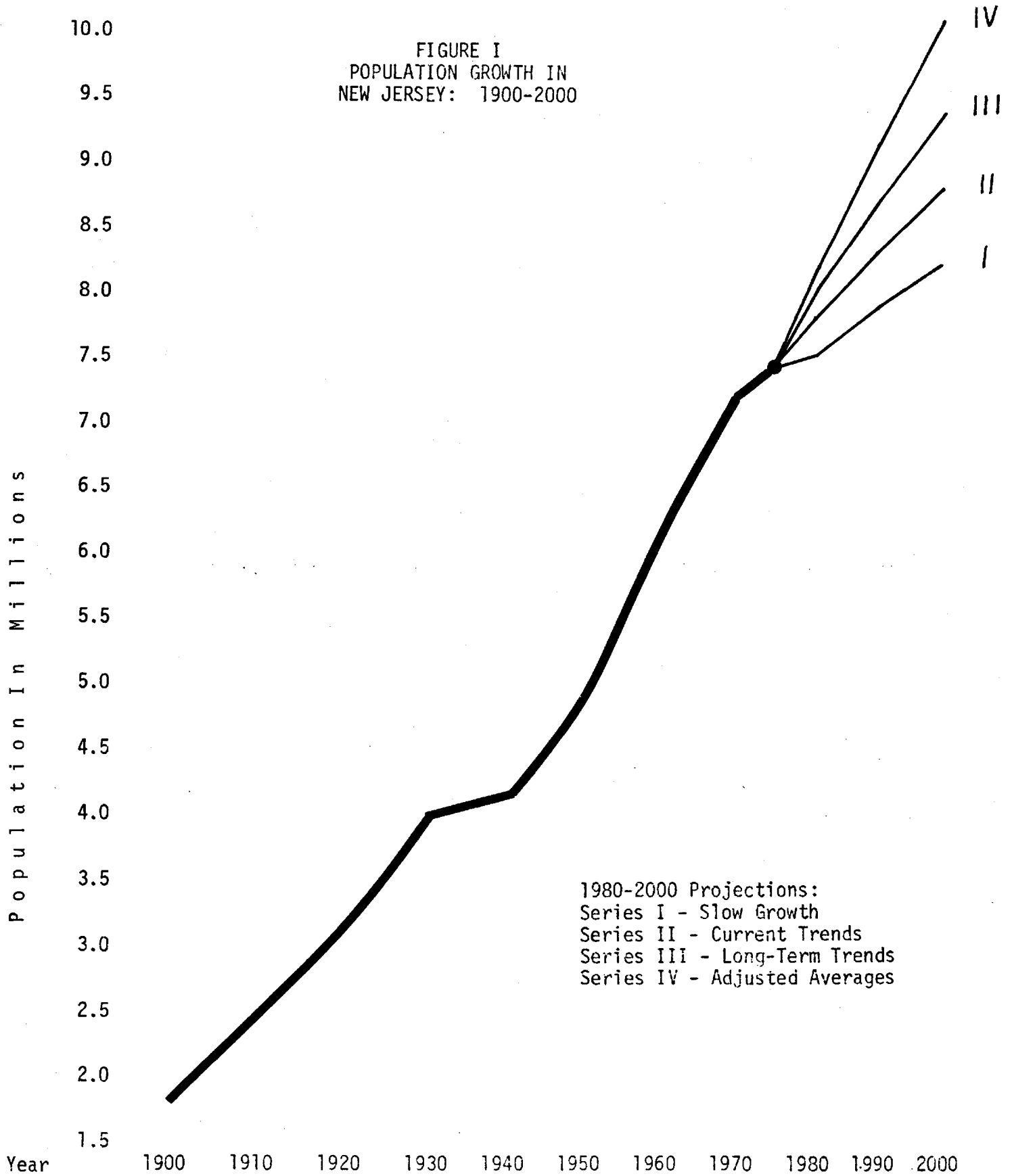
In the early decades of this century, most of New Jersey's population and non-agricultural employment were concentrated in areas around New York City and Newark in the northeast and Philadelphia and Camden in the southwest. Smaller centers had been established along the road and railway links between these cities. Some settlement had also occurred along the Atlantic coastline and Delaware River and in farming centers in the rural areas of the State.

In recent decades, development has gradually spread out from these centers, especially along the transportation corridor between New York and Philadelphia. By 1960, New Jersey had become the most urbanized state in the nation. Today, extensive development is found in major portions of northeastern New Jersey, along the New York-Philadelphia corridor and in the Camden area. Shore communities along the Atlantic coastline have also had significant development (Map I).

The distribution of most of the population in New Jersey is related to its "corridor" position between the two major metropolitan centers of New York and Philadelphia. This corridor pattern has also been noted to a lesser, but important, degree along those routes which connect major population centers with the shore resorts along the Atlantic Ocean.

The impacts of these types of corridors are several. First, residential development in outlying counties becomes desirable because the corridor contains major metropolitan roads along which employment opportunities are numerous. In this situation, the corridor's existence tends to spur residential growth in the more accessible counties. Once these areas approach

FIGURE I
POPULATION GROWTH IN
NEW JERSEY: 1900-2000



1980-2000 Projections:
Series I - Slow Growth
Series II - Current Trends
Series III - Long-Term Trends
Series IV - Adjusted Averages

Source: U.S. Census Reports, 1900-1970. 1975 Estimate and Projections by the Office of Business Economics, Department of Labor and Industry.

threshold urban development status (1500 people per square mile), the corridor itself begins to attract economic activity due to the fact that it constitutes accessible space strategically located between the major metropolitan centers and the newer urban-suburban centers. These new employment opportunities, in turn, stimulate additional residential growth further out along the corridor.

Population and employment projections indicate that these trends toward suburbanization will continue through the 70s and into the 80s with most growth being registered in what are presently thought of as suburban counties. Such trends, if they occur, might result in substantial expanses of open area being developed for residential, commercial and industrial uses. A major challenge facing the people of this state is to guide this future growth so that good residential areas with adequate amenities and services will be available, employment opportunities will be created and public investments efficiently utilized, while environmental quality and open space are retained. The quality of life in New Jersey should be enhanced, not deteriorated, by future growth.

Population Growth

This steady expansion of the developed areas of New Jersey has come about, in part, as the result of long term population growth. For the most part, this has taken place at a fairly steady rate (Figure 1). Variations have occurred from decade to decade as a result of changes in birth rates and the number of persons moving into and out of the State. From the late 40s to the early 60s, the post World War II baby boom, advances in medicine and technology, and an overall stable economy contributed to significant population

three projections to the year 2000 based on different historical periods vary from a low of 8.8 million (II), through 9.4 million (III), to a high of 10.1 million (IV).

An analysis of these projections and their assumptions suggested that the population of New Jersey will probably be approximately 9 million by the year 2000. Specifically, it is assumed that it will fall somewhere in the range between 8.8 million (II) and 9.4 million (III).

This range was selected in preparing the State Development Plan for two reasons. It seems likely that long term growth will be at least as high as the estimated increases of recent years reflected in Series II. On the other hand, it seems unlikely to exceed the long-term trends reflected in Series III. It appears improbable that the high net in-migration rates that characterized the 1950 to 1970 period, as reflected in Series IV, will recur, since the migration shift away from the northeastern states is now a well-established phenomenon.

If New Jersey's population reaches approximately 9 million in or around the year 2000, this would mean that approximately 1 1/2 million new residents will have to be accommodated. Where and how these new residents will be housed are matters of vital concern in planning for the future.

Housing

New housing will be needed to accommodate our growing population and to provide for an expanding number of households. In fact, the number of households is likely to grow much more rapidly than the population as a whole. Available information indicates that average family size is decreasing, while the number of one and two person households is increasing. Continuation of this trend suggests there will be approximately 700,000 to 900,000 more households formed between 1976 and the year 2000.*

*An indepth study of household demand is presented in State Housing Element, Division of State & Regional Planning, Summer, 1977.

increases. New Jersey's population grew from 4.8 million in 1950 to 6.1 million in 1960 (a 25% increase) to 7.2 million in 1970 (an 18% jump). This was a faster growth rate than in the United States as a whole, in which increases of 19 percent and 13.3 percent, respectively, occurred during these two decades.

The number of inhabitants in the State increased by 260,638 in the years between 1970 and mid-1976 according to the estimates of the New Jersey Department of Labor and Industry. These estimates indicate that the rate of growth in recent years is considerably lower than that which occurred in the two previous decades. This is the result, in part, of the gradual decline in birth rates from a 1957 high of 22.6 births per 1,000 persons to 12.3 in 1975. It is also due to the fact that migration among the Nation's regions has been shifting away from the northeastern states to the southern and southwestern states.

An appropriate population projection for the State Development Plan was selected by examining the four projections published by the Office of Business Economics in the New Jersey Department of Labor and Industry* (Figure I). Each projection is based on different assumptions ranging from natural increase only (I), through projections based on 1970-1974 growth estimates (II), on long term trends since 1900 (III), and on population growth trends since 1950 (IV). Series I is the lowest projection since it shows only the population expansion that is expected to occur from more births than deaths and does not reflect the immigration which has always contributed substantially to New Jersey's growth. The

*See: New Jersey Department of Labor and Industry New Jersey Population Projections, 1980-2020, Trenton, N.J., 1977.

Increasing suburbanization and the shift of employment locations to developing areas have led to problems in the distribution of housing among income groups. Many New Jersey residents, particularly low and moderate income families, experience difficulties in finding affordable housing in locations near their jobs. Recognizing this problem, the New Jersey Supreme Court, in the Mt. Laurel decision*, held that all "developing" municipalities should provide opportunities for a "fair share" of a regional housing need to be built within their borders. However, the impact of this decision, at least at the present time and in view of the basic economic restraints, has been minimal.

Providing a variety of housing opportunities in appropriate locations for New Jersey's expanding population will be a major challenge in the coming years. Single persons and young couples, families with growing children, and the elderly, all have specialized housing needs and tastes. Small apartment units which may be ideal for some households are unsuitable for raising children. Older adults and especially the elderly have a variety of needs and tastes in housing types and locational interests. The changing economics of the housing market, which have significantly raised the cost of housing, is a problem which requires efforts both within the State and the country. Solutions to problems in the cost, variety and location of new housing will have to be found, if present and future residents are to enjoy decent homes in good residential environments.

* Southern Burlington County NAACP v. Township of Mount Laurel, 67 N.J. 174 (1975).

New housing units will be needed for these households. Additional units will also be needed to replace those lost from the existing supply through obsolescence and structural deterioration. Ideally, the tight housing market should also be eased by increasing the number of housing units relative to households. These projections of housing demand suggest that housing construction should be substantially increased.

In recent years, there has been a decline in the volume of housing construction in New Jersey. In the 1970s, the number of building permits issued for new dwelling units dropped from 39,897 in 1970 to 23,215 in 1975. Even if all of these dwelling units were constructed, the number of new units would be well below the amount that is needed merely to keep up with household growth in the State. As a result, more people are forced to make do with inadequate housing or to pay inflated prices for older units.

Housing costs have also risen sharply in recent years, both in the State and in the Nation. Rising land and construction costs have contributed to higher initial prices. Steep increases in mortgage interest rates, utility costs and property taxes have significantly increased rental rates and the costs of homeownership. Fewer and fewer New Jersey households are able to afford new suburban housing. This, in turn, means that households of more moderate incomes experience increasing difficulties in finding less expensive housing in existing neighborhoods.

However, in spite of problems in the supply of housing, some housing units in urban areas are being abandoned. This increasing problem appears to be caused by a variety of factors, including the high cost of maintaining older housing, relatively high tax rates and social and environmental deficiencies in surrounding neighborhoods. Changes in urban employment markets may also be a factor.

In spite of these regional shifts, manufacturing jobs continued to increase in New Jersey until the late 1960's. However, the rate of growth during this period was much slower than in the rest of the Nation. Since 1970, there has been a decline in the number of manufacturing jobs, a situation which appears to be a characteristic of the mature economy of older industrial states (Table I).

In the past, employment losses in manufacturing were compensated for by increases in other sectors. Between 1950 and 1970 substantial gains occurred particularly in the fields of services, trade and government. In recent years, however, the pace of employment growth in non-manufacturing jobs has slowed, both within the State and relative to growth nationwide (Table I).

This slow growth during the 1970's can be partly attributed to the Nation's worst post World War II recession which affected growth rates throughout the country. However, in New Jersey, the decline was steeper, and recovery is lagging behind the entire economy. This appears to be due, in part, to the fact that old and less efficient industrial facilities, more of which are assumed to be in the Northeastern states, reduce production earlier and postpone expansion until economic recovery is well underway.

Economy

New Jersey, in part because of its proximity to markets and its abundant resources of labor, became a major industrial center in the early 19th century. Because of these advantages and other favorable conditions, New Jersey and the Northeastern states continued to grow and function as a center of industry and commerce, serving the less developed parts of the nation and the world, for many decades.

However, the Northeastern region is losing its once dominant position. While it remains a leader in some areas of finance, trade and research, manufacturing growth has shifted to the Southern and Southwestern states. This trend has been further enhanced by large population migrations which have expanded market demands in these areas.

The causes of this shift are many and, to some extent, fall beyond the power of New Jersey to influence. Since technology has made the world smaller, it is now possible for many firms to research and design products in one location, manufacture them in another and market the finished product in yet other areas. Although New Jersey continues to be a national leader in research and development, other regions are often more advantageous locations for manufacturing these products. New Jersey suffers from cost disadvantages in energy, taxes and labor which in combination can result in higher manufacturing costs. Obsolescence and slow rates of reinvestment are additional factors which decrease the attractiveness of New Jersey for manufacturing.

However, New Jersey does have underlying economic strengths in terms of the large market provided by the population and industrial concentrations of the Northeast and its easy accessibility to foreign markets. It also has extensive resources in human talent and scientific and financial capabilities which should encourage economic expansion in the future if properly utilized. Projections indicating trends in future employment have been made by the Rutgers University Center for Urban Policy Research and the Public Service Electric and Gas Company (Figure II). In general, the outlook is for slower growth with a continuation of the shifts from manufacturing to other types of employment.

The basic economic challenge which the State must face is one of reducing the effects of these changing employment possibilities. Two major consequences of these shifts are high rates of unemployment, particularly in urban areas, and changing labor force demands, away from jobs requiring little skill or training to those where considerable training is essential. Future economic expansion needs to be integrated within an overall development framework which recognizes that economic vitality depends not only on market accessibility and labor force availability, but also on adequate water and energy supplies, good living conditions and efficient government.

TABLE I

WAGE AND SALARY WORKERS IN NONAGRICULTURAL ESTABLISHMENTS
NEW JERSEY 1950-1975
(NUMBER OF EMPLOYEES IN THOUSANDS)

	1950	1960	% Change 1950-1960	1970	% Change 1960-1970	1976	% Change 1970-1976
Manufacturing	756.4	808.6	6.9	863.0	6.7	753.2	-12.7
Trade	273.7	374.6	36.9	538.2	43.7	618.3	14.9
Services	166.8	252.0	51.1	410.4	62.9	490.1	19.4
Government	171.0	242.2	41.6	374.8	54.7	470.4	25.5
Transportation & Public Utilities	135.4	149.5	10.4	182.2	21.9	175.9	- 3.5
Contract Construction	81.2	98.1	20.8	119.2	21.5	94.6	-20.6
Finance, Insurance & Real Estate	68.3	88.6	29.7	117.7	32.8	138.2	17.4
Mining	4.3	3.5	-18.6	3.2	-8.6	2.7	-15.6
TOTAL EMPLOYMENT	1,657.1	2,017.1	21.7	2,608.6	29.3	2,743.4	5.2

SOURCE: New Jersey Department of Labor and Industry, Division of Planning and Research

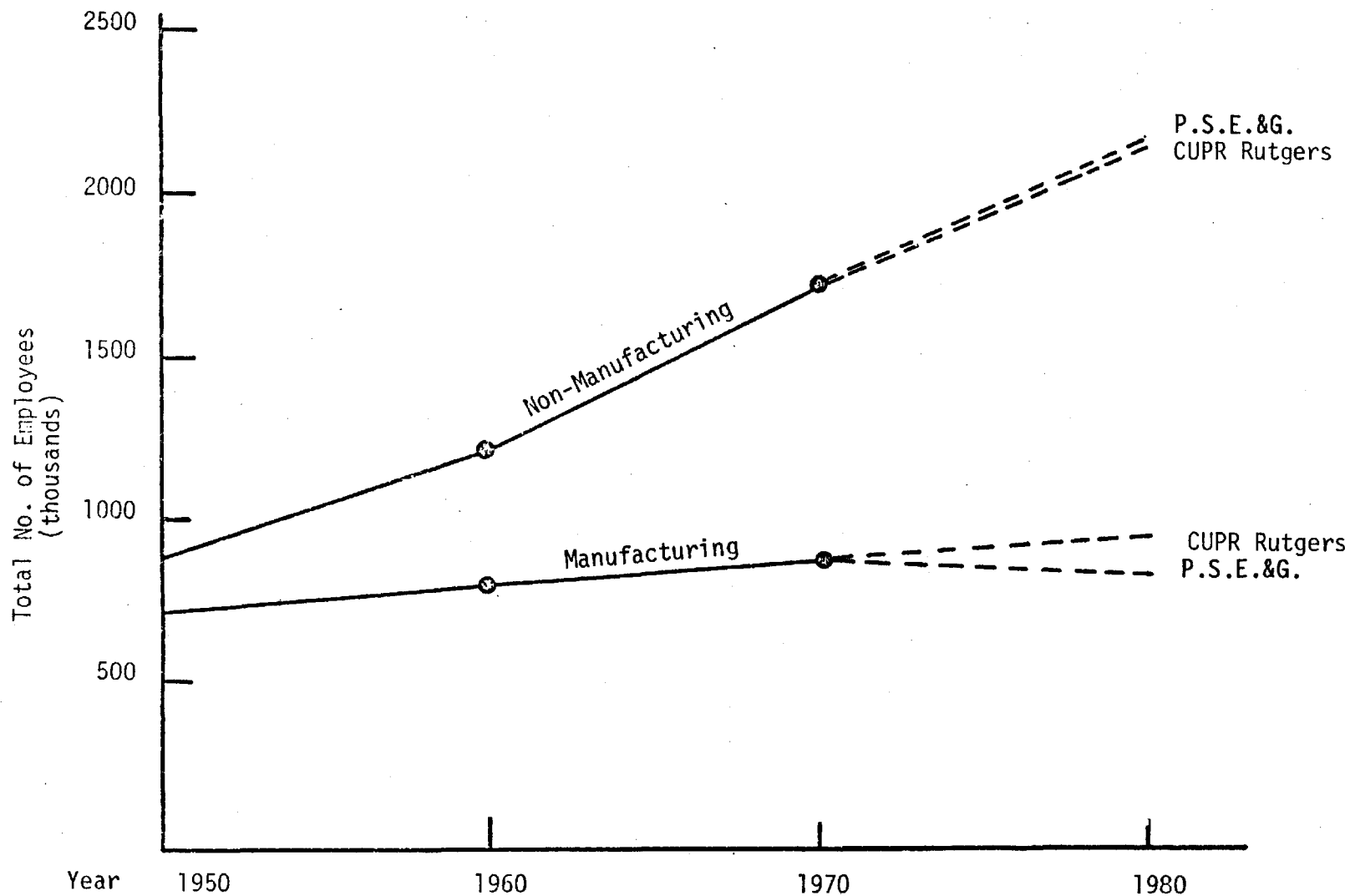
Energy

Until the present decade, adequate supplies of energy -- from a variety of sources and for a variety of purposes -- could be safely assumed. Although the State did not contain basic energy resources such as coal, oil and natural gas, sufficient quantities of each could be obtained to satisfy conceivable demand levels at low costs. The consequences of this assumption pervade the development pattern which now characterizes New Jersey. The bedroom suburb, the regional shopping mall, the scattering of office and industrial parks along highway routes, where much of the State's post-war growth occurred, were made possible in part by the availability of low-cost energy resources, principally petroleum.

By 1972, petroleum products accounted for more than two-thirds and gasoline for transportation purposes accounted for more than one fifth of the State's total energy use (Table 2). Petroleum products also provided the basic resource for generating electric power and for residential heating systems. For much of the post-war era, oil was shipped from other states and increasingly from other countries, thus encouraging, and in a major way, shaping development in New Jersey. However, this dependency on petroleum products was not viewed as a problem until the early seventies when the Arab boycott on oil shipments to this country was imposed for a brief period. Sharp increases in the price of imported oil followed and contributed to significant price increases throughout the Nation's economy. As a major oil-consuming state, New Jersey was severely affected.

FIGURE II

EMPLOYMENT TRENDS IN N.J. 1950-80



Source: U.S. Department of Labor, Bureau of Labor Statistics, Employment and Earnings, 1939-72, Bulletin 1370-10.

Rutgers University Center for Urban Policy Research Projections, 1972 in Modeling State Growth: New Jersey 1980.

Public Service Electric and Gas Employment Projections, June 1976.

As a result, the need to reduce the State's dependence on imported oil -- by developing alternative sources and by encouraging more efficient use -- has been widely recognized. Alternative energy sources, such as nuclear reactors, coal, the sun and the wind, are receiving greater attention. The possibilities of using heat, which is now vented into the atmosphere by industrial users, to provide an additional energy resource are being explored. The federal government is now leasing potential oil-drilling sites along the outer continental shelf east of New Jersey. At the same time, all energy consumers are being encouraged to reduce their demand for energy as much as possible.

The use of all other sources of energy rank well below petroleum, although natural gas is critically important for some industrial processes and residential use. Certain sectors of the State's industrial sector have been severely affected by shortages in natural gas shipments and by rising prices for the supplies which remain available. The glass industry in particular has been caught between air quality regulations, which can only be met by using natural gas, and major reductions in the amount of natural gas available. Relaxation of the air quality regulations may allow other types of fuel to be used, but a major increase in production costs appears inevitable and the loss of major industrial employers possible, unless adequate supplies of natural gas are obtained or competitive alternatives developed.

However well intended and well executed, none of these activities can provide immediate relief from the threat of major shortages nor from the reality of continually higher prices for energy in New Jersey. Further, even if new sources of energy are developed and technological problems which now hinder the development of alternatives to petroleum are resolved, it is extremely unlikely that energy prices will fall to the level of a few years ago.

TABLE 2

ENERGY SUPPLY AND USE
NEW JERSEY 1972

<u>SOURCE</u> (In trillions of BTUs)	<u>USE</u> (In trillions of BTUs)				
	<u>Electric Generation</u>	<u>Industrial</u>	<u>Commercial</u>	<u>Residential</u>	<u>Trans- portation</u>
<u>Petroleum Products</u>					
Residual Oil	258.9	86.8	87.3	---	54.1
Distillate Oil	45.3	14.6	---	305.5	48.1
Gasoline	---	---	---	---	428.2
Subtotal	304.2	101.4	87.3	305.5	530.4
Natural Gas	27.1	82.4	65.6	155.5	---
Natural Gas Liquid	---	231.0	---	---	---
Coal	31.7	---	---	4.6	---
Nuclear Power	44.4	---	---	---	---
Total	407.4	414.8	152.9	465.6	530.4

Source: "Energy Flow Patterns, New Jersey 1972," prepared for the State Energy Office by staff of the Department of Community Affairs, May 1974.

yard possible. The availability of large parcels of land in the suburbs also made these areas attractive to urban industries seeking places to expand. Gradually, suburban areas became established as "outer cities" in their own right, offering a wide variety of commercial and employment opportunities and pleasant residential areas.

Increasingly, those who could left the city. Others who had grown up in the suburbs chose to remain there when they established their own homes. Cities gradually became the residences of greater numbers of persons with lower incomes and less education than their suburban counterparts. The people who remained there did so out of lack of opportunity, or migrated there, generally from rural areas, as the first step toward a better way of life.

Cities became less reservoirs of wealth and more areas of poverty. The cycle fed on itself and continues to do so. As there is little new private capital investment in the older urban areas, the average age of buildings increases. As older factory buildings and workplaces become obsolete, they are abandoned and not replaced. Instead of a cycle of self renewal, there is a cycle of age, obsolescence and abandonment.

These conditions have given rise to major problems in our cities. Housing conditions in many urban neighborhoods are poor. The age of the housing, high tax rates, high insurance costs and the frequent absence of adequate mortgage financing have led to widespread deterioration and, in some instances, abandonment of properties.

Any plan for future development in New Jersey must, therefore, recognize that the days of low-cost energy are over. Any source -- whether it is oil from wells off the New Jersey coast, electricity from nuclear reactors, natural gas delivered from other states or abroad -- will be more expensive to discover, distribute and use than those which have supported the growth of New Jersey in the past.

The challenges of the future lie in making more efficient use of existing supplies, developing new energy sources and relating these activities to future land use policies which encourage efficient energy use and the safe development of new sources. These problems are not easily solved, nor can they be solved by New Jersey alone. The energy crisis is a national problem and requires a national solution. However, state development policy should promote more efficient land use patterns which, among other things, could reduce dependence on automobiles, encourage the expansion of mass transit and shorten journey-to-work and distribution distances. It can also identify where energy generating facilities can be located with minimum environmental damage.

Urban Areas

If New Jersey is to continue to increase in population and to provide opportunities for employment and energy conservation, the cities must be seen as places where people can live meaningful and productive lives. Prior to the end of World War II, New Jersey's older urban areas had considerable vitality. They were the focal point for manufacturing, commerce and residences. However, increasing population expansion brought with it a demand for new housing and changing tastes in lifestyles. New housing construction occurred not in the mostly built-up urban areas, but in suburban areas where seemingly large quantities of land made the growing ideal of a single-family house with its own

standards, then the cities must continue to serve as living and working places for large numbers of people. If efficient use of energy is to be obtained through greater reliance on mass transportation networks, urban densities must be provided. If a prosperous economic structure, marked by high levels of specialization, is to be maintained, then cities must remain as concentrated centers of trade and commerce.

Infrastructure and Environmental Quality

Development requires substantial investments in utilities and services. In a simpler day, natural characteristics -- water for use and transport and good soils for farming -- were all that was needed for small settlements. As we moved from an agricultural economy to an industrial and commercial one, increasingly concentrated settlement required new services. Public health considerations necessitated sewerage treatment systems to collect, treat and discharge liquid wastes. Sanitary landfills and incinerators had to be provided to dispose of solid wastes. Sufficient water supplies could no longer be provided from wells on individual properties, but had to be imported, treated and distributed over a wide area. Transportation networks needed to be sufficient to move large volumes of people and goods and to provide easy interchanges between systems.

In recent years, additional public health considerations have arisen. In many places, the quality of the water supply has deteriorated as the result of indiscriminate development and new types of industrial discharges. Similarly, air quality has been affected by the increasing quantities of vehicular, residential and industrial emissions. Further, the abundance and disposability of goods have led to increasing problems in the adequacy and suitability of past landfill and incineration techniques of solid waste disposal.

The relative decline of the tax base in urban areas, in combination with New Jersey's heavy reliance on local property taxes to finance increasingly costly education and services, has also led to a decline in the quality of services. This problem is compounded in urban areas by the fact that the aging facilities and the less affluent, less educated population often require greater expenditures for ongoing service needs. As taxes are increased to meet these needs, residents and businesses are even more inclined to leave the urban areas.

Socio-economic conditions in the cities have also reduced their vitality. The causes of these problems are numerous, often subtle and always complex; only the consequences are obvious. Unemployment among urban residents generally exceeds rates in other locations, and unemployment rates among urban youths is often double that of the general population. Although suburban crime rates have increased in recent years, crimes against people and property are still more frequent in cities. School systems are often less well funded in spite of high tax rates and are generally perceived as offering educational opportunities inferior to those found in most suburban areas. These and related problems are significant aspects of city life. In no other developed area of the State are social conditions and related policies and programs such a major consideration in planning for the future.

The challenge in coming years will be to reverse these trends and revitalize urban areas. Not only is such a position justified by past investment decisions and existing development patterns, it is also justified by what can be seen about the future. Land is finite. If New Jersey is to provide water, recreation areas and other natural preserves for a growing population and rising

fishable again; and to achieve an acceptable level of air quality throughout New Jersey.

The challenge of the future lies in increasing our understanding of how suburban growth and urban revitalization can occur in harmony with, rather than at the expense of, the environment. The impact of noxious industrial facilities is clear; the consequences of various patterns of housing development are not. The advantages of population concentrations are clear; the ways to achieve satisfactory neighborhoods are not. In determining where future development should occur, we will have continuing problems in deciding where the necessity of maintaining acceptable environmental standards precludes or constrains it. Yet, avoiding concentrations of development in some areas to eliminate the possibility of additional environmental degradation would appear to result only in dispersing development in ways which are contrary to other objectives of natural resource and open space preservation and the potential conservation of energy. Moreover, the impact of this latter policy on agriculture in New Jersey is apparent.

Whether current planning and management efforts will be adequate to meet the challenges which additional growth will bring is not clear. Certainly adjustments will be needed and major investments by both private and public sectors required. In large measure, efforts to protect the environment and to preserve open space reflect concern for both those who live and work in New Jersey and for future generations. It is often difficult to choose between clearly perceived short run benefits -- from unrestrained development -- and less obvious future requirements -- for open space and a healthy environment. But such choices must be made.

Natural Resources

While New Jersey's reputation is that of an urban state, less than a third of its land area is actually classified as urban or developed. Approximately one million acres is devoted to active farming and another two million acres to woodlands.

While open land is the most basic of our natural resources, it is also part of a larger environmental base which includes air quality, water supply and water quality, wildlife and fisheries resources and the associated essential and recreational uses which people derive from these elements. Several of its great natural areas -- the Pine Barrens, the Skylands area in Passaic and Sussex Counties, the wetlands and hills of the Delaware River and Bay system -- are of such great importance to the rest of society that they deserve special care and attention. These areas have important functions as part of the environmental base.

The Pine Barrens, which includes more than 600 square miles, is filled with gentle, cedar-lined streams surrounded by rare trees and plants which provide a home for fish and wildlife. It is also one of the greatest natural water supply reservoir areas in the world. If tapped, it could provide potable water for New Jerseyans for generations to come.

The State's streams and rivers are the source of surface water and the environment of many different species of marine life. The lands adjoining the streams and rivers provide space for the natural flow and ebb of varying volumes of water and a safety valve in times of unusually large rainfalls. Development is increasingly intruding into these open areas. Since 1950, the quantity of agricultural land has decreased from 1.7 million acres to 1.1 million acres. The gentle topography of farmlands is well suited to residential development; and scenic areas, particularly along water courses, provide attractive settings for houses. Even very low density development tends to intrude, interfering with adjacent agricultural activities and with the sense of openness.

The challenge in future years will be to protect key natural resources including agricultural lands which provide benefits to all New Jerseyans, regardless of location. As the State expands in population and economic activity, the possibility of irreversible environmental damage and the loss of irretrievable resources increases. Land used for housing and shopping centers cannot later be used for reservoirs and wildlife preserves. Land used for factories and highways cannot also be used for parks and agriculture. We need to protect and use such resources wisely as the State's population continues to grow.

Implications

At this point, New Jersey's present and immediate future could be summarized as follows: there are now 7.3 million people, living on approximately 30 percent of the State's land area, with the largest portion living in the northeastern counties. The State's commercial and industrial

base is substantial, but shifts are occurring among the various types of employment causing imbalances both in skills available and locations of housing for the labor force. Past development trends have generated extensive suburbanization in some parts of the State while urban areas have suffered serious declines. These same trends have also resulted in decreasing amounts of agricultural lands and unregulated incursions into key natural resource areas. This growth has also led to much of the developmental infrastructure being at or near capacity, and major public improvements will be needed to support further growth, as well as to maintain satisfactory levels of environmental quality.

What are the implications for the State, and for its various regions, of these findings?

1. The possibility of increased growth in New Jersey

Available information suggests that continued growth throughout the remainder of the century is likely. By the year 2000, as many as 1 1/2 million more people may be living in New Jersey, raising the State's population to approximately nine million residents. Whether this population level is or is not attained, we can expect continuing changes in the distribution of the population and in the age structure and household sizes of the State's residents. Accordingly, we need to consider the interrelationships among urban, suburban and rural areas in responding not only to moderate population growth, but also to changes in the form of that growth.

2. Appropriate investments are needed now

A corollary to the first implication -- that of increased growth -- is the need to build additional housing, an upgraded transportation system, additional reservoirs and other facets of a water supply system, additional sewage treatment plants and all the other requisites of a good life for the future. There is a substantial amount of lead time required for many of these projects. But some are already overdue. Planning and programming for such projects should be initiated now if they are to be available when the need arises.

3. Environmental values must be protected

While expanding these systems, we must be mindful of the need to protect critical natural resources, as well as maintaining the amenities of the built environment. This will require sensitive decisions with respect to development and redevelopment activities. As much attention will have to be paid to identifying areas and environments that should be preserved as is given to planning for development.

4. A development plan and policy is needed to prepare properly for the future

The New Jersey of the Year 2000 can be very different from the New Jersey of 1976. We need not have congested highways, decaying cities, polluted streams or high levels of unemployment. However, to build a different future, we must plan for it and work together to bring it about. This means that governments, at all levels, will have to play an active role in formulating development policy, in consulting with people on broad issues and potential solutions and in implementing acceptable policies.

5. Choices must be made even though their immediate impact may be difficult

Governments have been reluctant in the past to move strongly into the area of developmental policy, in part because some sectors of the population would appear to benefit a great deal, and others would stand to lose from any consciously specific development policy. No development policy can satisfy all the special interests which comprise a diverse and complex state like New Jersey. Nevertheless, some areas of New Jersey are appropriate for future growth and development; others are totally inappropriate for increased population density. Still others can accommodate population growth, but only if we choose to make substantial investments of public resources. Such choices ought to come from a conscious set of policies -- and not from a catch-as-catch-can process of attempting to accommodate growth after the fact. Pursuance of a "non-policy" over 30 years of growth and suburbanization is what has led New Jersey citizens into many of their present difficulties. If New Jersey is to grow in harmony with its natural environment and its obligation to present and future generations, a sense of a desirable future grounded in an understanding of the State's strengths and weaknesses must be incorporated into decision-making processes at all levels.

CHAPTER II

GOALS

The planning process requires not only an understanding of current conditions and trends, but also a sense of what is desirable and undesirable. Statistics, trends, and projections, by themselves, are of little significance. To acquire meaning and value for planning, there must be agreed-upon goals reflecting public needs and desires that make it possible to determine which apparent trends and conditions are significant and which are not, which should be encouraged, and which should be reversed.

Some statement of goals is needed to help make choices among a variety of possible alternative futures. Some futures are obviously eliminated from the range of choices available as a result of past activities and the shape of current conditions. For example, even if there were widespread agreement that New Jersey should become as rural and undeveloped as it was a century ago, the level of development already existing in the State would rule out consideration of such an alternative. However, as the assessment of current conditions and trends helped to indicate, there are many choices which can be made, and many directions which state development can follow. A statement of goals is essential to determine which of these directions is the most desirable.

In this chapter, an attempt is made to identify and describe the goals which we think the State Development Plan should reflect. It must be emphasized that as yet these goals have not been widely discussed with the public generally, nor do they reflect the results of elaborate opinion polling. However, they do reflect staff analysis of existing county, regional and state studies and reports, and of existing state and federal laws and major court decisions relating to land use and development. They also reflect staff discussions with public officials and others with an interest in New Jersey's future.

Accordingly, these goals are presented here not as a finished product which cannot be changed, but as a point of departure for broad public discussion, criticism and revision. Nor does general agreement with these goals imply that changes elsewhere in the Development Plan cannot be made. However, if agreement on these or other goals cannot be achieved, there can be little support for any plan. These goals, then, should be read critically and commented upon freely. In addition, the chapters which follow should be assessed in terms of their consistency with the goals discussed here. In the final analysis, the recommendations and proposals which the Development Plan presents will be only as sound as the goals they are designed to achieve.

GOAL I: Maintain the Quality of the Environment

Planning for the Year 2000 and for an increase in population must recognize at the outset the fundamental importance of maintaining those natural systems and resources without which satisfactory human life cannot exist. If New Jersey is to continue to be a place for people to live and work, adequate supplies of

potable water must be maintained, the air must be fit to breathe, and there must be sufficient facilities for the disposal or recycling of solid wastes. Such resources are essential, not merely for the State's continued vitality and expansion, but for its very survival.

There is now, and will continue to be, debate concerning how much water is needed, how clean the air and water must be and to what degree solid waste should be recycled. There will also continue to be discussion concerning the proper role of government in formulating and implementing policies affecting resources. However, it must be agreed that these are essential resources and that any plan for the future development of New Jersey must respect their importance and maintain them for this and future generations.

GOAL II: Preserve the Open Space Necessary for an Expanding Population

In addition to adequate supplies of air and water to make life possible, open space is needed to make life worth living. Open space serves not only to protect and maintain water supplies, but it is also needed to safeguard unique natural areas and wildlife, to reduce flood damage, to provide opportunities for visual enjoyment and outdoor recreation, to support agricultural activities and to provide low density buffer areas for energy generating facilities.

For the New Jersey of 1976 and for its continued expansion into the next century, space must be provided for public enjoyment and to support the growing demands of a complex urban society. While recognition of such demands may require that some areas of the State cannot be intensively developed, the failure to recognize and anticipate such demands may have severe consequences.

Preservation of open space -- whether for agricultural use, water supply protection, flood control, fish and wildlife management or public recreation -- should also be an essential part of a development policy simply because all

future demands cannot be anticipated. In the face of an uncertain future, current policy should retain as many options as possible for future generations to exercise. If land which could be developed today is left open, a wide range of future uses remain. However, the development of such areas today may seriously restrict the State's capability to deal with unforeseen conditions and problems of the future. Land converted from agriculture to urban uses today cannot -- without great expense and effort -- be used for food production in the future. An aquifer recharge area paved over today may sharply reduce the volume of potable water available to support such development tomorrow.

Open space must not be considered as areas which, for whatever reason, the development market could not convert to house lots or shopping centers or industrial parks. Instead, it must be viewed from the outset as a critical element of any land use or development policy.

There may not be agreement on how much open space is enough or where it should be located. However, there must be agreement that if the population is to continue to grow and the State's economy is to expand, open space areas must be preserved to support and enhance such expansion and to provide structure, as well as flexibility in the State's land use policy.

GOAL III: Provide Space and Services to Support Continued Economic Expansion

It must be emphasized that a sound economic base, providing employment opportunities and income, is as important as basic natural resources in planning New Jersey's future. The best conceived plan to preserve unique natural areas and to provide outdoor recreation areas cannot succeed if people do not have jobs. Improvements in living conditions cannot occur, unless there is a vital private sector committed to New Jersey as a market, as an employment center and as a good place to do business.

Available information indicates that the State will continue to grow. Despite the growth of new markets in the south and southwest, New Jersey will continue to be an attractive location for a variety of industrial, commercial and agricultural activities. How attractive the living environment will be, however, will depend in part on public efforts to provide services and infrastructure for the expansion of the economy.

In certain sectors of the economy, as well as in certain areas of the State, sustained economic growth may require varying degrees of supportive governmental policies and programs. Certain manufacturing industries have been hard-pressed by shortages in energy supplies. For different reasons, the agricultural sector has continued to decline. In urban areas, industrial buildings stand idle, unable to attract new tenants because of congested traffic conditions, high taxes, poor services and obsolescence. Tourism and convention industries are threatened by polluted waters and discouraged by beach erosion and shortages of marine services and modern facilities, hotels and motels.

In each case, these conditions can be changed not only to accommodate additional growth in the State, but also to facilitate the achievement of other goals as well. Assistance to the agricultural sector not only provides employment opportunities, but it also preserves important open space which protects various natural resources. Greater utilization of urban office and industrial space would help reverse the decline which has plagued such areas too long. Maintenance of waterways and beaches assures continuance of valuable tourism attractiveness.

In other areas and for other sectors, no direct public assistance may be necessary. However, it is essential to reflect in the Development Plan a continuing need for a growing economic base and to meet that need without incurring excessive public costs.

GOAL IV: Enhance the Quality of Life in Urban Areas

Urban areas are home to a major segment of the State's population and the employment location of an even larger population. Traditionally, they have been the centers of commerce and culture, as well as the residence of many persons who sought an urban lifestyle. If New Jersey is to regain its position as a center of trade and commerce and provide an agreeable way of life for many of its residents, urban areas should be revitalized.

Whether urban areas are desirable places in which to live and work is determined by a wide range of factors -- personal attitudes and expectations, societal values, the activities of the private sector and public policy and programs. Government at all levels plays a role through its taxation, investment and regulatory powers in influencing living conditions. It can encourage improvement in urban areas and thereby complement and support the efforts of individuals and business interests. Conversely, it can, and in the recent past it has, through these same powers contributed to the decline of these areas.

During the Fifties and the Sixties, government focused much of its investment and development attention on creating and supporting growth in suburban and rural areas. The construction of major highways created new opportunities for residential and industrial development in outlying areas. Housing programs and tax legislation encouraged the construction of single family housing in suburban areas. While existing cities were not totally ignored during the period, the thrust of governmental policy was heavily weighed in favor of building new settlements, rather than improving those which already existed.

It is now suggested that a major portion of state development efforts should be directed toward improving conditions -- social as well as physical -- within the developed areas. Under such a policy, the improvement of facilities in developed areas should be encouraged. Efforts to rehabilitate existing houses and neighborhoods should encourage more efficient use of investments already

made and facilities already built before promoting significant expansion into essentially rural areas. Existing demands on public funds are too great to do otherwise.

Conclusion

These four goals, along with the assessment of current conditions and trends, provide the basis of the analysis and recommendations which follow. It may not be possible to insure that every recommendation made in this plan or that every action of State government will be consistent with each of these goals. But every effort has been made to reflect in this plan each of these goals, so that the recommendations considered as a totality are consistent.

Achievement of these goals will require a public concern and a strong public role in how land is used and available resources allocated. There is room and there are resources both to sustain the existing population and to accommodate further growth in the years ahead. However, to do so will require that state government provide the direction necessary to facilitate continuing growth within a limited space. Conversely, continuation of the present absence of policy or public intervention will condemn the State to a future non-competitive situation relative to other states and regions unencumbered by urban blight and with more attractive, undeveloped resources to exploit.

The State government must make a commitment to the goals expressed here and to a development policy which reflects them. The State government has major responsibilities with respect to housing opportunities, health and educational services, public safety, income support and employment. It allocates funds for public transit and highway facilities, public institutional and educational facilities, industrial development, water supply and sewerage systems and for a variety of other purposes. It levies taxes and issues bonds to finance its activities and investments. How it performs these functions can significantly affect the degree to which these goals are attained.

CHAPTER III

GUIDELINES FOR PLANNING

The discussion of existing conditions and trends provided some insight as to the quantity of population and economic growth that might occur, and the goals provided some definition as to the quality of life we would like to strive for in future years. These descriptions, however, are not sufficient to determine where we would prefer to have future residential and industrial expansion occur, or where we should attempt to preserve natural areas and agricultural uses.

To move in the direction of defining appropriate locations, it was necessary to draw upon other characteristics of the State. Specifically, the locations of existing development and infrastructure and of significant natural areas. Ten key characteristics, listed below, were chosen as indicators of present resources which planning for the future should reflect.

Agricultural soils -- Classes I, II, III and special lands

Public open space -- major parks, game preserves and
government installations

Slopes -- 12 percent and greater

Wetlands -- coastal and inland

Water resources -- major streams, rivers, watersheds and
water storage areas

Existing public sewerage areas

Existing public water supply areas

Existing highway and rail facilities

Intensity of employment

Existing development -- the pattern of urban and
suburban settlement

The first two characteristics -- agricultural soils and public open space -- indicate lands which either should not or cannot be developed in the foreseeable future. The location of land particularly suitable for agriculture is an important consideration in determining where future urban growth should be encouraged, since agricultural and urban land uses are often mutually exclusive. 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.

The location of publicly-owned lands also influences where future growth is appropriate. For a variety of reasons -- conservation, resource protection, recreation and national defense -- governmental agencies have acquired and maintain control of significant portions of New Jersey. These lands are not now available for development and, it is assumed, will not become available for development in the foreseeable future. Therefore, in determining where future growth can be accommodated feasibly, such areas must be identified and removed from the supply of available land.

The next three characteristics -- slopes, wetlands and surface water systems -- also indicate land conditions generally considered unsuitable for development. While construction can occur on filled wetlands and in areas of excessive slope, such development should not be encouraged by State policy. By identifying such areas, the amount of land which remains available for future growth can be clearly defined.

The last five characteristics represent facilities and improvements which are not only important for growth, but which tend to encourage it. Major transportation facilities make an area accessible to markets, suppliers and workers. Without such access, few manufacturing, commercial and service enterprises can profitably exist. Water supply and sewerage systems provide essential services and allow development to occur at urban densities. Existing development and the intensity of employment opportunities reflect private investments in residential, commercial and industrial activities. These factors also indicate the presence of supporting facilities -- schools and social services -- which are needed to support a growing population.

By considering these major characteristics and mapping their generalized location throughout the State, the pattern of development and natural resources can be seen. In the following material, each of these characteristics is described in greater detail, and maps are presented which show the location of these resources and facilities.

Agricultural Soils (Map II)

The location of open areas where soil conditions are to varying degrees appropriate for agricultural uses are shown on Map II. As defined by the Soil Conservation Service, Class I soils are those which are best suited for crop production. The other two classes require increasingly more investment in such inputs as fertilizers and drainage improvements to obtain reasonable yields. Special lands are only suitable for certain crops such as blueberries and cranberries. However, since the cultivation of such crops is a major agricultural activity in New Jersey, they are also shown.




Public Open Space (Map III)

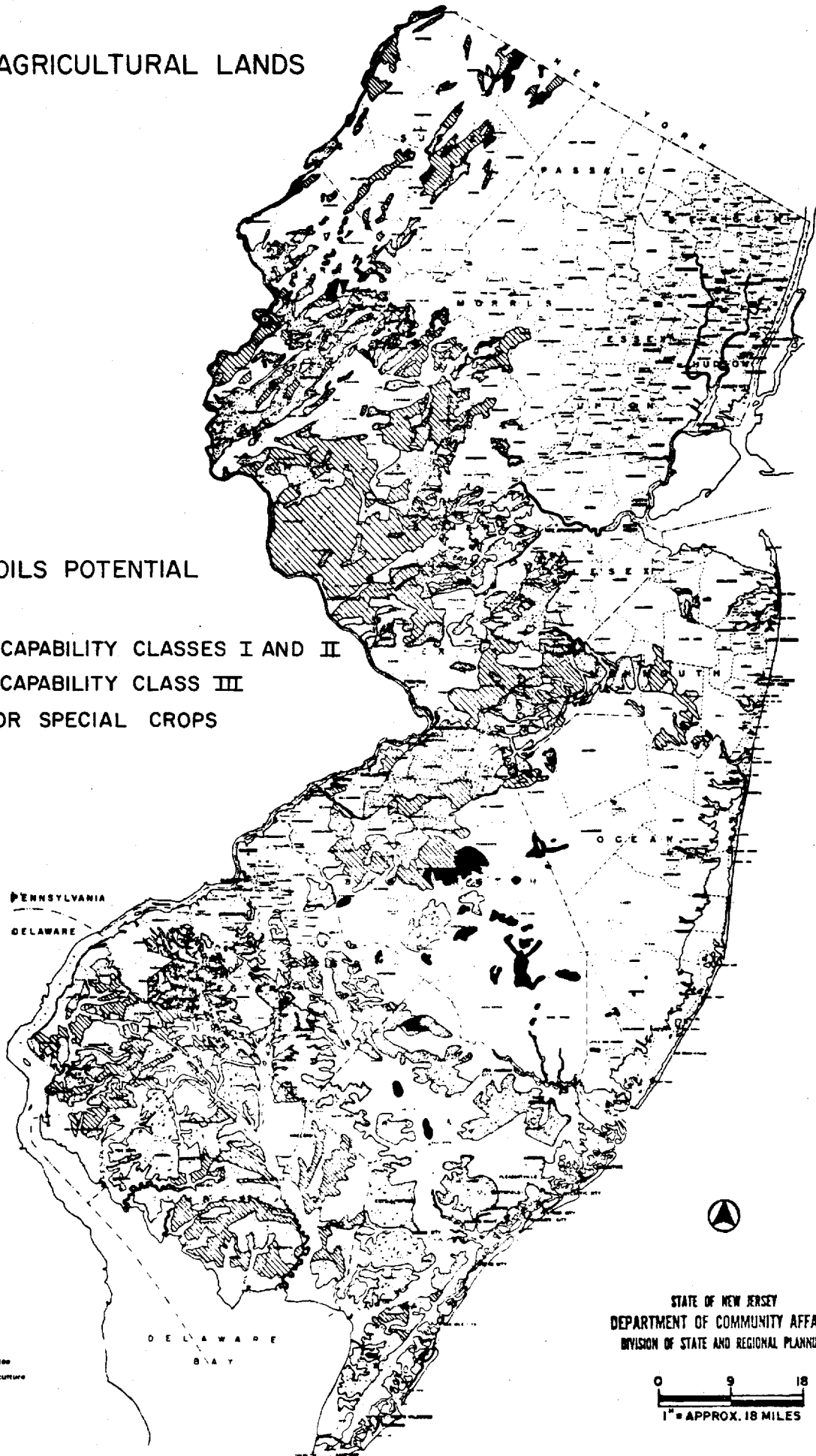
Also shown on Map III are major land holdings of public agencies. In New Jersey, such land reflects a public commitment to provide present and future generations with a variety of recreational opportunities, water supply resources and fish and wildlife preserves. Recently, the federal government has also made investments in the Delaware Water Gap area to bring a major national recreation area within reach of the densely populated northeast portion of the State.

Not all of the publicly-owned land in the State is committed for such purposes. The federal government maintains significant areas for military bases and facilities. However, for whatever reason, these are major areas of the State which are not available for development and which, to varying degrees, require particular attention if the public's investment in such areas is to be fully utilized.

PRIME OPEN AGRICULTURAL LANDS

BASED ON SOILS POTENTIAL

-  SOIL OF LAND CAPABILITY CLASSES I AND II
-  SOIL OF LAND CAPABILITY CLASS III
-  SOIL USED FOR SPECIAL CROPS



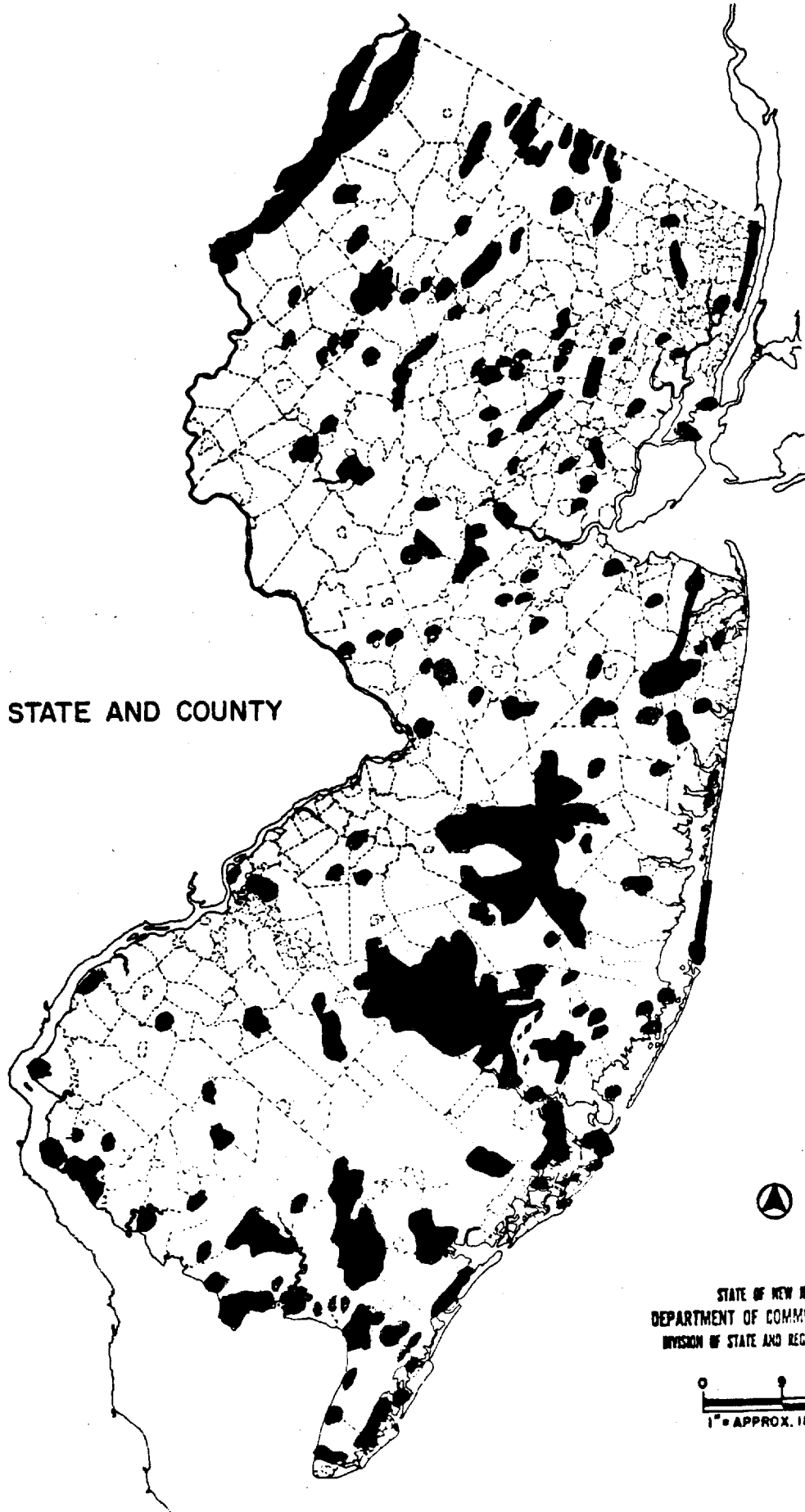
Prepared by: State Soil Conservation Committee
 Division of Rural Resources
 New Jersey Department of Agriculture
 in cooperation with
 Soil Conservation Service
 U.S. Department of Agriculture

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0 9 18
 1" = APPROX. 18 MILES

PUBLIC OPEN SPACE

FEDERAL STATE AND COUNTY



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Steep Slopes and Wetlands (Map IV)

These areas serve important functions in flood control and water resource protection. Development in such areas is possible, although site preparation and construction costs may be high. If left undeveloped, however, they provide benefits which cannot be obtained elsewhere. The vegetation of steep slopes serves to retard the flow of storm-water run-off and soil erosion and can thereby reduce the threat of major flooding in river valleys. The State's undeveloped hillsides also protect the quality of water flowing into major water supply storage areas. These benefits would be lost if intensive development is encouraged in such areas. In addition, the attraction of such areas for hiking and other forms of outdoor recreation would be diminished.


Wetlands are perhaps less attractive for recreational uses, but they are equally important for retarding storm-water run-off, for protecting water supply resources and for fish and wildlife maintenance. Again, development of such areas involves major site preparation and construction costs. The environmental costs of development are even greater.


Water Supply Resources (Map V & VI)

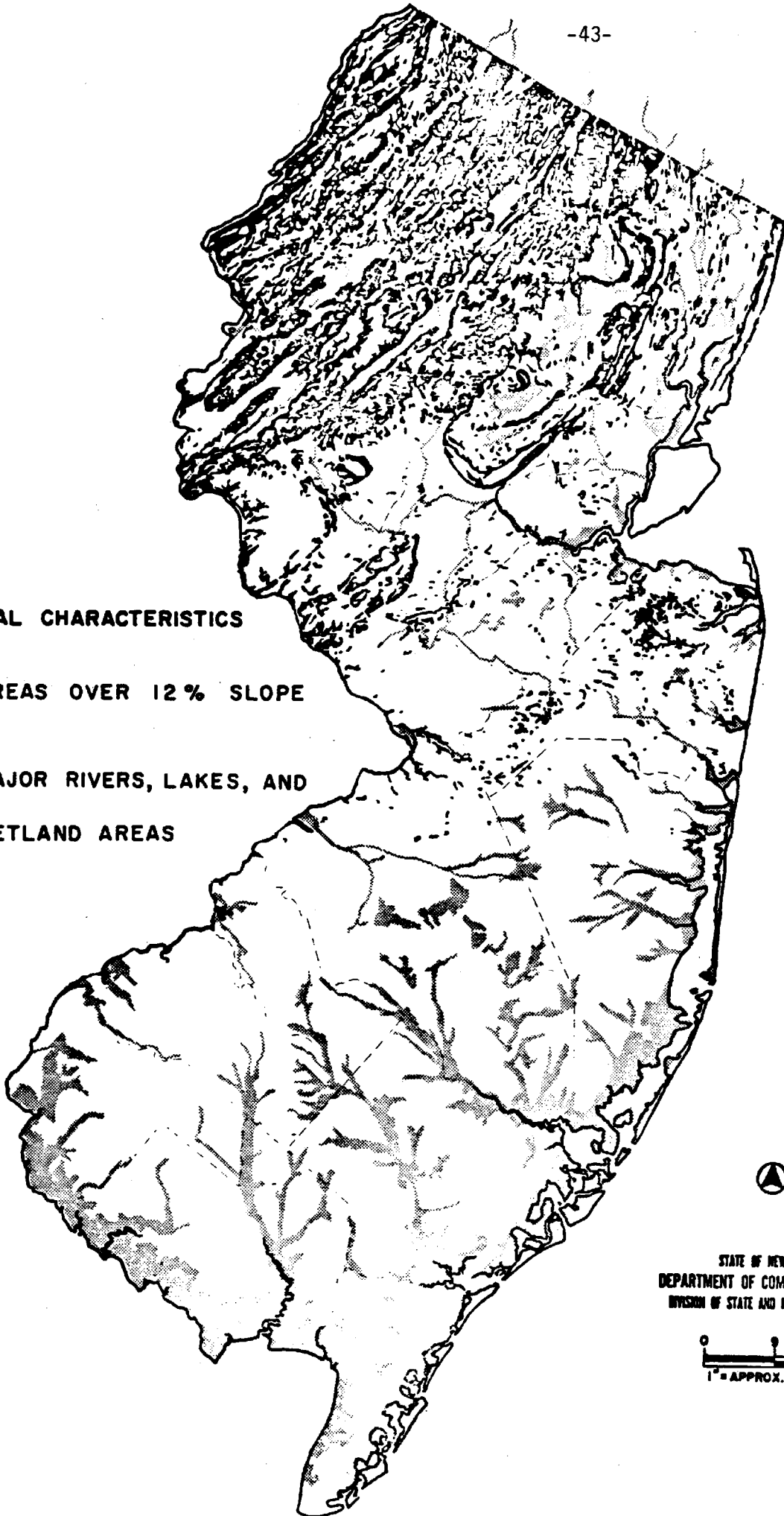
Water supply in rural areas may be obtained by digging a well or drawing from a stream, but in urban areas a more elaborate system of impoundments, treatment and pumping stations, shut-off valves and pipes is required. As development intensifies, the source of the supply becomes more removed from the location of its major users. Thus, for development to occur in one area, it must be restricted in another. Accordingly, areas adjacent to surface

Map IV

PHYSICAL CHARACTERISTICS

 **AREAS OVER 12% SLOPE**

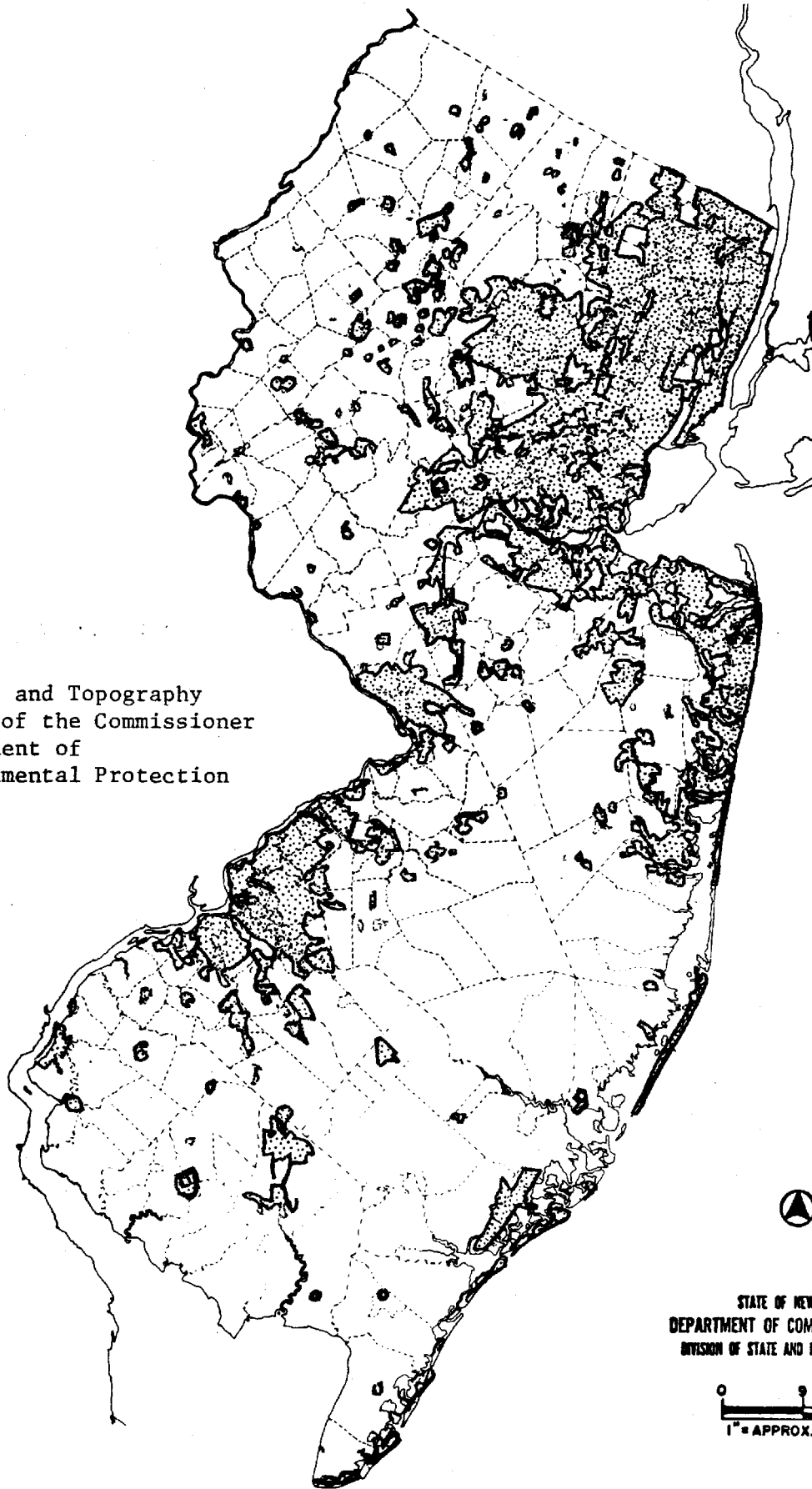
 **MAJOR RIVERS, LAKES, AND WETLAND AREAS**



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WATER SERVICE AREAS



Source:

Geology and Topography
Office of the Commissioner
Department of
Environmental Protection

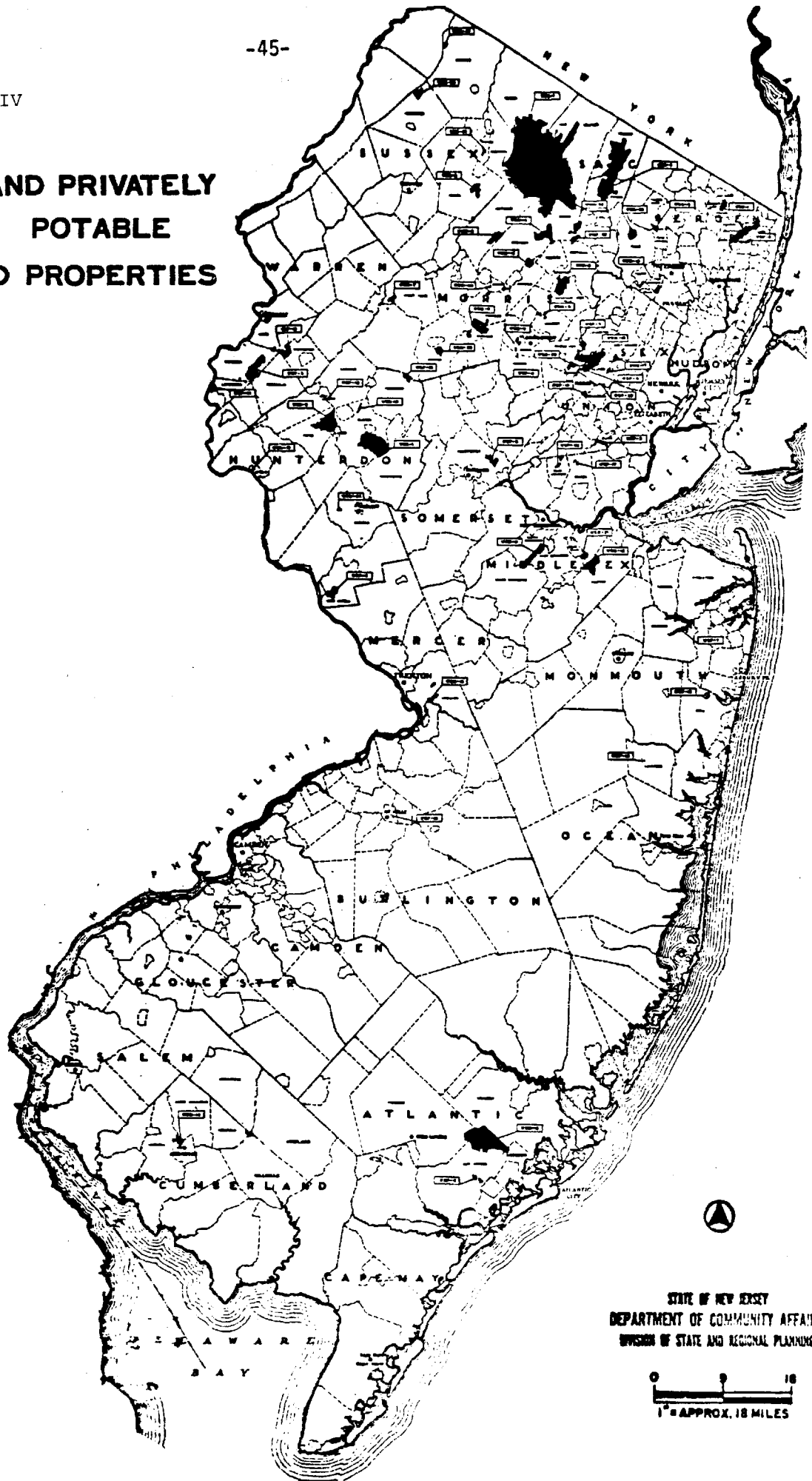


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Map IV

PUBLIC AND PRIVATELY OWNED POTABLE WATERSHED PROPERTIES



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water impoundments and well fields must be carefully managed to protect the quality of the source and its yield.

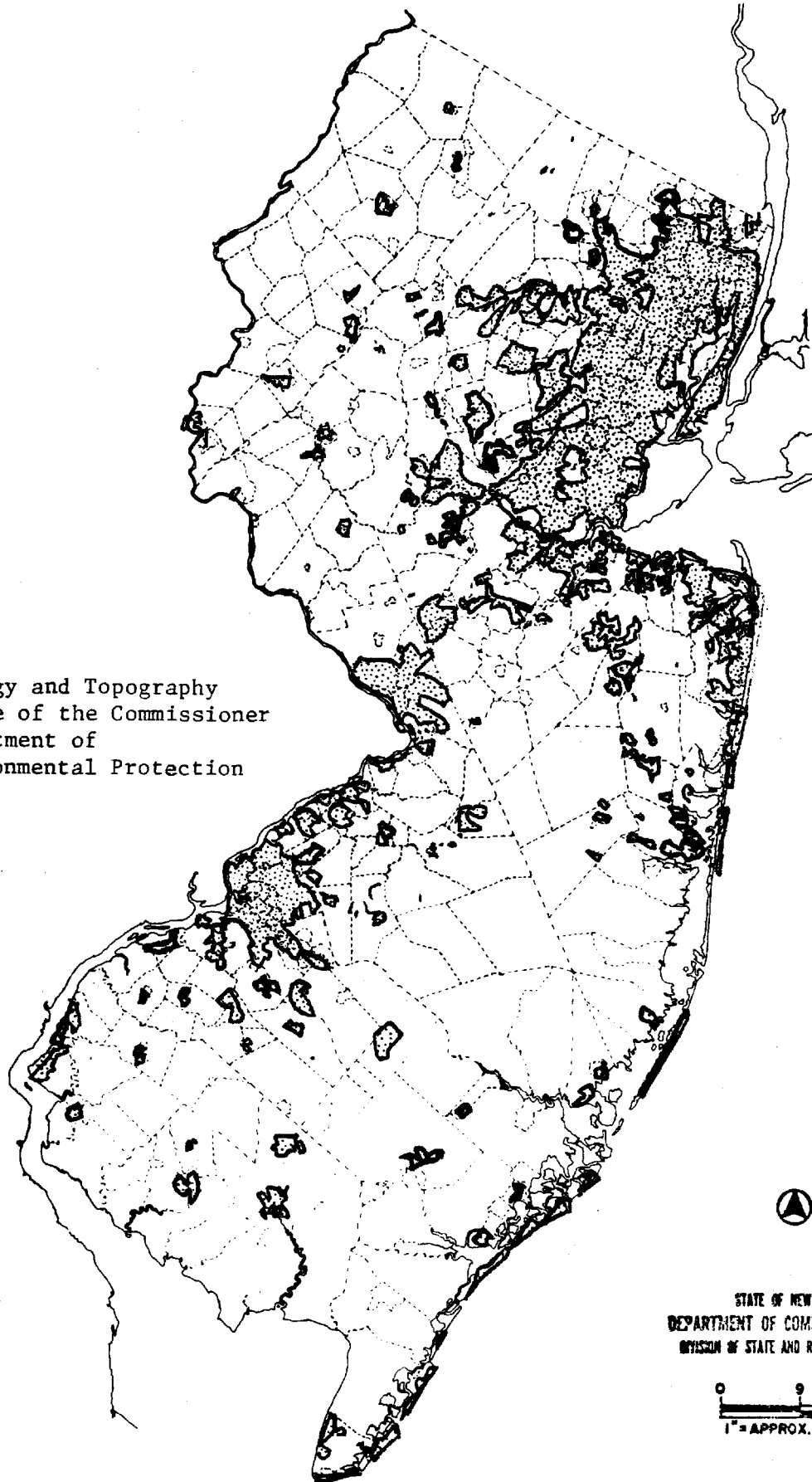
At the other end of the pipe, where the development is concentrated, however, the availability of potable water and the economics of the operation of the water utility work to encourage still more development. The pipes, pumps and plants, along with the operating personnel, represent a major investment which becomes profitable only if a certain threshold of use is reached. Even greater economies are obtained as levels of use expand beyond this threshold. Thus, the system not only sustains existing development, but it also makes future growth both possible and economically desirable.

Watershed areas should, therefore, be protected from extensive development. Water supply service areas, on the other hand, describe where future growth may be appropriate.

Sewer Service Areas (Map VII)

Sewer systems are as elaborate and as essential for urban and suburban areas in New Jersey as are water supply systems. In low density areas with suitable soils and topographic features, septic systems may provide an adequate method of sewerage disposal. More intensive development, however, requires an extensive system for collecting and treating wastewater before it is released into streams and rivers. Sewer systems, like water supply installations, require major investments for the facility and continuing expenditures for operating costs.

SEWERAGE SERVICE AREAS



Source:
Geology and Topography
Office of the Commissioner
Department of
Environmental Protection



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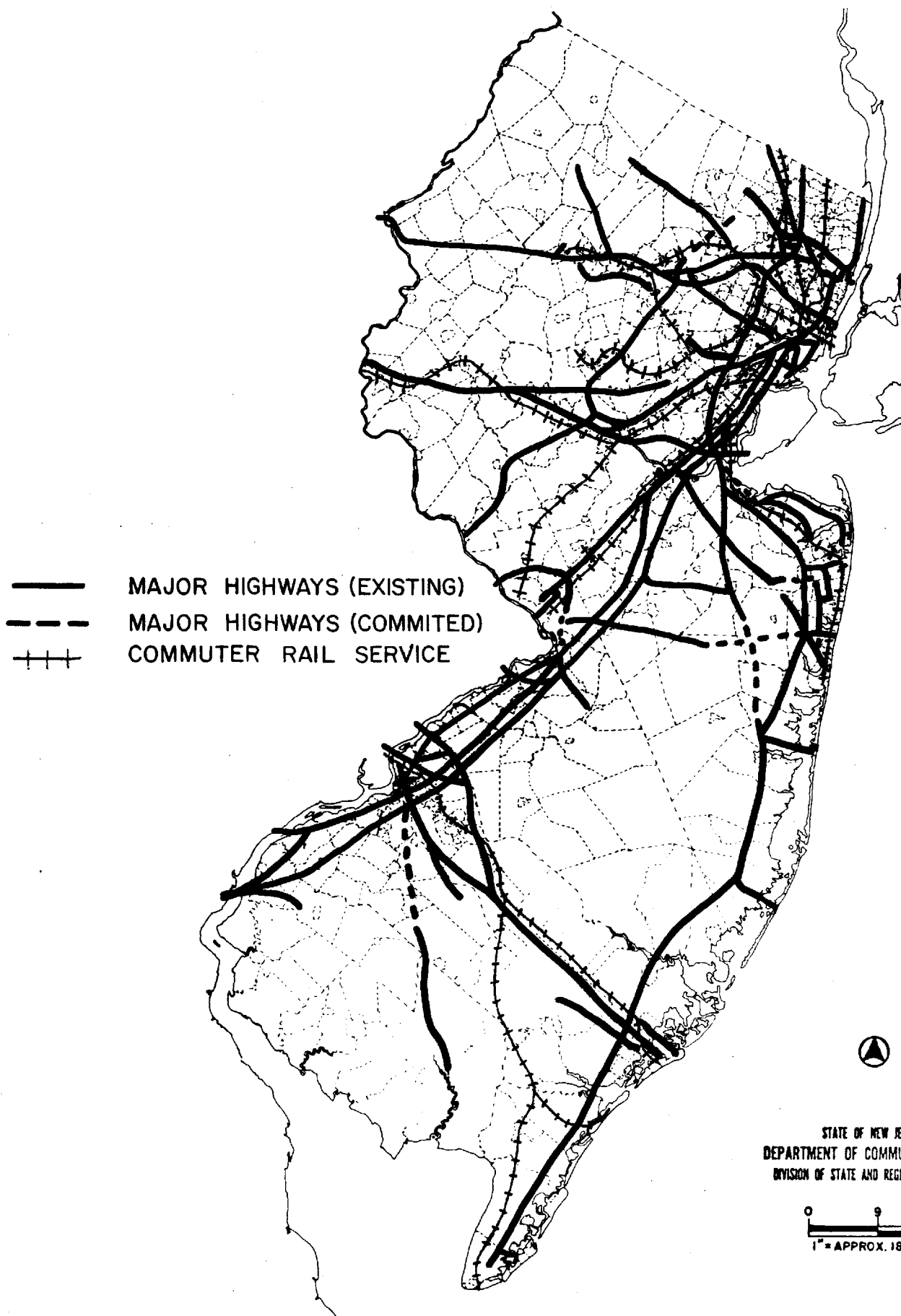
Since sewer systems make urban and suburban densities possible, they are an important factor in determining where growth should occur. Generally, sewage treatment plants are constructed to handle capacities in excess of existing needs so that population increases can be accommodated for some time in the future. The existence of these public services is, therefore, an essential accompaniment of most existing development and an indicator, in some cases, of potential areas for expansion.

Existing Highway and Rail Systems (Map VIII)

Whether highway and rail systems generate development or are built in response to it continues to be a debatable point. There is evidence to support both views. However, there is general agreement that such systems represent major public investments and that few areas can be developed or sustained without the access they provide.

Accessibility in New Jersey is relative, since there are no areas in the State which are totally inaccessible and few which approach wilderness status. Nevertheless, as a result of investments made both by government and the private sector, some areas are relatively more accessible than others and are, therefore, relatively more appropriate for future growth. Map VIII shows major highways and commuter rail lines serving the State.

TRANSPORTATION



Intensity of Employment (Map IX)

The presence of job opportunities is another factor in determining where continued development is appropriate. In general, housing development is more dispersed than employment opportunities, as residential growth has scattered into outer areas more rapidly than has industrial development. Most future growth should be encouraged to occur in suburban areas which still have substantial quantities of vacant land, but which are also located in close proximity to a range of employment possibilities.

Existing Development (Map X)

For a considerable portion of the State, it is too late to determine its suitability for development. The development is there now, whether it is appropriate or not. Such areas also represent major private, as well as public, investments -- in schools, houses, public safety facilities, hospitals, employment centers and local streets. The development pattern shown on the map represents information obtained from 1972 aerial photographs and recent county land use inventories.

Combining Characteristics to Determine Development Suitability

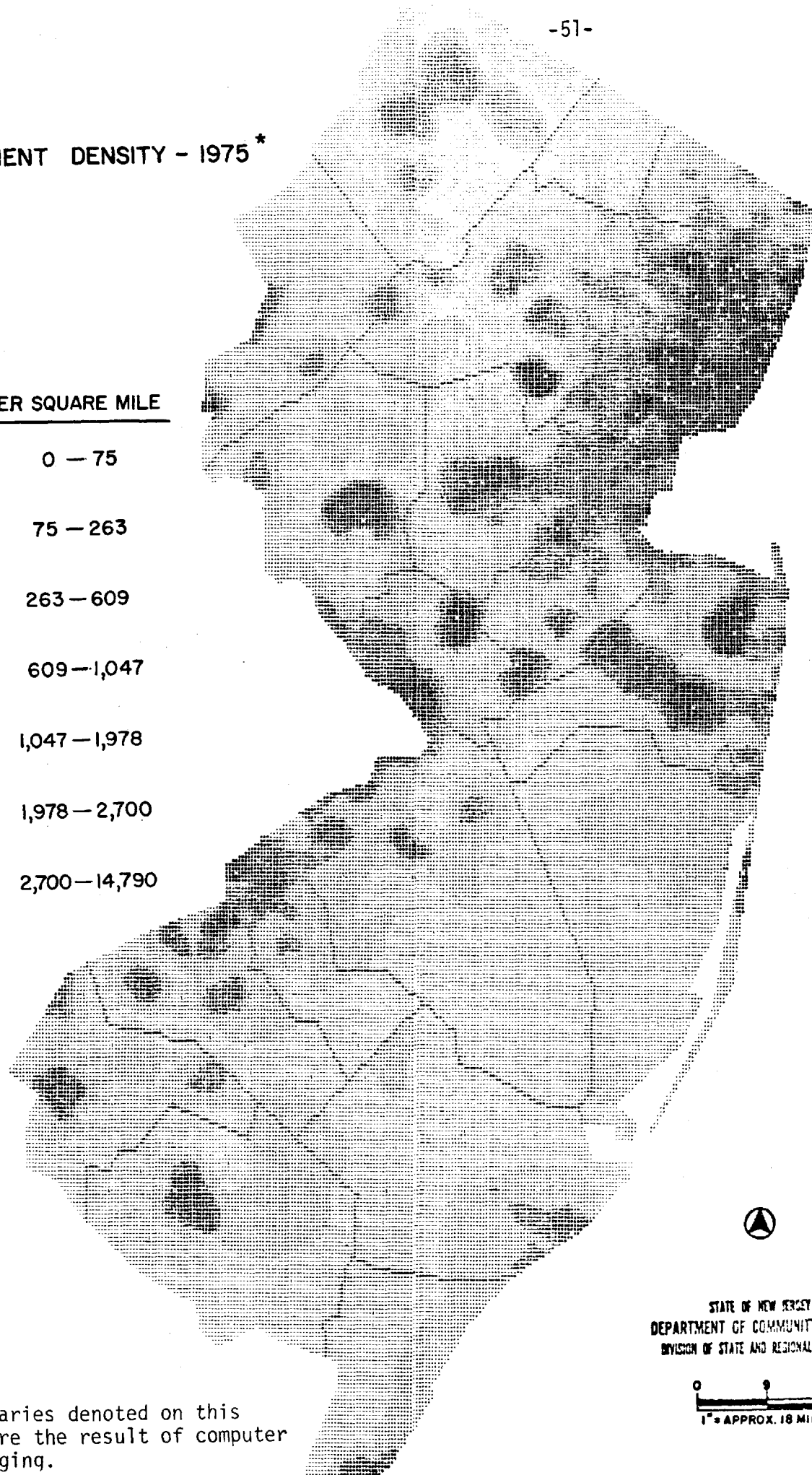
Although each of these characteristics is of major importance in determining the general suitability of a particular land use category, no one characteristic is a determinant by itself. Just because an area is overlain with Class I agricultural soils does not by itself imply that such an area should be preserved for agricultural use. Similarly, the presence of a major

Map IX

EMPLOYMENT DENSITY - 1975 *

JOBS PER SQUARE MILE

---	0 - 75
==	75 - 263
+++	263 - 609
ooo	609 - 1,047
ooo	1,047 - 1,978
ooo	1,978 - 2,700
ooo	2,700 - 14,790

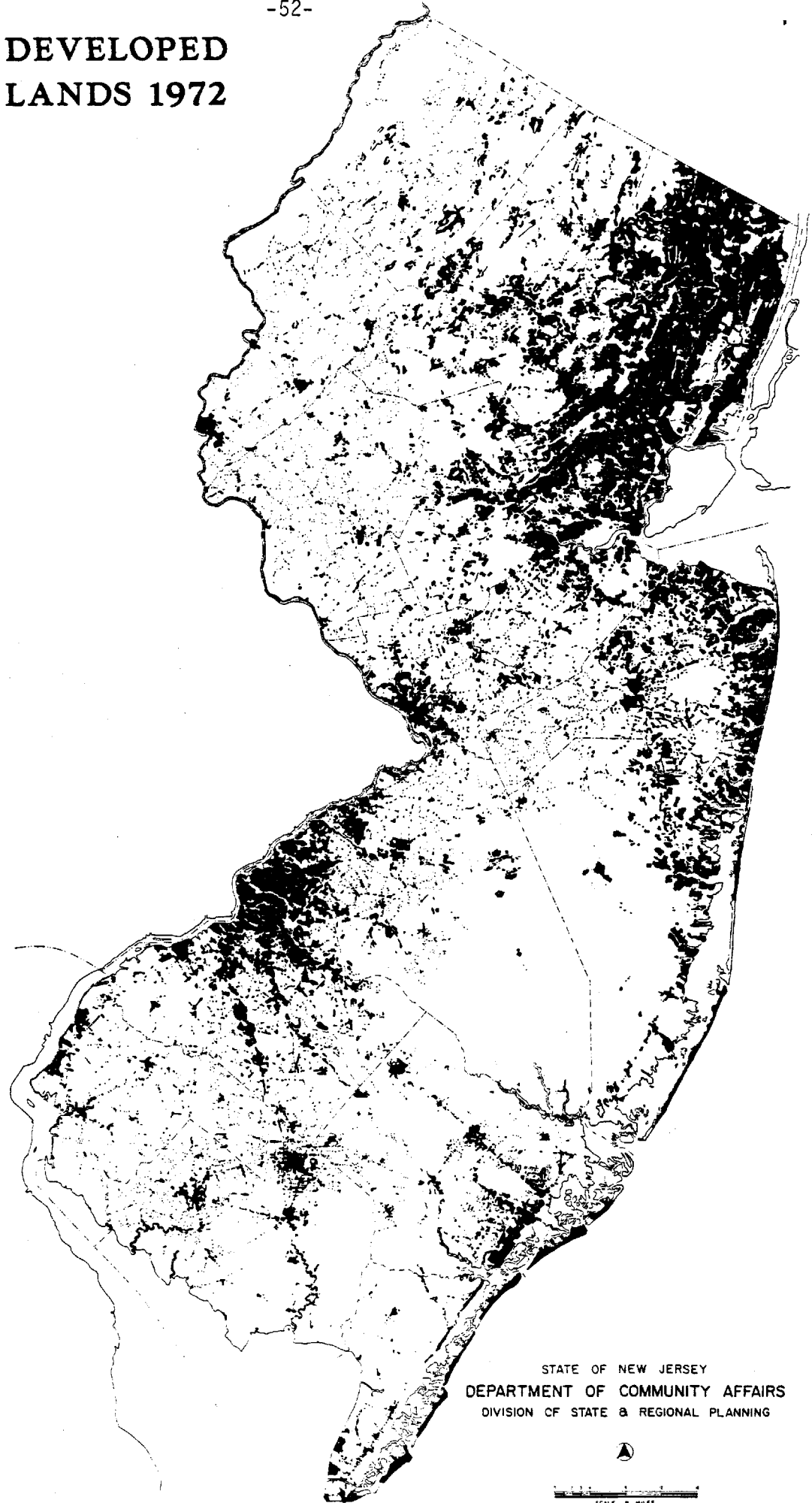


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*Boundaries denoted on this map are the result of computer averaging.

DEVELOPED LANDS 1972



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SCALE IN MILES

highway is not, alone, sufficient reason for development in the area. However, when considered together, these characteristics can be used to assign land in New Jersey to one of four land use types.

These land use categories are very broad. The data and analysis used in developing this Guide Plan were sufficient only for identifying the large scale pattern of development and conservation that would be desirable for New Jersey. Local, county and regional planning efforts must provide the more detailed information needed to make decisions about specific development proposals, conservation measures and local service planning. These agencies can and do base plans on more precise studies of smaller areas and can take into consideration the needs of existing and future residents for housing, schools and service facilities and the balance among residential, commercial and industrial uses and open space patterns.

The Concept Map depicting the suggested balance between conservation and growth at the State level is discussed in detail in the following chapter. This map provides a spatial expression of where New Jersey could accommodate future growth and meet the goals of maintaining environmental quality and natural resource areas while encouraging urban revitalization and economic expansion.

CHAPTER IV

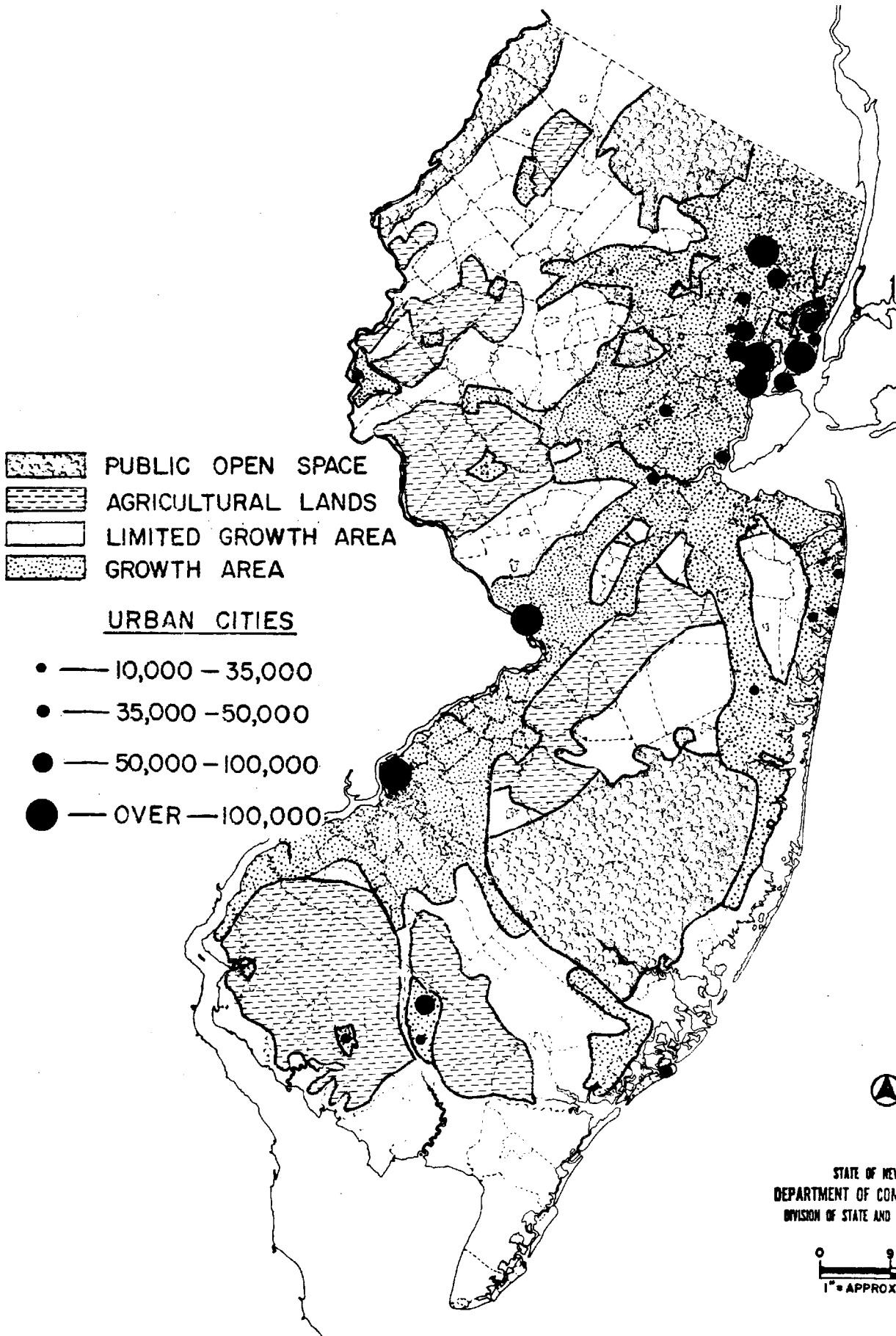
THE CONCEPT MAP

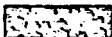
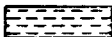
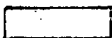

A survey of existing conditions and apparent trends, a statement of major goals which State policy should try to achieve, the identification and analysis of major natural resource characteristics and current development patterns -- these combine to provide the basis for the State Development Guide Plan's recommendations which are contained in this and the following chapter on implementation.

The Guide Plan is directed to achieving a balance between conservation and development. It suggests that the regions of New Jersey which are presently partially developed are the most suitable locations for most future population and industrial growth. This would allow the present public infrastructure to be effectively utilized and mass transit development to be facilitated. In this regard, the Plan stresses efficiency of public investments and conservation of energy. Other areas are most suitable for conservation as natural resource or agricultural areas to provide for an environmentally sound and supportive balance between development and open space.

The map which follows reflects such a concept (Map XI). It represents our judgment, based on available information, as to how the land and resources of New Jersey should be used to achieve fundamental development goals. It must be emphasized that the Concept Map is designed as a policy

-55-
STATE DEVELOPMENT GUIDE PLAN
CONCEPT MAP



-  PUBLIC OPEN SPACE
-  AGRICULTURAL LANDS
-  LIMITED GROWTH AREA
-  GROWTH AREA

URBAN CITIES

- — 10,000 — 35,000
- — 35,000 — 50,000
- — 50,000 — 100,000
- — OVER — 100,000

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

0 9 18
1" = APPROX. 18 MILES

guide for statewide planning. It is not a functional plan, such as those prepared by county and local governments. Rather, the Concept Map serves as a statement of intent to guide state investment and policy decisions and a generalized framework to support the more specific planning and policy concerns of public agencies throughout New Jersey.

The Concept Map indicates four generalized land use types: Growth and Limited Growth Areas, Agricultural and Open Space as well as urban municipalities in need of revitalization. Each is discussed in detail in the following sections. Calculations were made as to the amount of acreage in each proposed land use as well as the extent of developed lands, publicly owned lands, potable watersheds, wetlands and open developable land in each category. Land use data used in the following descriptions is based on this analysis. A description of the methodology and tables by county are provided in Appendix A.

Urban Municipalities

That future growth in New Jersey not occur at the expense of the State's major cities is critically important to the realization of the major goals on which the State Development Guide Plan is based. If basic natural resources are to be protected, if a viable agricultural base is to be sustained, if increasingly expensive energy supplies are to be used efficiently, if limited public funds for capital investments are to be allocated to effectively serve future needs -- then the State's major cities must continue to serve as centers of employment and housing.

These are areas in which the challenge is not how to accommodate future growth, but how to reverse current trends of population and economic decline. It is not possible or desirable to channel all future growth into the State's older cities, but 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.

These cities, in many cases the nuclei of metropolitan regions, have suffered serious declines as the higher income residents, industries and commercial enterprises have moved to the expanding suburbs. As a result, they have significant levels of social, economic and physical problems which require additional public assistance in order to strengthen their financial base and to restore a more attractive climate for public investment.

Municipalities which meet certain criteria may be designated as Urban Aid Municipalities so that they may be eligible for additional funding. Designation as an urban aid municipality is based on several factors. First, they have a population of greater than 15,000 persons. Second, they have more than 350 children between the ages of 5 and 17 enrolled in the Aid to Dependent Children Program. Third, they contain publicly financed housing. Fourth, they have equalized tax rates which exceed the State equalized tax rate. Fifth, they have equalized valuations per capita which are less than the State equalized valuation per capita.

The cities indicated on the Concept Map have been designated as Urban Aid Municipalities by state agencies. The following municipalities are included:

Asbury Park	New Brunswick
Atlantic City	Newark
Bayonne	Orange
Bridgeton	Passaic
Camden	Paterson
East Orange	Perth Amboy
Elizabeth	Plainfield
Hoboken	Trenton
Irvington	Union City
Jersey City	Vineland
Lakewood Twp.	North Bergen
Long Branch	West New York
Millville	Phillipsburg
Neptune	Montclair

The use of the Urban Aid formula to identify urban centers within the context of the State Development Guide Plan does not imply unqualified acceptance of either the formula or its application. There may well be other municipalities which do not meet the Urban Aid criteria, yet exhibit many of the same needs. Certainly, while the municipalities listed share common characteristics, there may also be significant differences among the types and levels of problems they face and, consequently, among the kinds of governmental remedies required.

A recent proposal of the Regional Plan Association to examine New Jersey's major cities indepth, to identify their differences as well as their similarities, and to investigate how the trends of the past can be reversed should be pursued. This study, as well as other information and analysis could result in changes in the urban centers designated in the Plan as in need of revitalization.

Growth Areas

The Growth Areas include those regions of New Jersey where development has already occurred to an extensive degree, as well as partially suburbanized areas whose accessibility to employment and services makes them particularly suitable for development. Several existing rural centers in the more peripheral regions have also been designated as locations where continuing development would be appropriate.

These regions have developed largely because of their proximity to New York City, Philadelphia and other markets along the eastern seaboard. These major economic centers have provided the stimulus for extensive suburbanization in the areas around them. These regions contain major transportation facilities and energy sources and accordingly are the location of many of New Jersey's major business and industrial facilities. Past development has been accompanied by the construction of public facilities and services. Additional portions of the State have developed in part as a result of indigenous economic growth, continuing metropolitan expansion and, in the case of the coastal area, natural features. The Atlantic City area has grown largely as a result of capitalizing on its resort potential. This area is presently in transition and seeking to revitalize its economic base.

At present, within the suburban areas and around the rural centers, substantial quantities of vacant land still remain. In many instances, water, sewer, roads and other public facilities are already in place. Additional development in these areas would allow these facilities to be more efficiently utilized. Properly channeled, this growth could result in

more amenable and energy efficient patterns of development than would occur with continued low density sprawl or scattered residential concentrations in semi-rural areas.

Encouraging development in these areas would also reduce growth pressures on large areas of agriculturally productive and environmentally significant lands which might otherwise undergo scattered and potentially detrimental development. It would also discourage growth from occurring in fringe areas which have neither the infrastructure nor the employment opportunities which balanced growth requires.

To the greatest extent possible, the boundaries of the Growth Areas have been drawn so as to avoid areas with excessive environmental constraints to development. The presence of steep slope areas in the north has been recognized, as well as the coastal wetland areas. In some instances, a compromise had to be made between recognized growth pressures stemming from economic and locational factors and the desirability of environmental preservation or the continuation of agricultural uses.

To facilitate a discussion of the Growth Areas identified on the Concept Map -- and only for that reason -- ten regions have been defined, along with eight rural centers where some additional growth is considered appropriate (Map XII). The boundaries of these regions, again solely for convenience, are related to county boundaries, although in some cases, portions of one county may be located in two different regions. These regions and designated rural centers are as follows:

GROWTH AREAS

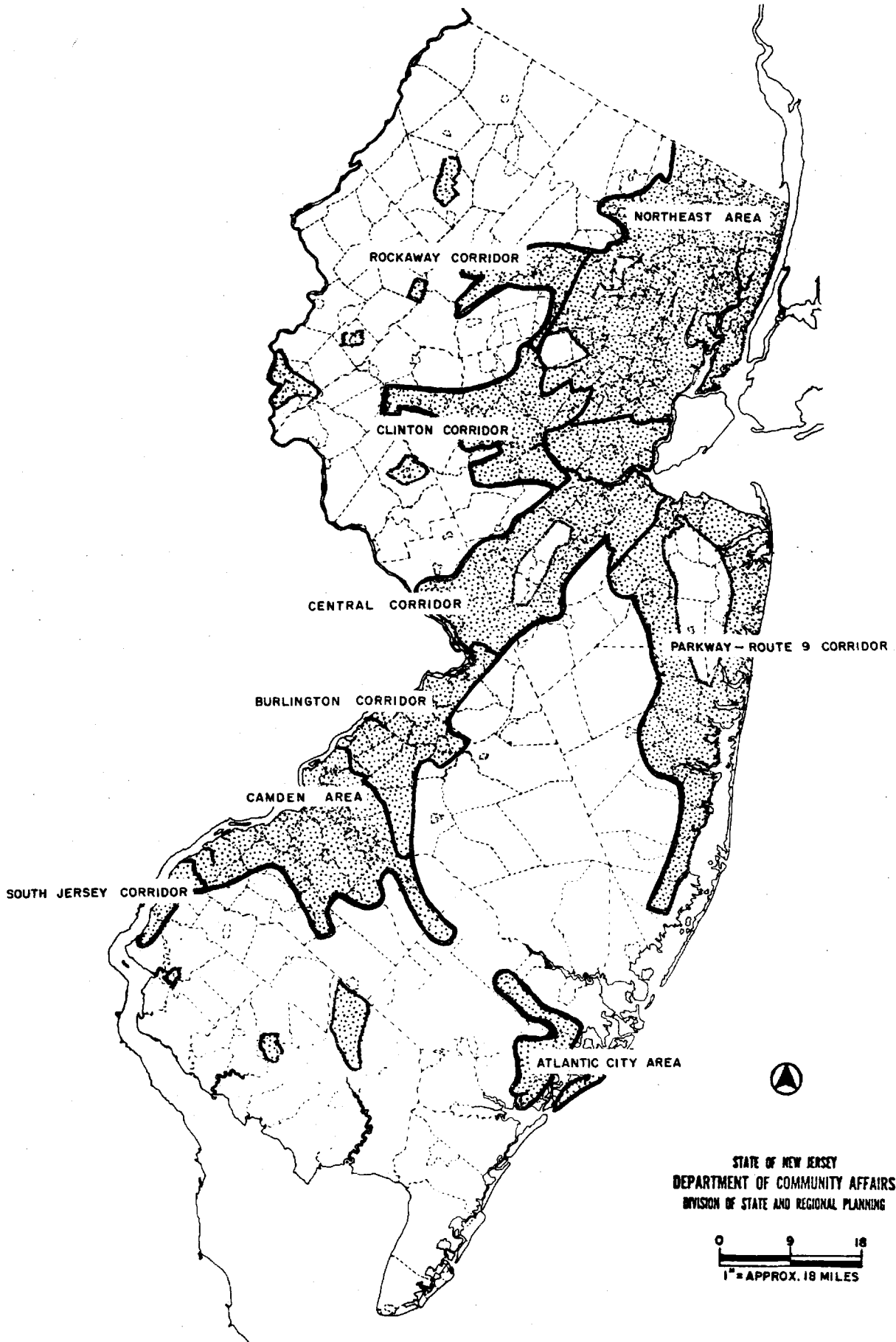
<u>Area</u>	<u>County Components</u>
Northeast	Passaic, Bergen, Hudson, Essex, Morris and Union Counties
Rockaway Corridor	Morris County (West of I-287)
Clinton Corridor	Hunterdon and Somerset Counties
Central Corridor	Mercer, Middlesex and Somerset Counties
Parkway-Route 9 Corridor	Monmouth and Ocean Counties
Burlington Corridor	Burlington County
Camden Ring	Camden, Gloucester and Atlantic Counties
Atlantic City Ring	Atlantic County
South Jersey Corridor	Salem County

RURAL CENTERS

Newton	Sussex County
Hackettstown	Warren and Morris Counties
Washington	Warren County
Phillipsburg	Warren and Hunterdon Counties
Flemington	Hunterdon County
Millville-Vineland	Cumberland County
Bridgeton	Cumberland County
Salem	Salem County

GROWTH AREAS

Map XII



In the following discussion, each Growth Area is described in terms of the major characteristics which make further development appropriate. Mention is also made of some of the major environmental constraints which exist within these regions, and which must be considered in local and county land use planning.

NORTHEAST AREA

Current Development Character

This is the most extensive area of relatively dense urban and suburban development in New Jersey. Accordingly, it contains several aging urban centers as well as a substantial number of largely developed suburban communities. There are extensive and diverse employment opportunities within the region, and New York City is within easy commuting distance of most locations. Of the approximately 406,000 acres in this region, 43,800 remain as open developable land.

Transportation

This area has many north-south and east-west four lane divided highways, including: the New Jersey Turnpike; the Garden State Parkway; the Palisades Parkway; Routes 1, 3, 10, 17, 22, 46, 208; and Interstates 280, 287, and 80.

A high level of public transportation service is available in the region. Rail service is provided by ConRail on the former lines of the Erie Lackawanna, Central Railroad of New Jersey, New York and Long Branch and Penn Central Railroad, and by AMTRAK on the former Penn Central Main Line. Approximately 500 trains provide weekday commuter service and the Port Authority Trans-Hudson Corporation (PATH) provides additional rapid-rail links between Newark,

Jersey City and Hoboken and midtown and downtown Manhattan. Major improvements have been proposed by DOT for this network, and 180 new self propelled electrified rail cars have been purchased for use as the improvements are completed.

Passenger bus service consists of local service in most of the large cities and their adjacent areas and extensive commuter service among the municipalities in the six county region and Newark and New York City.

Newark International Airport is situated in the heart of the area, and shipping facilities have been developed along the extensive waterfront. Railroad freight lines and trunk terminals are located throughout the region.

Public Services

The area is extensively served by public water systems and sanitary sewerage systems, but improvements are needed to serve adequately future, and in some cases, existing demand.

Sensitive Areas

Development should be avoided adjacent to the Great Swamp, Piece Meadows and Troy Meadows. Public acquisition and protection of these areas are recommended. The Hackensack Meadowlands has been identified as an area of State concern and is being developed under the guidance of the Hackensack Meadowlands Development Commission. Undeveloped areas of steep slopes and the rock outcrops of the Palisades should remain in their natural state.

ROCKAWAY CORRIDOR

Current Development Character

This corridor extends westward from the metropolitan northeast region along Interstate Route 80 to the Lake Hopatcong area. The region is predominantly suburban with older industrial centers located along the Rockaway River and the Boonton line of the Erie Lackawanna Railroad. Morristown, the County Seat of Morris County, is the major commercial and cultural center. Commuting to the employment centers of New York City and Northeast New Jersey is facilitated by passenger railroad service and limited access highways. The region contains an estimated 66,000 acres of which approximately half, or 33,000 acres, is potentially developable.

Transportation

Major highways move commuters and freight to the east and west. These routes include Interstate 80 and Routes 49 and 10. Interstate 287 facilitates north-south movement along the eastern end of the region.

Public transportation consists of both rail and bus service. ConRail provides regular all-day service from Dover to Newark and Hoboken and limited service from Netcong to Hoboken on the former Erie Lackawanna Railroad which parallels I-80. At Hoboken, commuters can conveniently make connections via PATH for travel to midtown and downtown Manhattan. The Erie Lackawanna service consists of electrified trains on the Morristown Line to Dover and diesel trains on the Boonton Line to Netcong. A branch of the Morristown Line also extends to Gladstone and serves the area between the Rockaway

Corridor and the Clinton Corridor. Major improvements to the electrification system on the Morristown Line and the Gladstone and Montclair Branches are underway by DOT to upgrade commuter service in the region, and electrified service may be extended to Netcong.

Only a limited amount of commuter bus service to Newark and New York City is available in the region. Most express bus service is between Morristown and New York City. However, intra-county service is available among communities in the western part of the corridor and Morristown, where connections can be made via rail or express bus for Newark and New York City.

Rail freight service also is available for the benefit of commerce.

Public Services

Public water systems and sanitary sewerage systems are available in existing settlements and, on a regional basis, in the developing areas.

Sensitive Areas

Development should be restricted on steeply sloped terrain. Attention should also be given to potential development impacts, particularly storm-water runoff, that could affect the Rockaway watershed. This watershed is a major water supply resource for Northeast New Jersey.

CLINTON CORRIDOR

Current Development Character

This corridor extends westward from the northeast metropolitan region along Interstate 78 to Clinton. The area includes older centers such as Somerville, Raritan and Clinton, but much of the land is either open or

developed at very low densities. Open developable land comprises approximately 77,000 acres of the total 118,285 acres in this region. Many communities are within easy reach of Northeast New Jersey and New York employment centers by improved highways and interstates.

Transportation

Interstate 78 and Routes 22 and 202 provide east-west access through the region. Interstate Route 287 and Route 202 link the area with locations to the north and west. Routes 206 and 31 provide north-south access through the region.

The region contains both bus and rail transportation facilities. ConRail provides diesel service on the former Main Line of the Central Railroad of New Jersey between Phillipsburg and Newark, where commuters can make connections via the Penn Central or PATH for travel to New York City. ConRail service on the Gladstone Branch of the former Erie Lackawanna Railroad also provides rail access to a small portion of the northeastern tip of the corridor.

Bus service consists of regular all-day service along U.S. 22 from Phillipsburg to New York City and additional express bus service from Raritan and Somerville to Newark and New York City.

Rail freight service also is available in the corridor for the movement of goods.

Public Services

Public water supply and sewerage service is available in existing developments.

Sensitive Areas

Development should be restricted on excessive slopes. Growth should be controlled around Six Mile Run, Spruce Run and Round Valley Reservoirs to avoid damage to these water storage areas.

CENTRAL CORRIDOR

Current Development Character

The Central Corridor has developed along the transportation lines linking New York City and Philadelphia. The two major cities, New Brunswick in the north and Trenton in the south, are surrounded by suburban development. Several older boroughs and scattered residential development characterize the central portions of this area. Farmlands are also scattered throughout the more open areas of the region. Of the 274,600 acres in this region, approximately 145,000 remain as open developable lands.

Transportation

The region has an extensive number of major highways including the New Jersey Turnpike, Garden State Parkway, Interstate Routes 95 and 295, and Routes 1, 9, 18 and 130. Almost all of these link New York and Philadelphia; others provide east-west access to and from New Brunswick and Trenton.

A high level of public transportation service is readily accessible in the corridor. Commuter and express rail service is available to New York City and Philadelphia by ConRail and AMTRAK on the former Penn Central Mainline. This service consists of approximately 75 weekday trains. Additional

commuter trains to Newark and Manhattan operate from South Amboy on the former Penn Central Perth Amboy and Woodbridge Branch. ConRail also provides limited commuter service to Newark from Philadelphia on the former Reading Railroad, and ConRail service on the former Central Railroad of New Jersey links the northwestern part of the corridor with Newark. At Newark, connections can be made via PATH for midtown and downtown Manhattan. Railroad freight service is also available.

Bus service consists of local service in the large cities and their adjacent areas and commuter and express bus service to New York City and Philadelphia from points within the region.

Public Services

Public water supply and sewerage service existing development concentrations; other areas are served by expanding regional authorities.

Sensitive Areas

Prime farmland and sensitive aquifer recharge areas are found throughout, but particularly in the southeastern portion. Development should be channeled, if possible, so as to conserve these part natural, part manmade assets. The wetlands in and adjacent to Pigeon Swamp should be conserved.

PARKWAY - ROUTE 9 CORRIDOR

Current Development Character

Most of the older development in this region consists of seashore resorts, such as Asbury Park, and nodes of growth along Route 9. The seasonal character of portions of the region has become less dominant, as housing

conversions and new construction have significantly increased the number of year-round residents. Many of these new residents reside in the retirement communities that have become a prevalent feature of this region. The northern portion of this region is within easy commuting distance of employment centers in the Northeast and Central Corridor regions of the State. The total land area of an estimated 278,100 acres includes 150,300 acres of open developable land.

Transportation

Major highways in the region include the Garden State Parkway, Interstate Route 195, Routes 9, 18, 35 and 36.

Public transportation by rail and bus is available in the corridor. Commuter rail service is limited to the northern coastal area, east of the Garden State Parkway. ConRail operates approximately 35 weekday trains over the former New York and Long Branch Railroad from Bay Head in northern Ocean County to South Amboy, where the trains utilize the former Penn Central tracks for access to Newark and New York City. Not all of the trains provide service directly to New York City. Several stop at Newark where connections can be made via PATH for travel to midtown or downtown Manhattan. The Department of Transportation is considering major improvements to the electrification system on the New York and Long Branch Railroad to upgrade commuter service. Electrified service currently exists to South Amboy on the former Penn Central line, and the DOT proposal would extend electrified service to Red Bank. Railroad freight facilities are also available.

Bus service consists of local service among communities along the Monmouth County coast and considerable commuter service from communities in the region north to Newark and New York City and south to Atlantic City.

Public Services

Public water supply and sewerage systems serve the older centers and nearby suburbs. Service expansions to outlying areas are provided by regional authorities.

Sensitive Areas

Aquifer recharge areas, coastal wetlands, sandy soil and vegetation characteristic of the Pine Barrens are important environmental factors in this region. Major portions of the area are subject to the provisions of the State Coastal Area Facility Review Act.

BURLINGTON CORRIDOR

Current Development Character

This region is comprised of a series of small centers -- Bordentown, Burlington, Beverly -- along the Delaware River, as well as others such as Mt. Holly in the rural fringe. As a result of the proximity to both Trenton and Camden, there has been extensive suburban development in many of the remaining areas of the region. However, an estimated 68,600 acres of open developable lands remain within this 110,400 acre region.

Transportation

North-south access through the Burlington region is facilitated by the New Jersey Turnpike, Interstate Route 295 and Route 130. Access between Pennsylvania areas to the northeast and New Jersey areas to the southwest is provided by Route 73. Public transit facilities are limited to commuter and express bus service to Camden and Philadelphia and to New York City. Rail freight service is also available.

Public Services

Public water supply and sewerage systems serve the older centers and suburbs. There is limited service in the outlying, rural areas.

Sensitive Areas

Development should be controlled in areas adjacent to prime agricultural areas and in the headwaters and aquifer recharge areas of the Pine Barrens.

CAMDEN REGION

Current Development Character

This region includes the urban core of Camden and adjacent inner suburbs, such as Pennsauken and Haddonfield, which are largely developed. The eastern portion is primarily suburban development. The Lindenwold High Speed Line, which provides access to center city Philadelphia, has been an impetus to development in the suburban portion of this Growth Area. Within the estimated land area of 190,200 acres, there are 85,200 acres regarded as suitable for development.

Transportation

The New Jersey Turnpike, Interstate 295 and Route 130 provide north-south access through the region. The Atlantic City Expressway and Routes 30, 38, 42, 70 and 73 facilitate movement among the urbanized portion, the suburban section and areas to the east of the region. Access to center city Philadelphia is provided by the Benjamin Franklin Bridge.

A high level of public transportation service is available in the region. Extensive rail service is provided by Port Authority Transit Corporation (PATCO) on the Lindenwold High Speed Line which links the region with Philadelphia. On weekdays, the headway on trains traveling from Lindenwold to Philadelphia ranges from five to ten minutes during most of the day.

A comprehensive system of commuter bus service provides extensive local service in the city of Camden and links most major points in Burlington, Camden and Gloucester Counties with Camden and Philadelphia. This service also includes extensive feeder service to the PATCO stations. Bus service is also available from Philadelphia and Camden to New York City, Trenton, Atlantic City, Wildwood, Cape May, Bridgeton, Millville, Vineland and Salem City. The express service to New York City stops at a major park and ride facility at Exit 5 on the New Jersey Turnpike.

There are also rail freight and waterfront facilities.

Public Services

Public water supply and sewerage systems are available in the older developed areas. There are limited public services in the outlying areas.

Sensitive Areas

The headwaters and groundwater sources of existing and potential water supply resources should be protected, as well as characteristic elements of the Pine Barrens in outlying areas.

SOUTH JERSEY CORRIDOR

Current Development Character

This corridor includes a string of older settlements along the Delaware River with scattered suburban development in the west. Employment centers in the region are augmented by the area's proximity to Wilmington, Delaware and Chester and Philadelphia, Pennsylvania. Open developable lands comprise approximately 7,800 acres of the 17,450 in the Growth Area.

Transportation

Interstate 295, with connections to the New Jersey Turnpike, the Delaware Memorial Bridge and the Commodore Barry Bridge, provides good access between points in the region and major east coast markets. Access to waterfront transport is also possible along the Delaware River. Public transit is limited to inter-urban bus service.

Public Services

Public water supply and sewerage systems serve the older centers.

Sensitive Areas

Wetlands, primarily along the eastern edge of the corridor, are particularly vulnerable to development and should be protected.

ATLANTIC CITY REGION

Current Development Character

The dominant feature of this region is the extensively developed seaside resorts such as Atlantic City, Margate and Ventnor. In the interior portion, scattered suburban development has occurred. It is expected that recent changes allowing casino gambling in Atlantic City and offshore oil drilling will encourage growth in the suburban portions of this region. The 57,100 acre Growth Area in this region contains an estimated 34,250 acres of open developable land.

Transportation

The Atlantic City Expressway and Routes 30 and 322 link this region with the Camden metropolitan area. The Garden State Parkway provides north-south access to other shore areas, as well as the urbanized northeast.

Public transportation consists of rail and bus service. ConRail provides limited rail service on the former Pennsylvania-Reading Seashore Lines from Atlantic City to Lindenwold, where passengers can transfer to the Lindenwold High Speed Line for travel to Camden and Philadelphia. This service also extends to Ocean City and Cape May Point in Cape May County.

Passenger bus service consists of local service in Atlantic City and adjacent municipalities and express bus service to Philadelphia and New York City.

Public Services

There is public water supply and sewerage systems serving the presently developed areas.

Sensitive Areas

The extensive areas of coastal wetlands should be protected.

RURAL CENTERS

Other designated Growth Areas are proposed not because of their accessibility to metropolitan regions, but because of their function as service centers for designated Agricultural and Limited Growth Areas. Such centers were originally established as places where farmers could purchase supplies and sell their produce. They also became sites for some manufacturing activities, drawn to the area by specific natural resources which the area offered. Thus, the glass industry located in towns like Salem and Bridgeton because of the large deposits of silica sands nearby. The combination of water power and abundant forests provided some of the requirements for the wood products industry in Vineland and Millville. For comparable reasons, towns such as Phillipsburg and Flemington in the northern part of the State also developed as manufacturing, as well as commercial, centers.

These towns continue to serve as centers, although to varying degrees some of their residents commute to jobs well beyond the immediate area. All are served by at least one major highway. Freight rail service is also available in some locations, although such service may be reduced by proposed consolidations. As established settlements, these towns are served by public water supply and sewerage systems and often include within their jurisdiction regional hospitals and educational facilities, as well as specialized services for surrounding areas.

The Guide Plan recognizes the important function these centers play by including them as Growth Areas, within larger areas designated in Agricultural or Limited Growth categories. By encouraging future growth within these areas, pressures to develop in Agricultural or Limited Growth Areas may be relieved and future growth channeled into patterns which facilitate efficient use of public services and financial and energy resources.

TABLE

<u>Rural Center</u>	<u>Total Acreage</u>	<u>Acreage Suitable for Future Growth*</u>
Newton (Sussex County)	6,419	3,564
Hackettstown (Warren)	4,013	2,672
Washington (Warren)	4,128	2,567
Phillipsburg (Warren)	15,910	10,637
Flemington (Hunterdon)	8,838	7,005
Millville-Vineland (Cumberland)	30,080	20,938
Bridgeton (Cumberland)	12,128	7,497
Salem (Salem County)	1,600	378
Total	83,116	55,258

*Excluded are lands which are currently developed, publicly-owned lands, quasi-public lands (cemeteries, airports), wetlands, floodplains and lands of excessive slope.

In addition to vacant land which could be developed in these areas, there are opportunities for redevelopment. No effort was made to quantify such opportunities, but their inclusion would in many instances increase the amount of additional growth such areas could accommodate.

Summary

The amount of developable land within the designated Growth Areas is more than sufficient to accommodate the growth projected for the State during the remainder of the century. This will allow densities to vary considerably within the Growth Areas depending upon environmental conditions, the characteristics of existing development, and the many other factors which

determine development patterns. With one exception, the developable lands in each county are extensive enough to allow projected populations to be accommodated at overall density levels lower than those in the existing developed areas of each county. (Appendix B)

However, most development within these areas should be encouraged to occur at densities which will support economical and efficient extensions or installations of publicly funded infrastructure. In many instances this policy would suggest that future growth occur within or adjacent to existing areas of residential and employment concentrations. In some cases the creation of new growth nodes may be appropriate within these regions.

Very low density development is also seen as appropriate within Growth Areas where environmental conditions, and the absence of existing development and essential support facilities or services suggest this as the most appropriate form of development. Such growth, however, should be at densities which will allow the open space character of the area to be retained and which will not place additional burdens on public funding for supportive infrastructure.

It is also recognized that not all lands within the Growth Areas are appropriate for development. The presence of particularly attractive environmental features -- scenic vistas and woodlands -- suggest that it would be most desirable to preserve these areas in their natural state through active conservation efforts. Such locations are appropriate to assist in fulfilling needs for county and municipal parkland. Other types of environmental conditions -- steep slopes, wetlands and floodplains -- make such areas far less suitable for development than many others. Such conditions suggest preser-

vation in a natural state, if possible, or the continuation or establishment of controls on the type, size and location of development to be permitted in critical environmental areas.

In addition to these environmental considerations, some areas within the Growth Areas contain prime agricultural soils which are supporting productive agricultural activities. In many instances, these areas are comparatively small and subject to intense development pressures. However, the preservation of such agricultural areas is regarded as desirable and should be encouraged.

Precisely which areas will be developed and at what densities and where development will be constrained or prohibited are critical questions which all levels of government, the general public and the private sector must play a role in answering. Much work has been done already. State functional planning activities -- transportation improvements, capital improvements planning, coastal zone management -- provide state level input on major funding or regulatory activities which will impact these regions. In many cases, ongoing regional and county planning activities provide general overviews of proposed growth and conservation areas within their regions. Municipalities, working at a smaller scale and with more precision, establish the specific standards which recognize both regional considerations and local goals.

Much more work needs to be done to define State policy, to coordinate plans and to establish state investment priorities within the Growth Areas. The delineation of Growth Areas is a first step which suggests establishing a policy of confining state funded growth-inducing investments to these regions. If agreement can be reached on this basic premise, future efforts can focus on further definition of this investment policy in coordination with other state agencies and in cooperation with other levels of government.

For the present, this broad-brush delineation of areas with abundant quantities of developable lands recognizes the variety of interests which shape the character of land use in the State. It acknowledges the important role of local planning and controls in shaping the precise character and pattern of land use and the significant role of market forces as they interact with the policies and controls of all levels of government. Accordingly, the size of the Growth Areas leaves room for local flexibility, for a dynamic market and for conservation, as well as development.

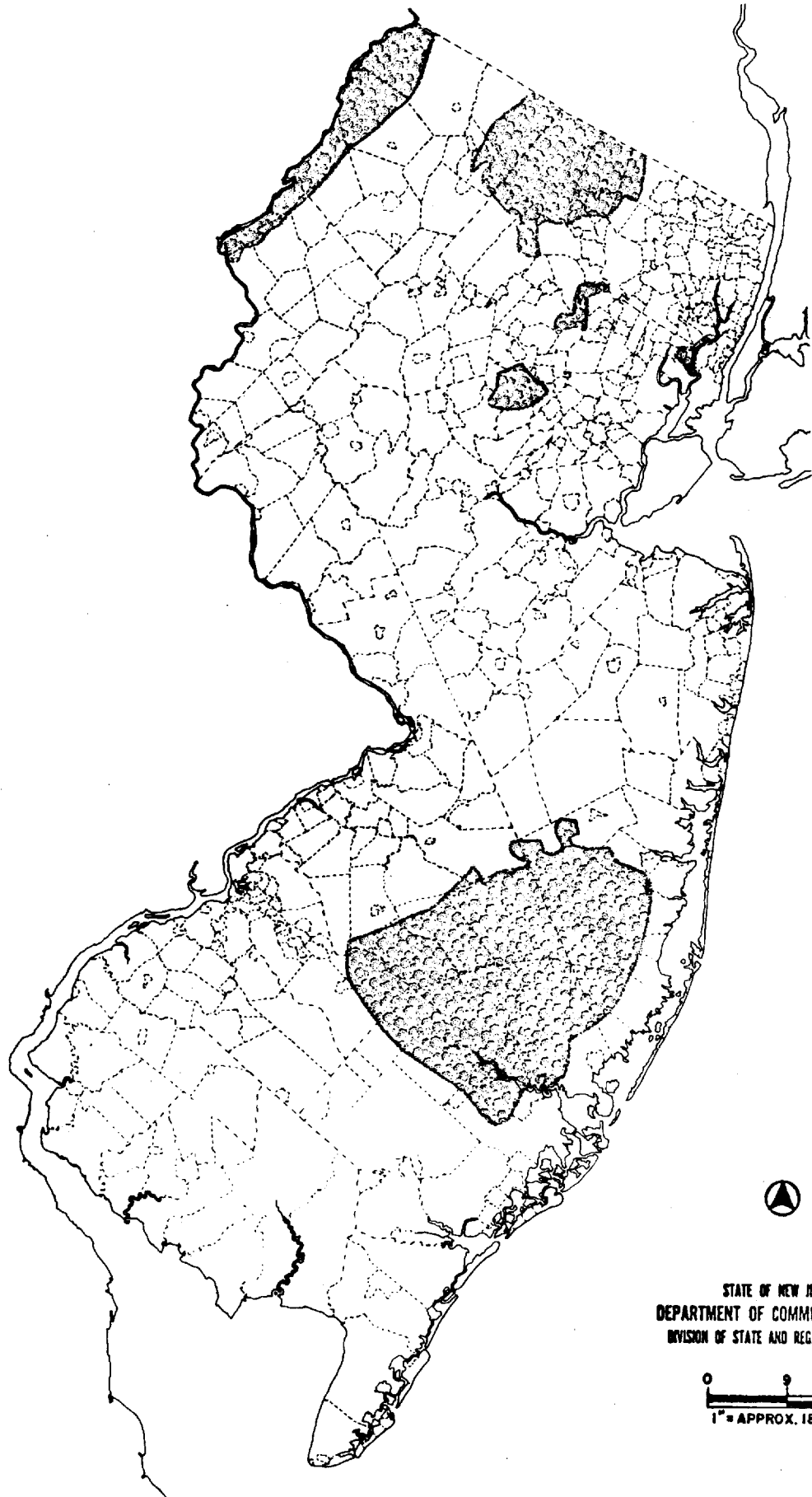
Open Space Areas

As the State's population expands, additional efforts to protect unique natural areas will be required. Accordingly, 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 (Map XII). Each of these areas contains important natural resources and provide settings for recreational opportunities to support the needs of a growing population. While public agencies already own portions of each area, the plan recommends further expansion through ownership, management or some combination of investment and regulatory practice.

The Skylands is a rugged area which contains heavy forests and steep slopes. In addition to its recreation potential, the rivers, lakes and reservoirs in this area are the source of the water supply for major portions of the northeastern metropolitan area.

The Pinelands of South Jersey are a unique environmental system which is not duplicated anywhere in the United States. The woodlands and winding streams provide a setting for a variety of recreational pursuits while beneath the surface is a vast supply of potable water.

PUBLIC OPEN SPACE



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



The Delaware Water Gap area offers not only the scenic beauty of the river and surrounding bluffs, but also the adjacent hills covered with forests and dotted with lakes. The area is presently laced with state parks, wildlife preserves and a national recreation area. The Plan suggests the preservation of the entire area and supports continued federal acquisitions of land within and around the present public open space holdings.

These three areas can provide recreation experiences of a different nature than those which can be found in smaller state and county parks. Within these wilderness areas a variety of activities -- camping, canoeing, and hiking -- can be pursued while enjoying the scenic beauty and special qualities of lands relatively untouched by development.

There is also a great need for close-in open space and recreation areas for urban residents. Accordingly, the Plan supports the continued acquisition of land around the Great Swamp National Wildlife Refuge in Morris County and the development of parklands in the Hackensack Meadows. These areas should be part of a continuing open space acquisition program in the northeastern metropolitan region.

There are approximately 735,026 acres in the designated open space areas, including land which is already in public ownership. The following table shows the acreage in each of these five major areas:

	<u>Total Designated Area</u>	<u>Existing Public Holdings</u>	<u>Recommended For Conservation</u>
Delaware Water Gap	92,794	64,043	28,361
Pine Barrens	449,538	161,917	283,208
Skylands	160,620	72,290	80,086
Great Swamp	18,944	7,296	10,951
Hackensack	4,045	896	2,835
Great Piece and Troy Meadows	9,085	411	8,479
Total	735,026	306,853	413,920

Focusing on such areas, however, should not occur at the expense of other public efforts to acquire smaller open space areas throughout the State. Although state, county and local parks are not shown on the Concept Map, the Plan recognizes the need for recreational facilities throughout the State and supports such efforts within the scope of county and local plans, as well as the State's own Green Acres program.

The need to protect floodplains, wetlands, steep slopes and other environmentally critical areas from development is also recognized. The Open Space recommendations shown on the Concept Map, therefore, should be viewed as only one part of a broader program of natural resource and recreation land preservation involving local, county and federal agencies, as well as the State.

Agricultural Areas

Farming activities are carried out in many places throughout the State, but the bulk of agricultural activities is concentrated in semi-rural areas with good soils and gentle topography. In these areas where a considerable degree of suburbanization has occurred, farming activities have declined as a result of the economic and environmental incompatibilities that have

arisen. Agricultural activities require large blocks of contiguous land, free of suburban development, where mechanized equipment can be used and where fertilizers and insecticides can be safely applied. They also require support services -- material and equipment suppliers and marketing facilities -- which need a sizable market of agricultural activity to remain in business.

Recognizing these needs for land comparatively free of development and areas of sufficient size to retain service facilities, several areas have been designated as appropriate for predominantly agricultural uses (Map XIII). Several of these are in the northwestern section, one is located in the central portion of the State, and still other areas are found in the southern portion. Currently, much of the farming activity within the State is located in these regions, development is relatively sparse, and the areas lack extensive water and sewer systems or other public facilities. These areas also contain the most favorable soils -- Classes I, II and III -- for productive agriculture.

The Plan is generally supportive of the Blueprint Commission on Agriculture's recommendation to maintain one million farmland acres in the State. The total land area of the designated Agricultural Areas exceeds one million acres, of which more than 837,000 acres are not yet developed nor are in other respects incompatible with agricultural uses. Additional farmlands are found in other areas of the State as well.

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DIVISION OF STATE AND REGIONAL PLANNING

Richard A. Ginman, *Director*

BUREAU OF STATEWIDE PLANNING

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Kenneth J. Butko

Bill Sage

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Mary Winder

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Valerie Coleman

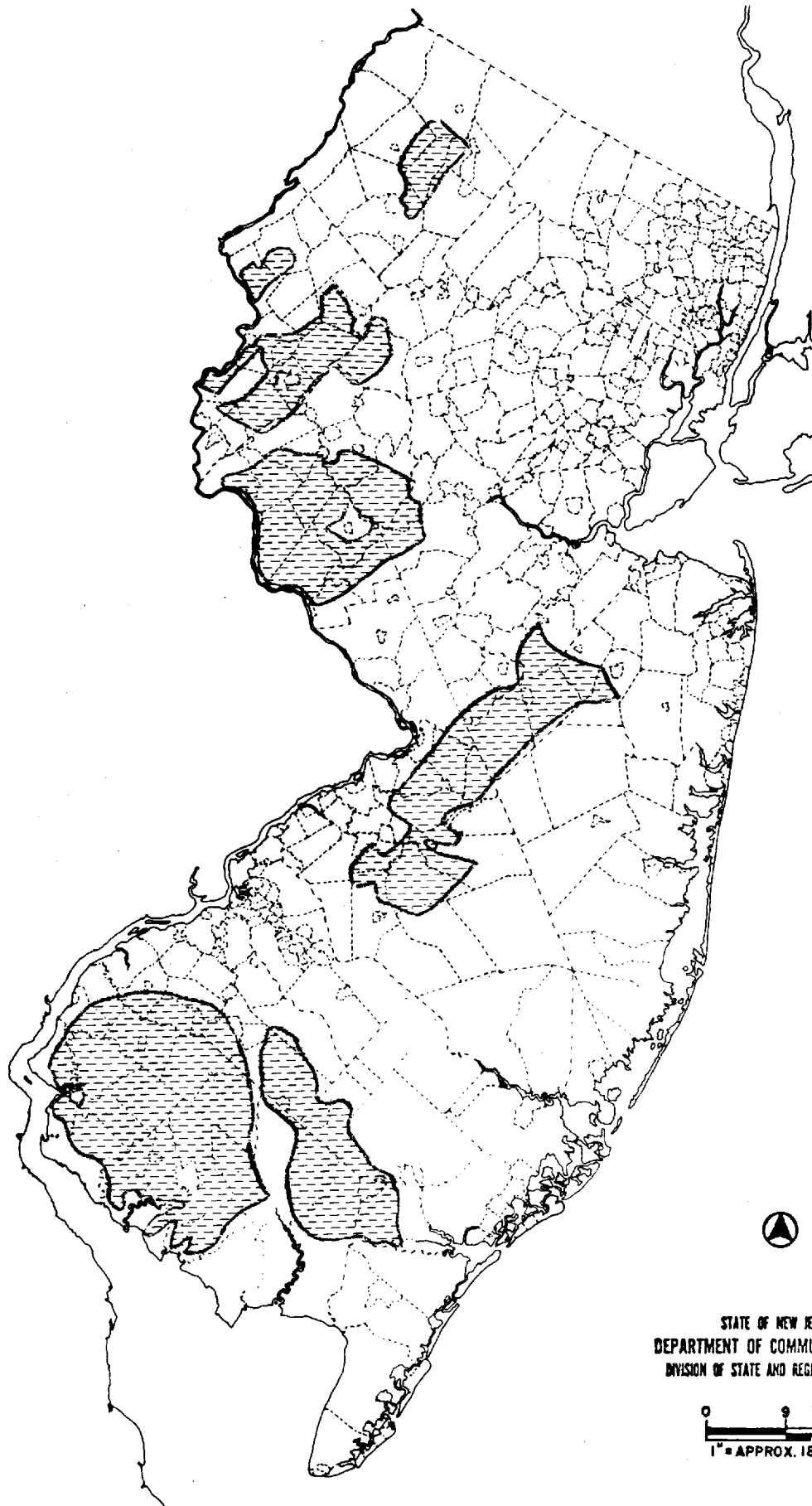
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Thomas Hall

Arnold Landy

Carol Remer

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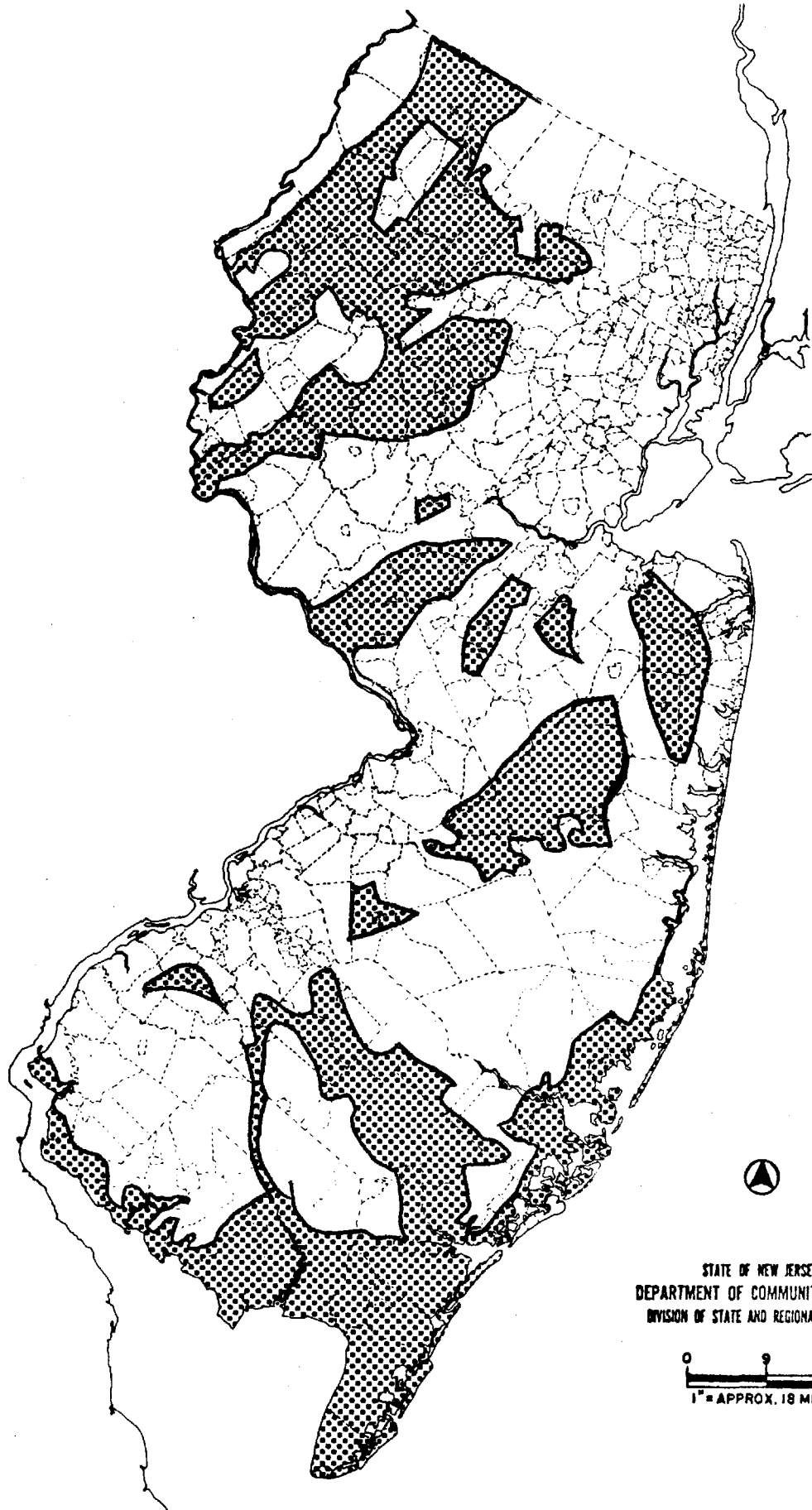
Limited Growth

Not all of the State is assigned to one of the preceding categories. 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 (Map XIV).

Except for the older centers in these areas, most of the development has occurred at very low densities. To some extent, development has been curbed by natural features such as steep slopes which interfere with easy access and increase construction costs. Mostly, these areas have only scattered, low density development because other portions of the State are more accessible to markets and population centers.

Considerable public investment in services and facilities would be required to accommodate growth in more intensive settlement patterns. Accordingly, these 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. By focusing growth generating efforts within the Development Areas, the needs of future generations -- for more development, for sites for energy generation facilities and for open space -- are recognized. Areas which do not now appear necessary to accommodate projected population increases may become critically important resources to be used by the New Jerseyans of the 21st century.

LIMITED GROWTH AREAS



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



SUMMARY

The Concept Map portrays the regions into which growth should be channeled, other areas which should be conserved for natural resource or agricultural uses, and spaces which should remain as a reserve for growth after the end of the century.

Such a plan envisions New Jersey as being composed of areas of sufficient size and contrast to have visually recognizable and functionally significant characteristics. At present, this quality exists to a considerable extent within the State, but continuing unguided growth will progressively blur the distinctions between urban-suburban and low density-open space areas. It will result in continuing incursions into vital, irreplaceable natural resource areas and jeopardize the possibility of retaining agriculture as an economically viable in the State.

CHAPTER V

IMPLEMENTATION STRATEGIES

It is one thing to present and describe such recommendations, but to realize them poses a great challenge. However, through program activities and legislative authority, state government can influence where and how well people live. Major facilities -- highways and public transit systems, water supply and sewer installations and open space acquisitions -- have a significant impact on the direction of growth within the State. Almost all municipalities, counties and regional entities utilize outside funding, requiring state and often federal approval and monies for major installations of this type.

Legislative authority both in the areas of taxation and land use control also has an impact on growth directions. Tax policy in the State, principally with respect to the strong reliance on local property taxes, has a significant impact on the varying abilities of municipalities to deal with current problems and an influence on planning decisions for the future. Legislative controls, particularly the recent environmental protection laws, also play an important part in shaping decisions regarding planning and development.

The need for an overall development policy has increased, as mounting problems in land use and resource management have brought new legislative and program responses. The State Development Guide Plan would lend these

efforts a sense of perspective both as regards desirable directions for growth and conservation activities and the importance of balance and coordination among the program activities of various agencies.

Utilizing the Guide Plan

One aspect of this coordination is the use of the State Development Guide Plan to guide state capital improvement projects. Many of the facilities funded by the State -- hospitals, colleges, institutions and other facilities -- have an impact on development. Long range planning of capital improvements, in agreement with an overall State development policy, would be one means of influencing growth patterns in the State. Additionally, ongoing programs could be adjusted to reflect, if they currently do not, the goal of economic expansion within the urban centers and growth areas.

The State Development Guide Plan would also provide a basis for the coordination of the planning and program activities of state agencies. The work of the Departments of Community Affairs, Environmental Protection, Labor and Industry and Transportation, as well as other departments, has a significant impact on the direction of state growth. An overall state development policy would assist in insuring consistency in the planning and program activities of these agencies. It should minimize program conflicts such as building new highways through prime agricultural areas or assisting public facility construction in outlying areas while inner-city systems decay. Instead, program activities could be directed toward encouraging growth to occur in specific areas so as to maximize the use of existing infrastructure and to minimize the investments needed in related new or expanded facilities.

State policy could also be used to evaluate and encourage compatibility between regional and county plans and statewide objectives. Planning activities on a regional basis are conducted by a wide variety of agencies. The Tri-State Regional Planning Commission and the Delaware Valley Regional Planning Commission carry out extensive land use planning activities, as well as regional review functions for facilities using federal funds. In addition to traditional county planning, a number of regions, often synonymous with counties, are involved in water resource and water quality planning that will affect future land use patterns. The enforcement of regional standards for air quality may also affect land use. A reasonable consistency and agreement concerning the development or conservation of various areas would enhance the possibilities for all agencies to implement their plans.

The Guide Plan may also be used to evaluate the thrust of municipal master plans relative to statewide growth and conservation policies. However, the Plan cannot be used to evaluate specific development proposals. These must be evaluated in terms of local ordinances and planning objectives and, where appropriate, within the context of state and federal laws and regulations.

The Plan may also be used in state review and comment activities with respect to program applications for federal funds. Projects subject to "A-95 Review" are also considered at the regional level by designated regional and county agencies. Many of the projects funded by these programs influence growth patterns. Accordingly, the State Development Guide Plan would provide a consistent policy against which individual applications could be measured so as to insure that decisions are made in a coordinated manner. In turn, this would further statewide development and conservation objectives.

An agreed upon state policy regarding conservation and development would also tend to highlight areas in which new legislation is needed to accomplish these policies. In recent years, several legislative acts -- the Wetlands Act, the Floodplains Act, the Coastal Area Facility Review Act -- have strengthened conservation efforts considerably. More remains to be done both to protect critical areas of the State and to encourage well-planned development and economic expansion in appropriate areas.

An established state development policy should also benefit the private sector by removing some of the uncertainty which affects individual and corporate investment decisions. By knowing where development is to be encouraged as a matter of state policy, the private investor can tailor his own plans accordingly. He can, of course, choose to invest in areas outside those designated for development, but in so doing, he increases the possibility that related State assistance will be difficult to obtain. By showing the investor where development is welcomed, the Plan may guide the location of privately-sponsored development and thereby further reinforce the realization of the State's development goals.

By means of these program activities and legislative actions, state government can do much to guide future growth and conservation efforts in ways which will provide optimum benefits to the people of the State. However, to choose knowledgeably among alternatives, a development policy is needed, in addition to the Concept Map, which identifies the kinds of efforts that are needed in the development and conservation areas and the balance that must be attained in the activities related to each of the areas.

The Development Policy

The overall strategy of the development policy is to attain a new balance in the extent of governmental efforts directed to urban, suburban and open space areas so that the proposed patterns of conservation and development can be realized. A new balance must be achieved in the amount of investments and programs which are directed to each of these areas, if we are to modify the trends of the past. In the Fifties and Sixties abundant funding of highways, water supply and sewerage expansions and other facilities tended to encourage further natural growth trends favoring suburban expansion. This emphasis on suburbanization, which has led in many cases to widely scattered development, has made it increasingly difficult for our agricultural areas to remain relatively free of incompatible development.

In future, public investment decisions should be weighed in terms of their impact on the direction of growth and our ability to achieve the long range goals of the Plan. Efforts to improve the cities will never be effective if viewed in isolation. Such efforts must be coordinated with state support of open space and agricultural preservation activities and reasonable limits on suburban expansion.

The interrelationships among our declining urban areas and our suburbs also necessitate that investments be geared toward enhancing the totality of our metropolitan areas. Problems with the availability of mass transit affect suburban commuters, as well as city residents. Difficulties in finding a variety of sound, affordable housing in all areas restrict the opportunities of many people to live in appropriate housing in locations they will find

amenable and convenient. Similarly, social welfare -- the adequacy of educational systems, job opportunities, personal safety, the availability of medical care -- affect the quality of life for all New Jerseyans.

Urban areas require relatively large amounts of public investments of all kinds. The declining value of the aging housing stock and obsolete and often vacant commercial and industrial zones severely limit the fiscal capacity of the cities to cope with their mounting problems. As a result of these physical conditions and accompanying social problems, substantial amounts of assistance must be directed to urban areas, so that they can have the resources to deal effectively with a multiplicity of problems.

In suburban areas, where private interests are more readily able to cope with problems in development, lesser amounts of assistance are needed. However, incremental new growth does have regional impacts beyond the capabilities of individual developments to absorb, and monies are needed to assist municipalities with these expenses.

Natural resource and agricultural areas may require increased amounts of public investment in land and development rights acquisitions, if we are to preserve these areas from the development pressures which increasingly threaten to degrade or destroy our open spaces. However, conservation efforts also benefit from the economy of withholding growth-inducing facilities -- roadways and sewers -- in these areas.

Thus, the overall development strategy is for public investments geared to the needs of the people of each area for support and to the development and conservation objectives of the Guide Plan. Implementing this strategy would require modification in current activities to attain a more equitable

and desirable balance among activities directed toward urban revitalization, suburban expansion and open space conservation.

Within each of these areas, different techniques are required to realize the goals of the Guide Plan. Methods which are appropriate for urban area revitalization -- downtown redevelopment and neighborhood preservation -- are neither needed nor suitable for most places within the Growth Areas. 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 measures, which focus on preserving open space, require quite different techniques -- acquisition and regulatory protection -- from urban and suburban areas. The following sections discuss in more detail the types of techniques which are appropriate to each of these areas.

Urban Strategy

The problems of our cities have long been recognized, and many efforts have been made at all governmental levels to assist urban areas in dealing with these difficulties. Expansions in tax bases have not kept pace with the increasing numbers of lower income residents. As a result, the tax burden in many urban areas is high, placing greater stresses on the population and lowering the incentive of property owners and business enterprises to make investments in these areas. Substantial assistance from other governmental levels has been required to meet the needs of many residents for adequate housing, sufficient food, necessary medical and social services and sound educational opportunities.

Public Welfare

The needs of persons below the poverty level places great stress on urban areas. There are several major welfare programs designed to provide assistance to the needy. These include the Aid to Dependent Children, General Assistance, Supplemental Security Income, Aid to Families of the Working Poor, Medicaid and the Food Stamp program. There are also many social service programs -- such as health clinics, day care facilities, foster care and others -- which seek to meet special needs. These programs are funded from a variety of sources, including federal and state governments, as well as county and municipal government revenue derived from property taxes.

Many of the funds expended in these programs are distributed in urban areas. The highest welfare expenditures are made in the Aid to Dependent Children program, where \$442,725,038 was distributed in Fiscal Year 1976. \$253,607,763, or 57%, of the statewide amount was distributed in Essex, Hudson, Camden and Passaic Counties. Medicaid has the second highest expenditure levels of the major assistance programs. In Fiscal 1976, \$357,420,638 was distributed in medical assistance payments. Of this amount, \$179,481,232, or 50% went to residents of the same four counties. These counties contain 14 urban aid municipalities, including the three largest cities in New Jersey.

State Aid to Education

The passage of the Public School Education Act of 1975 represented recognition of the need for the State to assume a greater percentage of local education costs and to redistribute revenues to ease property tax burdens in areas with below average valuations per pupil. In 1976-77, the first school

year the act was implemented, state support for local schools rose from 30% to 38%. During the 1976-77 school year, the 28 urban aid municipalities received \$335,246,450, or 39% of the \$860,270,424 expended on state aid to education. In five of the six largest cities, state aid to education was projected to range between 72% and 89% of the anticipated current expense budgets for 1976-77.

These major programs -- public welfare and state aid to education -- are geared primarily to supporting the needs of individual urban residents and easing the tax burden on local property owners. Because social and economic conditions in the cities have declined so severely, these programs require major expenditures of governmental revenue.

Revitalization Strategies

A host of other programs, both federal and state, provide assistance to urban governments and residents to enable them to improve physical conditions, employment opportunities and services. Some of these programs such as Community Development Block Grants and general revenue sharing are available statewide. Others such as the neighborhood preservation program and the urban aid program focus on older urban areas. Many of these programs, but by no means all, are discussed in the following pages.

Federal Government Contributions

The federal government has traditionally had a major role in large scale commitments of monetary and technical assistance for urban areas. Federal programs cover a wide variety of activities and are implemented through several different types of agencies.

The Community Development Block Grant Program

The Community Development Block Grant Program (CDBG) provides funds which may be used for many varied activities, including: the acquisition of real property which is blighted or deteriorating and is appropriate for rehabilitation and the improvement, construction or acquisition of neighborhood facilities, senior citizen centers, historic properties, utilities, pedestrian malls and walkways, parks, playgrounds and recreation facilities. By providing funds for these activities, the CDBG program makes it possible for municipalities not only to acquire sites for low and moderate income housing, but also to finance the infrastructure and accessory facilities needed to serve this new housing. During the 1976 fiscal year, the CDBG program provided more than \$63 million in federal money to the State's urban aid municipalities. This amount represented approximately 66% of the total CDBG money provided by the federal government throughout the State.

General Revenue Sharing

The General Revenue Sharing Program provides funds to state and local governments which may be used either for operating and maintenance or capital expenditures. States may use their funds without categorical restriction, but the use of revenue sharing funds by local units of government for operating and maintenance expenditures must be in one or more of eight "priority" categories which include: public safety; environmental protection; public transportation; health; recreation; libraries; social services for the poor and aged; and financial administration. During the 1976 fiscal year, New Jersey's municipalities received \$66,318,254 through General Revenue Sharing, with \$34,233,460, or more than 50% of this money, going to the State's urban aid municipalities.

Housing Assistance Payments Program

Federal funds for housing assistance are provided through the Housing Assistance Payments Program, commonly known as the "Section 8" program. The "Section 8" program is designed to provide low income families with decent rental housing by paying the housing owners the difference between the fair market rent for a unit and 25% to 15% of the tenant's income. Families whose incomes do not exceed 80% of the median income for an area are eligible for assistance. A majority (70 to 75%) of the money available through the "Section 8" program is allocated to urban areas.

Federal Urban Reinvestment Task Force

The Federal Urban Reinvestment Task Force creates Neighborhood Housing Service programs (NHS) in neighborhoods throughout the country. NHS programs, which are designed to rehabilitate and stabilize declining neighborhoods, contain two basic elements. First, they encourage the city to begin a program of sensitive housing code enforcement in the neighborhood involved. Second, they provide financing for homeowners who do not meet commercial credit standards so that code violations can be corrected. Generally, a federal grant and a local contribution are combined to form a high risk revolving loan fund which is used to finance needed repairs.

The key factor in a successful NHS program is cooperation among and a total commitment from the residents, the city and the lenders. The residents must have a desire to improve their homes and neighborhoods; the city must be willing to use sensitive code enforcement and to improve services in the neighborhood; and the local savings associations must be willing to make all the standard loans the neighborhood requires.

NHS programs are currently operating in 29 cities throughout the country. In New Jersey, there is an NHS program in Plainfield which is financed by a combined grant and loan of \$115,000 from the Department of Community Affairs. Also, the Urban Reinvestment Task Force is helping to set up NHS programs in two neighborhoods in Newark and is working with the county planning staff in Union County in assisting some of the smaller municipalities there to set up NHS programs.

Federal Economic Development Authority

The federal government also provides economic assistance to urban areas through the Federal Economic Development Administration (EDA). Its basic goal is to create permanent jobs in areas of high unemployment.

Several types of assistance are provided by EDA, including: grants and loans for public works and development facilities which will enable and encourage private enterprise to expand and establish job-generating activities; business development assistance in the form of loans to finance the cost of fixed assets and to provide working capital; technical assistance; economic adjustment assistance, designed to aid areas where unemployment is high due to structural changes in the economy; and special economic planning grants.

During the 1976 fiscal year, EDA provided \$41,193,852 in public grants to the State's urban aid municipalities. These grants were 31.5% of state-wide appropriations in 1976.

Subsequent public works grants will place greater emphasis on the needs of major cities and urbanized areas. The planning targets for summer 1977 appropriations indicate that approximately \$22,327,000, or 57.4%, of grants given within the State will go to urban aid municipalities.

State Aid Programs

A number of State programs have also been established which are used to aid urban municipalities in a variety of ways. These are addressed both to the key issues of providing decent housing and adequate opportunities and to improvements in urban facilities.

Urban Aid Program

New Jersey's Urban Aid Program is designed to provide financial aid to the State's 28 urban aid municipalities to enable them to maintain and upgrade municipal services. These funds can be used for a variety of services, including: police and fire protection; public works; recreation and health facilities; ambulance corps; and street lighting. In the 1976 fiscal year, approximately \$36,700,000 was distributed to the State's urban aid municipalities through this program. In addition to this financial assistance, designation as an Urban Aid Municipality often gives such cities priority for other types of funding.

Safe and Clean Neighborhoods Program

The Safe and Clean Neighborhoods Program, which is administered by the Department of Community Affairs, provides walking police patrolmen for neighborhoods in the State's 28 urban aid municipalities and funds for the demolition of abandoned structures, street cleaning and street and park improvements. During the 1976 fiscal year, nearly \$12 million in grants was awarded to the State's urban aid municipalities through this program.

The New Jersey Housing Finance Agency

Construction and mortgage financing for low and moderate income housing projects are provided by the New Jersey Housing Finance Agency (HFA). Money is made available for low interest construction and mortgage loans through the sale of tax-exempt notes and bonds to private investors. While HFA is concerned primarily with providing decent housing for the State's low and moderate income residents, wherever and whenever possible, an HFA project is tied into a neighborhood redevelopment effort or a city effort to stabilize a neighborhood.

In its ten year existence, HFA has permanently financed 60 projects containing 12,028 units. Almost half of these projects are located in the State's largest cities: Newark, Paterson, Jersey City, Elizabeth, Trenton and Camden.

The New Jersey Mortgage Finance Agency

Additional funds in the State for mortgage loans to purchasers of one-to-four family homes are provided by the New Jersey Mortgage Finance Agency (MFA). This agency issues revenue bonds and then uses the proceeds from these bonds to make loans to mortgage lending institutions at a low interest rate.

MFA recently initiated a Neighborhood Loan Program through the sale of \$100 million in tax-free bonds to New Jersey's financial institutions. The proceeds from the bond sale are being used to provide mortgage loans in urban neighborhoods where possible "redlining" practices have reduced mortgage lending levels. This program has been limited initially to specified neighborhoods in the State's urban aid municipalities.

The second part of the Neighborhood Loan Program will be the Home Improvement Loan Phase. This phase, which will be financed by a separate bond sale, is designed to encourage the renovation, repair and improvement of one-to-four unit homes. It will be available on a citywide basis to low and moderate income homeowners in all of the urban aid municipalities and ultimately statewide with no geographic limitations.

It is hoped that the Neighborhood Loan Program will have a multiplier effect, by encouraging tenants in a neighborhood to become homeowners, encouraging homeowners to make improvements and finally encouraging the municipality to improve municipal services in the neighborhood.

Demonstration Neighborhood Preservation Program

In addition to its housing programs, the State operates several programs which focus on the overall improvement of urban neighborhoods. New Jersey's Demonstration Neighborhood Preservation Program (DNPP), which was initiated during the 1975 fiscal year with a grant of \$2 million, is currently operating in neighborhoods located in the following municipalities: Atlantic City, Burlington, Camden, East Orange, Hackensack, Hoboken, Irvington, Jersey City, Newark, New Brunswick, Phillipsburg and Trenton. An amount of \$2,650,000 has already been provided to these municipalities through DNPP, and an additional \$1,150,000 appropriation has been proposed.

Efforts are underway to expand the current pilot program to a statewide Neighborhood Conservation and Rehabilitation Program (NCRP). The New Jersey Department of Community Affairs' Division of Housing and Urban Renewal would administer the program, making annual grants and loans to municipalities over a three to four year period. In addition, the Division would set standards for the selection of neighborhoods, approve programs developed by the municipalities and monitor and evaluate the progress being made toward program objectives.

New Jersey Economic Development Authority

Economic assistance is provided by the State through the Economic Development Authority (NJEDA). The overall objective of the NJEDA is to maintain and expand job opportunities in New Jersey. Through the sale of tax-exempt bonds, the Authority is able to provide long-term low interest loans to private companies, thereby encouraging the construction and operation of industrial and commercial facilities in the State.

Although NJEDA provides financing for projects throughout the State, one of its major concerns is the financing of industrial and commercial projects in the State's urban aid municipalities. In response to its commitment to urban areas, NJEDA established an Urban Economic Development Task Force in 1975, which set forth the following specific objectives:

- (1) Plan and develop urban industrial parks;
- (2) Recycle older and abandoned industrial facilities;
- (3) Provide low-interest financing and credit guarantees to urban employers.

In accordance with the first of these objectives, NJEDA is identifying feasible industrial park sites in Newark, Elizabeth, Jersey City, Bayonne, Hoboken, Paterson, Passaic, Trenton and Camden.

NJEDA has also begun work toward meeting its remaining objectives for the State's urban areas. Preliminary studies have indicated that many older facilities have significant potential for re-use, and several specific projects are being prepared for approval. In addition, low-interest financing has been provided within the State's urban aid municipalities. For example, during 1976, NJEDA provided low-interest assistance for 24 industrial and commercial projects in urban aid municipalities. This assistance will result in nearly \$34,000,000 in total capital investment in these areas and will create about 2,300 new job opportunities.

Urban Loan Authority

Located in the Department of Community Affairs, the New Jersey Urban Loan Authority provides financial and technical assistance to small businesses in the State's economically depressed areas, i.e., areas where conventional business loans are unavailable.

The Authority's technical assistance is designed to strengthen the management capabilities of the small businessman by providing him with financial, marketing, management and sales expertise. Financial assistance is provided through the Business Incentive Loan Act of 1969. Under this act, the Authority is able to provide low-interest loans of up to \$250,000

to a single borrower for up to ten years. During the 1976 fiscal year, \$980,000 in loans from the Authority to eight small businesses created or sustained jobs for 161 persons in economically depressed areas.

Summary

Due to the limitations on public resources, investments must be viewed in terms of their potential effectiveness in encouraging private revitalization activities. Government investments seek to stimulate private expenditures by providing the assurance that supportive efforts are going forward. If the combined efforts of the public and private sectors can begin to reverse the trends which weakened such areas in recent times, they must be considered successful.

Significant revitalization activities are now underway in Hoboken as a result of both public and private investment. In Hackensack, public and private investment in high-rise housing has been helpful in stabilizing the residential composition of the city. In other cities, individual projects are underway or have been completed which symbolize the potential in our cities for residential and commercial viability.

Urban strategies for the future should focus on maintaining and expanding current efforts that appear promising and on seeking new directions. The speed of change in urban areas and the great variety in their differing positions suggest that there is much work to be done in further identifying the cause of decline and developing sound, flexible strategies that will have a positive impact on urban conditions. The level of public investments in urban areas may well need to be increased, but much can also be done by directing our resources in the most effective ways and by insuring that State actions regarding conservation and growth are complementary.

Growth Areas Strategy

Problems have arisen in these areas with respect to the imbalance between employment opportunities and housing choice and the excessive costs -- economically, environmentally and in terms of energy supply -- of scattered, low density development. The housing choices available fifteen or twenty years ago, when land and construction costs were relatively low and modest houses on small lots were being built, are in short supply today. In many of the State's suburbs, local land use regulations require large lot, single family residential development while excluding more affordable housing.

The same ordinances do not discourage industrial and commercial development, however, and substantial numbers of employers have selected and continue to select suburban locations for their facilities. As a result, many workers in suburban firms cannot find housing near their jobs. Increasingly, the cities and older suburbs have become the only areas in the State where low and moderate income groups can afford to live while higher income groups and major employment opportunities move to the suburbs.

Commuter volumes have also increased, yet because of dispersed residential and employment patterns, public transit use has declined to the point where heavy public subsidization is required. Those who can afford to commute by private automobile do so in increasing numbers, despite congested highways and major increases in automobile operating costs. Those who cannot afford their own transportation find their mobility and employment opportunities reduced due to inadequate public transit systems and suburban housing policies.

Development along these lines must not continue. If it does New Jersey's dependence on increasingly expensive petroleum products will increase; public transit alternatives to the automobile will become even less feasible; the dichotomy between city and suburb will widen; demands for increased public investment will become even greater; and the pressure to develop agricultural and other open lands will intensify.

Accordingly, a guiding strategy for the Growth Areas should encourage the attainment of the following objectives:

- ...Improved housing opportunities for a variety of households and income groups.
- ...An improved balance between job locations and housing choices.
- ...Increased concentrations of development to reduce infrastructure costs and facilitate the use of mass transit.

Some movement toward these objectives will probably occur naturally as a result of changes in consumer demand and the cost of supplying housing, energy and public facilities. Changes in residential preferences, living costs and the nature of market pressures generally may provide some inducements to encourage variations in housing type and increases in residential densities. Rising energy costs -- for home heating and cooling and for transportation -- may encourage the integration of employment and residential patterns. The economies of scale which can be realized by serving more concentrated development patterns may provide additional inducements to make more efficient use of available land resources.

The ability of State government to encourage development further in the Growth Areas to occur in conformity with the objectives of concentrated growth providing for a balance of job and housing opportunities is limited. However, the State government does have an important role to play in achieving these objectives, and it has some powers which can be used for that purpose.

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. This would minimize the cost of infrastructure and would increase the possibility of more efficient commuting patterns.

Similarly, funding of transportation facilities -- both mass transit and roadway extensions and improvements -- should be considered in terms of their impact on growth. A concentration of transportation improvements within potentially higher density portions of the Growth Areas would provide an additional stimulus to development in these areas.

Another important influence is the New Jersey Supreme Court's decisions on land use cases. This mounting body of case law provides a series of opinions that increasingly define municipal responsibilities with respect to jobs and housing. It suggests the directions that should be followed in the future to remedy the imbalances between jobs and housing that have arisen from the development patterns of the past.

To lend specificity to these judicial opinions, the Division of State and Regional Planning is presently working on quantifying housing needs in the State. As a part of this work, a preliminary report enumerating low and moderate income housing goals by municipality has been completed and is presently being revised. These allocations were done in response to Governor Byrne's Executive Order 35. This order further provides that municipalities which accept this obligation will receive higher priority ratings for financial assistance than those which do not conform. Failure to conform may also affect the availability of federal assistance to the extent that adverse comments by state and regional agencies may have an impact on federal funding of local public works projects.

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.

Limited Growth Strategy

Corollary to the strategy to encourage development in the Growth Areas is the recommendation to keep public investments in Limited Growth Areas at the minimum level consistent with health, safety, general welfare and the expectation of moderate amounts of growth. 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 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.

Admittedly, existing State authority is not sufficient to prohibit large scale development in these areas. A municipality or a private developer with sufficient financial resources could promote significant growth without state assistance. As long as existing state laws and local land use controls are respected, such development could occur.

However, few private developers have such resources and even fewer would select a site where public investment priorities were relatively low over other sites where the prospects of public investments were significantly greater. Further, many of the areas in this category are now relatively undeveloped because natural features make development expensive, and the lack of major public investments makes it unattractive. As long as these factors continue to be influential, development can be limited to relatively low densities in accordance with local land use controls.

Providing only low levels of public investments in areas beyond the Growth Areas would assist efforts to improve conditions in the State's major cities and spur growth in the adjoining suburbs. The quantity of public monies is never adequate to meet the level of all perceived, let alone real, needs. The economic inefficiencies of providing facilities in primarily low density areas makes the utility of investments in these locations

questionable. Limiting investments in these areas would contribute to a pattern of development which makes greater use of existing public investments and more efficient use of limited energy.

Natural Resource Conservation

The goals of the State Development Guide Plan reflect the importance of the acquisition and preservation of certain types of open spaces. These goals reflect the value of conserving the natural resources of the State and providing recreation areas and parks for now and generations to come. Some critical natural resources -- watercourses, floodplains and wetlands -- are found throughout the State in both growth and conservation areas. Other natural resources -- the coastal area, the Skylands and the Pine Barrens -- are specific regions.

Strategies to protect these natural resource areas from environmental degradation and destruction involve the exercise of regulatory powers, fee simple purchase and the acquisition of conservation easements. In some situations natural resources can be sufficiently protected primarily by controlling the type and location of development. However, where any development is considered undesirable, adequate protective measures may require the acquisition of land or conservation easements. These techniques of regulatory control and acquisition can also be used in combination -- as in the coastal wetlands -- to achieve maximum protection within the constraints of existing development conditions and state financial limitations.

The growing public concern with critical natural areas has been shown in the passage of several legislative acts designed to regulate development. The Coastal Area Facility Review Act of 1973 authorized the State government to prepare a plan for coastal management and to regulate most proposed industrial uses and major commercial uses as well as residential developments of 25 units or more. The purpose is to guide growth so as to avoid adverse environmental impacts in the coastal zone. Presently, interim guidelines have been prepared which are of assistance in reviewing applications, and which form the basis of the management plan to be completed in September 1977.

Other legislation -- the Wetlands Act of 1970 and the Floodplains Act of 1972 -- also protect critical areas by providing for the State formulation of guidelines, mapping and regulation of proposed development in these areas.

The Water Quality Improvement Act of 1971 was designed to protect the quality of watercourses by prohibiting the discharge of harmful and hazardous substances into surface waters. The Act also provides State regulatory authority over new factory and manufacturing installations.

The principal of regulatory control could also be applied to conserve other key resources in the State: reservoir and aquifer areas, riverbanks, inland wetlands and forest areas. Recently the Department of Environmental Protection has established water quality standards for the Pine Barrens. These

regulations prohibit degradation of water quality and function indirectly as a means of controlling development in the region. In the case of the Skylands, legislation has been proposed that would establish a regional system of controls over land use. These powers would be used to guide development so as to avoid the loss of those amenities which now make the region unique.

For many years, the outright purchase of land has been a primary means of preserving open space. Fee simple purchase may be feasible and desirable in some instances, but it is beyond the present means of the State to use this technique extensively. A less costly alternative would be for the State to buy development rights to properties in private ownership, thus obtaining a conservation easement. This approach would involve paying an amount of money equal to the difference between the value of the land in its present use and the estimated value of the land if available for development. This technique would insure that the land remained undeveloped.

In addition to acquisition and regulatory control, the withholding of major public investments for growth inducing facilities would serve to deter development in natural resource regions. The Skylands, in particular, are presently undergoing severe development pressures as highways are extended into the area. Future public investments in roadways, water and sewer systems should not be so extensive as to constitute an additional impetus to growth.

While protecting the Skylands and the Pinelands from development by combinations of these techniques, activities should be directed to developing their recreational potential. This is particularly true in the Skylands area because of the close proximity of this region to the extensive suburban and urban development of northeastern New Jersey. The ridges, forests and streams of this region have great potential for recreational use, as well as continuing to serve as a major water supply source. In order to attain the most extensive multi-recreational use of the entire Skyland area, there must be cooperation between federal, state and municipal operations.

If we are to preserve the critical environmental areas of the State, these techniques of regulation and acquisition should be continued and expanded. The withholding of public investments within and near regions of special environmental and recreational value would also assist in deterring additional development. Conservation of natural resource areas is increasingly important to support the expanding population in the developing areas of the State.

Agriculture Area Preservation

The goals of the State Development Guide Plan also reflect the importance of preserving prime agricultural land in New Jersey, despite the fact that this land is frequently under considerable development pressure. Preservation of this farmland is of vital importance, not only for agricultural supply reasons, but also for the positive contributions this land makes to the environment. Farmlands provide refreshing visual contrasts to suburban and urban areas, contrasts which are especially desirable in a state as extensively urbanized as New Jersey.

Farmland located in or near suburbanizing areas is under great pressure for development because land values and tax rates rise with increasing development. The Farmland Assessment Act of 1964, which allows qualified properties to be assessed on the basis of their value as agricultural land, has moderated some of the tax pressure on farming by reducing tax costs. This program, however, is not effective in long term preservation of agricultural areas. Farm properties are frequently sold when development pressures have become intense, and the value of the land has risen significantly.

Farms are also sold because suburban encroachment often leads to "nuisance ordinances" curtailing the use of fertilizers and insecticides. Conditions needed to encourage investment in farm operations deteriorate, and once profitable farms become unable to mechanize.

State purchase of the development rights to farmlands would provide a way to retain these areas in agricultural uses. This technique, which is the same as that proposed for the preservation of critical natural resource regions, would provide the State with conservation easements on farmlands. By the use of these easements, the private sector and the public sector would be contributing to preserving farmland. These easements would run with the land, thus providing a permanent means of controlling development in agricultural areas. The properties, however, would remain in private ownership and would continue to be on the tax rolls. The New Jersey Department of Agriculture has recently begun a program in four municipalities in Burlington County to test the feasibility of this concept.

The Transfer of Development Rights (TDR) concept is another implementation strategy for areas under intense development pressure. This concept is similar to preservation easements, in that the right to develop the property is permanently relinquished. TDR, however, requires the creation of a mechanism for the exchange of development rights, and a zoning ordinance which allows owners of some properties to develop them at higher densities by purchasing the development rights of properties in agricultural and other areas considered less suitable for development. Implementation of this concept is presently in an experimental stage and is being tried in several municipalities in New Jersey. The potentials of TDR have yet to be explored on a regional basis.

There are also farmland areas in the State which are not under intense development pressure. Farms in Cumberland County and some parts of Sussex County are not in the immediate path of suburbanization. There are no major highways linking these lands to metropolitan areas, and there has been no major public investment in the form of sewer systems or construction of transportation arteries. The best strategy for preserving farmland in these areas would be to continue to refrain from major public investments.

Summary

The thrust of the development policy is the judicious use of public investments to realize the concepts of the State Development Guide Plan. The strategies which were discussed for each of the areas require a coordinated approach. Implementation of these methods in one area, while allowing others to continue on their present course, will be ineffectual. Open space and agricultural areas cannot be preserved if urban areas continue to decline and suburban areas to expand into the more peripheral regions. Public investment decisions should, therefore, respond not only to immediate local needs, but also be considered in the light of their effect on state development.

APPENDIX A

The information presented in the following tables was obtained from maps prepared by the Division which display, at a scale of 1 inch = 1 mile, the following: developed lands, public open space and institutions, potable watershed lands and natural features. These maps were prepared using topographic maps from the Bureau of Geology and drawing upon information from several sources.

Developed lands including airports, private golf courses and cemeteries were interpreted from 1972 aerial photographs at a scale of 1:24,000.

Federal, state and county public open space and institutions were classified as public lands. These data were transferred from Public Property record maps maintained by the Division to the topographic base maps. Acreage totals for the properties were taken from tabulations accompanying the record maps.

Lands owned by public and private water companies and operated as a source of, or protection for, potable water were classified as potable watersheds. These data were transferred from the Division's record maps to the topographic base maps. The acreage totals were taken from records maintained with the inventory maps.

Land identified on the topographic base maps as tidal marsh, fresh marsh and swamp was classified as wetlands. Slopes of 12% or greater were identified using the contour lines on the base maps.

Acreage totals for developed lands, wetlands, slopes and open developable lands were calculated by using Areagraph Charts and the Numonics Planimeter. Tabulations of land area by county contained in PT-1, "New Jersey County and Municipal Work Sheets," January, 1976 were used for the total land area tabulations.

REFERENCES:

- PT-1, "New Jersey County and Municipal Work Sheets,"
January, 1976.
- PT-3, "State-Owned Real Property In New Jersey,"
January, 1973.
- PT-4, "Federal-Owned Real Property In New Jersey,"
July, 1976.
- PT-5, "County-Owned Real Property In New Jersey,"
January, 1974.
- P-17, "Public and Private Potable Watershed Areas and
Municipalities Supplied In The State Of New Jersey,"
reprinted August, 1965.
- Maps, "Public Property Records," (Sheets 21-37).

STATE DEVELOPMENT GUIDE PLAN CATEGORIES
CURRENT LAND CLASSIFICATIONS
(in acres)

<u>SDGP Category</u>	<u>Total Land Area</u>	<u>Developed Lands</u>	<u>Public Lands</u>	<u>Potable Watershed</u>	<u>Wetlands</u>	<u>Slopes</u>	<u>Open Develop- able Land</u>
Growth Area	1,600,627	696,410	64,877	13,718	72,006	52,966	700,650
Limited Growth Area	1,451,916	89,555	267,186	8,185	195,553	151,817	739,620
Agricultural	1,009,699	42,834	25,175	233	44,927	59,379	837,151
Open Space	735,026	14,253	263,802	43,051	71,518	38,520	303,882
Total	4,797,268	843,052	621,040	65,187	384,004	302,682	2,581,303

GROWTH AREAS
CURRENT LAND CLASSIFICATIONS
(in acres)

<u>County</u>	<u>Total Land Area</u>	<u>Developed Lands</u>	<u>Public Lands</u>	<u>Potable Watershed</u>	<u>Wetlands</u>	<u>Slopes</u>	<u>Open Developable Land</u>
Atlantic	61,696	22,207	208	538	1,536	0	37,207
Bergen	135,699	106,768	7,502	3,221	6,408	2,330	9,470
Burlington	110,400	34,067	2,071	0	4,013	1,638	68,611
Camden	106,438	54,329	4,017	0	1,094	1,088	45,910
Cape May							
Cumberland	42,208	11,341	858	576	998	0	28,435
Essex	77,469	61,359	5,910	3,458	1,941	2,560	2,241
Gloucester	79,190	26,342	1,248	0	13,440	1,824	36,336
Hudson	27,661	20,161	2,214	0	4,128	448	710
Hunterdon	26,759	3,046	852	13	0	1,376	21,472
Mercer	105,086	26,347	8,306	107	1,022	593	68,711
Middlesex	163,808	67,911	5,782	2,201	11,181	5,248	71,485
Monmouth	152,138	68,352	6,703	0	5,868	1,658	69,557
Morris	116,769	36,402	4,285	2,230	4,116	12,429	57,307
Ocean	126,016	33,113	1,357	0	10,598	192	80,756
Passaic	48,280	29,477	3,362	608	704	8,375	5,754
Salem	19,072	5,830	2,400	0	2,662	0	8,180
Somerset	106,598	28,295	2,710	427	307	7,007	67,852
Sussex	6,418	928	0	0	307	1,619	3,564
Union	65,875	55,373	4,858	339	1,683	1,996	1,626
Warren	23,047	4,762	234	0	0	2,585	15,466
State	1,600,627	696,410	64,877	13,718	72,006	52,966	700,650

OPEN SPACE
CURRENT LAND CLASSIFICATIONS
(in acres)

<u>County</u>	<u>Total Land Area</u>	<u>Developed Lands</u>	<u>Public Lands</u>	<u>Potable Watershed</u>	<u>Wetlands</u>	<u>Slopes</u>	<u>Open Developable Land</u>
Atlantic	63,680	576	11,963	0	8,474	0	42,667
Bergen	14,349	295	3,527	0	1,869	5,465	3,193
Burlington	243,584	2,093	106,421	0	38,720	0	96,350
Camden	21,440	320	14,288	0	1,120	0	5,712
Cape May							
Cumberland							
Essex	4,093	80	38	0	3,892	83	0
Gloucester							
Hudson	2,048	269	704	0	1,037	38	0
Hunterdon							
Mercer				8			
Middlesex							
Monmouth							
Morris	36,224	844	7,618	8,005	5,207	2,860	11,690
Ocean	120,834	1,424	29,245	0	8,018	0	82,147
Passaic	74,606	6,221	15,590	25,318	2,240	13,888	11,349
Salem							
Somerset	1,472	237	853	0	90	0	292
Sussex	135,870	1,894	58,882	9,728	851	15,488	49,027
Union							
Warren	16,826	0	14,673	0	0	698	1,455
State	735,026	14,253	263,802	43,051	71,518	38,520	303,882

AGRICULTURAL AREAS
CURRENT LAND CLASSIFICATIONS
(in acres)

<u>County</u>	<u>Total Land Area</u>	<u>Developed Lands</u>	<u>Public Lands</u>	<u>Potable Watershed</u>	<u>Wetlands</u>	<u>Slopes</u>	<u>Open Developable Land</u>
Atlantic	50,302	2,521	973	0	4,660	0	42,148
Bergen							
Burlington	103,328	6,605	570	0	8,512	320	87,321
Camden							
Cape May							
Cumberland	150,880	8,550	9,765	0	7,136	0	125,429
Essex							
Gloucester	88,616	4,474	0	0	5,274	614	78,254
Hudson							
Hunterdon	171,790	4,192	4,270	0	0	19,961	143,367
Mercer	11,168	113	227	0	126	0	10,702
Middlesex	11,840	448	665	0	256	115	10,356
Monmouth	60,007	2,272	4,617	0	730	1,900	50,488
Morris	18,752	544	279	233	0	3,853	13,843
Ocean							
Passaic							
Salem	181,561	9,613	2,072	0	14,342	346	155,188
Somerset	13,760	749	589	0	0	871	11,551
Sussex	59,336	487	0	0	3,085	10,272	45,492
Union							
Warren	88,359	2,266	1,148	0	806	21,127	63,012
State	1,009,699	42,834	25,175	233	44,927	59,379	837,151

LIMITED GROWTH AREAS
CURRENT LAND CLASSIFICATIONS
(in acres)

<u>County</u>	<u>Total Land Area</u>	<u>Developed Lands</u>	<u>Public Lands</u>	<u>Potable Watershed</u>	<u>Wetlands</u>	<u>Slopes</u>	<u>Open Developable Land</u>
Atlantic	187,183	7,284	40,266	13	34,555	0	105,065
Bergen							
Burlington	65,978	4,832	21,478	0	4,576	0	35,092
Camden	14,208	454	2,465	0	41,600	0	8,339
Cape May	168,371	12,947	49,096	0	41,600	0	64,728
Cumberland	129,696	4,851	29,961	0	42,976	0	51,908
Essex							
Gloucester	42,344	4,256	4,332	0	4,550	390	28,816
Hudson							
Hunterdon	76,395	2,431	5,092	549	147	24,218	43,958
Mercer	28,386	2,472	2,009	0	423	1,892	21,590
Middlesex	23,392	711	867	0	3,098	198	18,518
Monmouth	89,660	10,495	20,035	0	2,676	2,285	54,169
Morris	129,209	9,728	14,722	4,568	1,440	33,817	65,523
Ocean	160,888	13,010	49,649	0	36,191	65	61,973
Passic							
Salem	23,930	595	11,552	0	8,979	0	2,804
Somerset	73,722	3,284	5,305	0	0	8,774	56,359
Sussex	135,394	10,733	6,321	839	9,722	48,505	59,274
Union							
Warren	103,160	1,472	4,036	2,216	1,670	32,262	61,504
State	1,451,916	89,555	267,186	8,185	195,553	151,817	739,620

CURRENT LAND CLASSIFICATIONS BY COUNTY
(in acres)

<u>County</u>	<u>Total Land Area</u>	<u>Developed Lands</u>	<u>Public Lands</u>	<u>Potable Watershed</u>	<u>Wetlands</u>	<u>Slopes</u>	<u>Open Developable Land</u>
Atlantic	362,861	32,588	53,410	551	49,225	0	227,087
Bergen	150,048	107,063	11,029	3,221	8,277	7,795	12,663
Burlington	523,290	47,597	130,540	0	55,821	1,958	287,374
Camden	142,086	55,103	20,770	0	5,164	1,088	59,961
Cape May	168,371	12,947	49,096	0	41,600	0	64,728
Cumberland	322,784	24,742	40,584	576	51,110	0	205,772
Essex	81,562	61,439	5,948	3,458	5,833	2,643	2,241
Gloucester	210,150	35,072	5,580	0	23,264	2,828	143,406
Hudson	29,709	20,430	2,918	0	5,165	486	710
Hunterdon	274,944	9,669	10,214	562	147	45,555	208,797
Mercer	144,640	28,932	10,542	107	1,571	2,485	101,003
Middlesex	199,040	69,070	7,314	2,201	14,535	5,561	100,359
Monmouth	301,805	81,119	31,355	0	9,274	5,843	174,214
Morris	300,954	47,518	26,904	15,036	10,763	52,370	148,363
Ocean	407,738	47,547	80,251	0	54,807	257	224,876
Passaic	122,886	35,698	18,952	25,926	2,944	22,263	17,103
Salem	224,563	16,038	16,024	0	25,983	346	166,172
Somerset	195,552	32,565	9,457	427	397	16,652	136,054
Sussex	337,018	14,042	65,203	10,567	13,965	75,884	157,357
Union	65,875	55,373	4,858	339	1,683	1,996	1,626
Warren	231,392	8,500	20,091	2,216	2,476	56,672	141,437
State	4,797,268	843,052	621,040	65,187	384,004	302,682	2,581,303

GROWTH AREA DENSITIES

COUNTY	POPULATION*	1976	PERSONS PER ACRE	1976-2000		
		DEVELOPED ACRES		POPULATION** GROWTH	DEVELOPABLE ACRES	ACRES REQUIRED***
Atlantic	115,556	22,207	5.2	33,410	37,207	6,425
Bergen	906,855	106,768	8.5	73,775	9,470	8,679
Burlington	245,614	34,067	7.2	132,155	68,611	18,355
Camden	477,503	54,329	8.8	146,050	45,910	16,597
Cape May		No Growth Area		24,535	No Growth Area	
Cumberland	73,867	11,341	6.5	41,745	28,435	6,422
Essex	923,023	61,359	15.0	23,260	2,241	1,551
Gloucester	144,994	26,342	5.5	56,230	36,336	10,224
Hudson	596,663	20,161	29.6	20,965	710	708
Hunterdon	21,733	3,046	6.9	25,280	25,159	3,664
Mercer	287,827	26,347	10.9	95,790	68,711	8,788
Middlesex	593,386	67,911	8.8	136,220	70,128	15,480
Monmouth	405,898	68,352	6.0	99,295	67,509	16,549
Morris	291,663	36,402	8.2	114,535	54,846	13,968
Ocean	184,561	33,113	5.6	125,610	80,756	22,430
Passaic	426,805	29,477	14.5	60,450	5,754	4,169
Salem	23,851	5,830	4.1	20,145	8,180	4,913
Somerset	170,231	28,295	6.0	40,630	70,560	6,772
Sussex	10,276	928	11.1	25,460	3,564	2,294
Union	550,515	55,373	9.9	41,370	1,626	4,179
Warren	41,591	4,762	8.7	18,870	15,466	2,169

* "Population Estimates for New Jersey, N.J. Department of Labor & Industry, July, 1976. Only municipalities within designated Growth Areas were included in this column.

** Based on Series II, New Jersey Population Projections 1980-2020, N.J. Department of Labor & Industry, March, 1977.

*** Calculated at existing densities in each county.

NEW JERSEY DEPARTMENT OF COMMUNITY AFFAIRS
DIVISION OF STATE AND REGIONAL PLANNING
329 WEST STATE STREET, P.O. BOX 2768
TRENTON, NEW JERSEY 08625