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Regional Development Guide (Tri-State Reg. Planning Comm.)
(1977-2000)

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regional development guide

1977-2000

Tri-State Regional Planning Commission

CONNECTICUT • NEW JERSEY • NEW YORK



MARCH 1978

The Tri-State Regional Planning Commission is an interstate agency that defines and seeks solutions to immediate and long-range problems in the development of land, housing, transportation and other public facilities in the New York metropolitan region covering 21 counties in New York and New Jersey and six planning regions in southwest Connecticut.

Established by legislative action of the states of Connecticut, New Jersey and New York in 1971, the Commission succeeds the Tri-State Transportation Commission formed by the legislatures of these states in 1965.

Recognized by the federal government as the official planning agency for the Tri-State Region, the Commission also supports subregional and local planning. It provides assistance in solving problems that transcend local jurisdiction. It also encourages coordination among all agencies charged with an interest in planning or providing transportation and other federally aided facilities within the Tri-State Region.

The three states and the federal government finance the work of the Commission. Federal funds come from aviation, highway and mass-transportation planning and testing grants provided by the Department of Transportation, and also from planning grants provided by the Department of Housing and Urban Development. Commissioners representing the three states are appointed by the governors in accordance with the laws of their respective states. Federal representatives are appointed by the appropriate officer holding such authority within the Executive Branch.

Chairman: Lynn Alan Brooks, Second Vice-President, Connecticut General Life Insurance Co., and Designee of the Secretary, Office of Policy and Management, State of Connecticut

Vice Chairman: William C. Hennessy, Commissioner, Department of Transportation, State of New York

Vice Chairman: Patricia Q. Sheehan, Commissioner, Department of Community Affairs, State of New Jersey

Secretary: Robert F. Wagner, Jr., Chairman, New York City Planning Commission

Robert T. Cairns, Chairman, Connecticut Public Transportation Authority

Mario M. Cuomo, Secretary of State, State of New York

Harold L. Fisher, Chairman, Metropolitan Transportation Authority

Joseph L. Garrubbo, Union County, State of New Jersey

Victor Marrero, Commissioner, Division of Housing and Community Renewal, State of New York

Frank T. Johnson, Bell Telephone Laboratories, State of New Jersey

John Mandanici, Mayor of Bridgeport, State of Connecticut

D. Bennett Mazur, Bergen County Board of Chosen Freeholders, State of New Jersey

Russell H. Mullen, Acting Commissioner, Department of Transportation, State of New Jersey

Stanley J. Pac, Commissioner, Department of Environmental Protection, State of Connecticut

James F. Shugrue, Commissioner, Department of Transportation, State of Connecticut

Eckardt C. Beck, Regional Administrator, U.S. Environmental Protection Agency

Robert E. Kirby, Regional Federal Highway Administrator, U.S. Department of Transportation

William E. Morgan, Director, Eastern Region, Federal Aviation Administration, U.S. Department of Transportation

Edward S. Olcott, Director of Planning and Development, Port Authority of New York and New Jersey

Thomas Appleby, Regional Administrator, U.S. Department of Housing and Urban Development

Hiram J. Walker, Regional Director, Urban Mass Transportation Administration, U.S. Department of Transportation

Executive Director: J. Douglas Carroll, Jr.

Deputy Executive Director: Richard S. DeTurk

TRI-STATE REGIONAL PLANNING COMMISSION

One World Trade Center

Telephone (212) 938-3300

New York, N. Y. 10048



CONNECTICUT



NEW JERSEY



NEW YORK

TRI-STATE REGIONAL PLANNING COMMISSION

ONE WORLD TRADE CENTER, 82 FLOOR
NEW YORK, NEW YORK 10048
TELEPHONE (212) 938-3300

Hon. Ella T. Grasso
Governor
Connecticut

Hon. Brendan T. Byrne
Governor
New Jersey

Hon. Hugh L. Carey
Governor
New York

Your Excellencies:

The Tri-State Commissioners are pleased to present the enclosed land-use element of our comprehensive plan, Regional Development Guide 1977-2000.

We believe it is a plan for the next 23 years that realistically recognizes the slowdown in growth but retains enough optimism about the future to foresee a prosperous and well-ordered metropolitan region. The major goals we have identified are: (1) to enhance our older cities as desirable places to live and do business; (2) to protect our farms, wetlands, mountains, stream valleys, watersheds, and forests; and (3) to coordinate the location of homes and workplaces with public utilities, facilities, services and public transportation in order to conserve energy and promote social equity. This plan is a break from the Commission's earlier land-use plans, which were based on expectations of continued rapid growth. Now we must husband our resources and get the most out of what is already in place.

In issuing a plan of this scope we recognize that not everyone will be satisfied. We have made extensive efforts to be open and accessible in our planning, and we will continue to seek consistent planning with the planning agencies of the six regions in Connecticut, nine counties in New Jersey, seven suburban counties in New York and New York City. We have structured a process whereby each of them will be considered individually, and they in turn are asked to provide coordination with their towns, cities and villages.

Our resolutions concerning this plan - shown on the next page - explain this process and our future intent in detail.

We believe the issuance of this plan represents another important step in the evolution of the Tri-State Regional Planning Commission as it addresses the future of this complicated urban region. While the Region embraces only parts of your States, we ask your continued cooperation in order to assure that Tri-State work and statewide planning are consistent.

Sincerely,

Lynn Alan Brooks
Chairman

Resolution 541

Adoption Of Land-Use Element Entitled Regional Development Guide 1977-2000

WHEREAS, the Tri-State Regional Planning Commission adopted goals and plans for future growth of the Tri-State Region in its *Regional Development Guide* dated October 1968; and

WHEREAS, the Commission adopted modifications to this plan, following coordination with subregional plans, together with targets for planned capacity of population, jobs and housing units pursuant to this plan in September 1972; and

WHEREAS, that plan has been further coordinated and in some cases cross-accepted with subregional planning agencies; and

WHEREAS, the Commission has assembled needed environmental and social data with which it has prepared environmental and social assessments of its plans; and

WHEREAS, the Commission reconsidered regional growth rates as the beginning of a major overhaul of its plans on April 10, 1975, and established 9.1 million jobs and 20.8 million population as the official basis for the Commission's planning for the year 2000; and

WHEREAS, on January 8, 1976, the Commission authorized for interim staff use as guides for its work, a distribution of these totals to the subregions as most likely targets for planned growth, with the understanding that this distribution was subject to revision to reflect the needs of the Region's urban centers; and

WHEREAS, the Commission has pursued its work toward the revision of its land-use plan in line with the preceding considerations, has considered a series of options for alternative land-use plans, and following discussion at meetings of local public officials and citizens has changed the emphasis of its land-use plan from expansion and growth to conservation and emphasis on older centers; and

WHEREAS, these changes in emphasis may modify the distribution of most likely population targets for the year 2000 among the subregions in the Tri-State Region;

NOW, THEREFORE, BE IT RESOLVED that the land-use plan and program embodied in the document entitled *Regional Development Guide 1977-2000* is hereby adopted, and the Chairman is authorized to transmit a copy of the report with supporting documentation to the Department of Housing and Urban Development at an early date, subject to Executive Committee approval of all or part of the 15 revisions submitted by New Jersey, with the understanding that such Executive Committee action will be taken within the next two weeks; and

BE IT FURTHER RESOLVED that the Commission will review at an early date the most likely population targets for planned growth approved on January 8, 1976, to determine whether and how these should be modified to reflect the land-use proposals of *Regional Development Guide 1977-2000*; and

BE IT FURTHER RESOLVED that this plan will be reviewed in detail with state and subregional planning agencies in an effort to reach consistency of their plans and *Regional Development Guide 1977-2000*; and

BE IT FURTHER RESOLVED that the Commission will update this plan every two years in the light of this consistency review process and new findings and development.

This resolution shall take effect this 9th day of June, 1977.

Resolution 556

Adoption Of Amendments To The Regional Development Guide 1977-2000 And Targets For Planned Growth For The Year 2000

WHEREAS, The Commission, by Resolution 541 dated June 9, 1977,

and amendment by the Executive Committee on June 21, 1977, has adopted *Regional Development Guide 1977-2000* and distributed it to various agencies under the Project Notification and Review System (A-95) as requested by the Department of Housing and Urban Development, and has received comments on text, maps and targets from states, counties, Connecticut regional planning agencies, municipalities, groups and others; and

WHEREAS, a process of negotiations toward consistency with plans of states, counties, and Connecticut regional planning agencies will shortly begin with the possibility of further adjustments to the *Guide*; and

WHEREAS, many of the comments have been deemed worthy of response in the form of immediate changes in *Regional Development Guide 1977-2000*, others have been found to need more deliberate consideration during negotiations toward consistency, while others have been found in conflict with or not relevant to the Commission's policies; and

WHEREAS, the targets for planned growth of population, employment and housing units for the year 2000 based on *Regional Development Guide 1977-2000*, as presented in this report, are regarded as an integral part of the plan, subject however to possible adjustments to reflect comments received and to be determined during negotiations toward consistency.

NOW, THEREFORE, BE IT RESOLVED that the text and maps in *Regional Development Guide 1977-2000* as previously adopted in June 1977 be amended as specified herewith;

BE IT FURTHER RESOLVED that the targets for planned growth of population, employment and housing based on *Regional Development Guide 1977-2000*, as presented in the report, are herewith adopted; that these population targets will replace those previously adopted on January 8, 1976; and that these targets will be used on an interim basis (with the plus or minus 5 percent tolerance) by the Commission during the negotiations toward consistency.

This resolution shall take effect this 29th day of September, 1977.

Resolution 569

Adoption Of Amendments To The Regional Development Guide 1977-2000

WHEREAS, the Commission, by Resolution 541 dated June 9, 1977, amended by the Executive Committee on June 21, 1977, and further amended by Resolution 556, dated September 29, 1977, has adopted *Regional Development Guide 1977-2000*; and

WHEREAS, a process of negotiations toward consistency with plans of states, counties and Connecticut regional planning agencies will shortly begin with the possibility of further adjustments to the *Guide*; and

WHEREAS, the Committee on Land Use, Environment and Energy, through meetings and discussions, wishes to clarify some points in the adopted *Guide* before printing and distribution and also before undertaking said process of negotiations toward mutual consistency;

NOW, THEREFORE, BE IT RESOLVED that since the text of *Regional Development Guide 1977-2000* recognizes the need to accommodate housing units in proximity to jobs, designation of areas in *Regional Development Guide 1977-2000* as open shall not be deemed as necessarily denoting a policy to preclude from such areas housing and infrastructure development needed to balance employment with housing, provided that adequate environmental safeguards are taken; and

BE IT FURTHER RESOLVED that the text and maps in *Regional Development Guide 1977-2000* as previously adopted in June 1977 and subsequently amended, be further amended as specified herewith;

This resolution shall take effect this 12th day of January, 1978.

**regional
development
guide**
1977-2000

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GLOSSARY OF TERMS USED IN THIS REPORT

Adaptive reuse. Remodeling and conversion of an obsolete or unused building for alternate uses. For example, older industrial buildings, warehouses, offices, hotels or garages may be converted for commercial activities, studios, schools, apartments or other purposes.

A-95. See Project Notification and Review System.

Critical lands. Inventoried vacant lands with such inventoried environmental characteristics as topography, soils, hydrology, flood plains, prime agricultural suitability, water-supply function and headwater status, which, because of their nature, make it desirable either to prevent development or to undertake development with special safeguards. These occur in a variety of configurations, sizes and combinations, and in each of the recommended plan designations—open or urban.

Development. Building or rebuilding of streets and structures on land, or maintaining or restoring same if they already exist; the term includes the subdivision and preparation of vacant land for such purposes.

Exclusionary. Those housing or zoning laws, policies and practices that result in the creation of increased costs, and effectively prohibit lower-income and, in some cases, middle-income households from residing in the community.

Fair share. A plan that allocates, by community, the numbers of low- and moderate-income households that should receive housing assistance so that they will realize expanded housing opportunities.

Headwater areas. The upper parts of the drainage basins of streams that are still predominantly vacant.

Jurisdiction. The territory within which a government or governmental agency exercises its authority or performs its function. The term includes municipalities, counties and states, and also special districts, such as those of the Port Authority of New York and New Jersey, Hackensack Meadowlands Development Commission, park commissions and sewage treatment authorities.

Mass transit. See transit.

Open lands. A recommended planned future-use category. Lands that are designated on a plan to remain vacant or at densities of more than two acres per dwelling unit or with nonresidential uses at low densities, including lands left in a natural state, in agriculture, as conservation areas or recreational open space.

Project Notification and Review System, also referred to as PNRS or "A-95." A review system established by the federal Office of Management and Budget that enables govern-

ment agencies at all levels that have an interest to review and comment on applications for federal funds.

Rapid transit. See transit.

Sprawl. Generally used in the expression "urban sprawl." This expression refers to developments in suburban areas and beyond that occupy excessive and wasteful quantities of land but still require urban services such as water supply and sewerage. Also, such development often occurs on scattered noncontiguous sites. The words "spread" and "scattered" are used as synonyms.

Spread. See sprawl.

Subregion. The nine New Jersey and seven New York counties plus New York City and the six Connecticut planning regions in the Tri-State Region.

Transit (also called public transportation and mass transit). A means of movement that does not require the ownership of a vehicle, nor the ability to drive one, nor a personal relationship with the owner or driver; and is a means of movement in groups, rather than individually, at an affordable price. Most transit is local bus service at frequencies of from every three minutes to hourly (light rail or street car is included here). Transit also includes rail rapid transit, served by trains connecting closely spaced urban stations on frequent headways underground, above ground or at grade; commuter or suburban rail, connecting suburban stations with Manhattan and Newark at half-hourly or longer intervals; and express and commuter bus, similar in a highway mode to suburban rail. Transit is considered by some to include paratransit ("akin-to" transit) such as ferries, dial-a-bus, taxis, carpooling or subscription bus services.

Transportation Improvement Program (TIP). A comprehensive and cooperatively developed list of capital projects and systems management strategies that are to be advanced in the next five years by all the units of government in this Region. It is a continuing process that is updated and reviewed annually.

Urban lands. Lands that are now or are designated on a plan to receive residential or nonresidential development and urban facilities and services, including both the inner and outer suburbs and the denser cities. The words "urbanized" and "urbanization" incorporate the same meanings.

Watershed. As used in this report, this word designates an area drained by a stream or streams that feed one or several water-supply reservoirs or intakes or diversions of water for water-supply purposes. The expression "catchment area" has the same meaning.

I. THE REGIONAL SETTING

Until the 1970s, the virtues of growth and indeed the likelihood of growth in the Tri-State Region had never been seriously questioned. In line with this thinking, the first *Regional Development Guide* produced by the Tri-State Regional Planning Commission was expansive and optimistic. When it was issued in 1968, steady growth in population was expected to continue, as was the Region's industrial, commercial and financial prosperity. The Region's citizens accepted urban expansion as a way of life.

The *Regional Development Guide* for 1968 was revised in 1972 in close collaboration with the three states and the Region's counties and Connecticut planning regions, but it still contained the same assumptions. Population gains of 6 million persons were anticipated by 2000, an increase of 32 percent or one percent per year—a substantial gain. New homes, shopping centers and plants for the added people would take 1,840,000 acres of land, doubling the settled area. Automobile travel would climb from 24 million vehicle trips per day to 44 million, an increase of 83 percent.

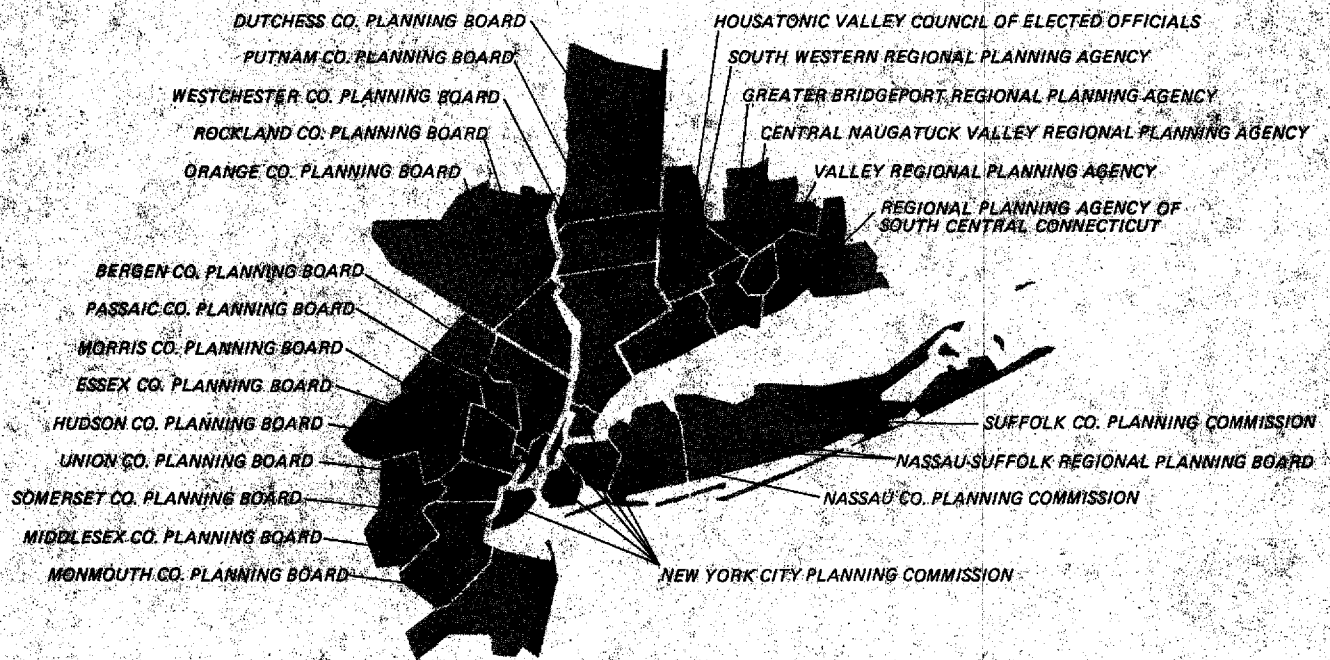
It is clear that these visions were too optimistic. In retrospect, planning in the sixties illustrates not only a regional but national misjudgment of economic strength. Through all the turmoil and violence of that decade the nation still felt that all problems could be solved by public programs and public money. Optimism made us believe that we could fight distant wars and still solve the social and economic problems at home. But we have learned that unreasonable demands on limited resources steal from future generations. We have come to see that it is necessary to conserve what has been built and respect and protect the natural environs. Likewise, much of our past urban growth was based on using land and labor extravagantly, without adequate thought of tomorrow.

Thus, today the Region faces a dual challenge:

Regain the economic health it had enjoyed for three centuries.

Avoid placing extra burdens on the environment—critical lands, air and water—and on already disadvantaged segments of our society; avoid straining exhaustible resources.

AGENCIES INVOLVED IN REGIONAL PLANNING
in cooperation with the Tri-State Regional Planning Commission



Although the new *Regional Development Guide* may not, by itself, meet this challenge, it can be fashioned in awareness of it; the *Guide* can show ways of using existing assets fully and efficiently; and it can suggest means of working together to reach more conservative objectives.

Such a plan can be a map that takes us where we would like to go. Such a plan gives shape and priority to the federal, state and local decisions that can affect the Region for years to come. As keeper of the regional interest, the Tri-State Regional Planning Commission, supported by state and federal funds, is officially required to prepare and maintain plans for guiding and evaluating important government expenditures.

This plan is not regulatory, though some of its adherents would like it to become so. Rather, it provides direction for the many choices that lie ahead. As such it indicates what the Region can or should be and so guides the development of more particular local land-use plans and also guides the federal, state and local agencies that execute programs.

THE URBAN REGION—IS IT REAL?

The Tri-State Region is the nation's largest metropolitan area. In the past, its citizens may have lacked a sense of its existence, partly because the Region was taken for granted and partly because hometowns and neighborhoods were of greater interest and concern. But the larger Tri-State

Region is our economic and social "backyard." The Region is a unit in many demographic, cultural and economic ways, an entity in which no public decision is made without repercussion. The contrasts between placid suburbia and the pollution, congestion and physical and social decay of our older cities suggest past mistakes in regional decision-making. Until recently, growth and affluence helped paint out our mistakes in regional management, but now, in an era of slowed growth, concerted regional planning is needed even more than before.

The Region's very size precludes a plan for its development that is specific about localities. Regional plans must attend to the major region-shaping elements—the harbor, the rail lines, the older cities, the topography, the water supplies, the communication lines, the superhighways and so on.

This is planning at a special scale with special problems. Regional plans should provide the framework within which local plans can be more reliably made and carried out. Thus regional planning is essential to sound municipal planning, but it cannot substitute for the particular decisions that are carried out in each municipality. In the Tri-State Region the scale requires the Region's plans to fit with state plans, with more detailed planning carried out by subregional agencies—counties in New York and New Jersey and regional planning agencies in Connecticut. These subregional plans, in turn, provide the planning framework for the localities in each subregion.



A CENTURY OF LAND DEVELOPMENT



II. ACCEPT OR RESIST THE TRENDS?

This *Regional Development Guide* is an attempt to "bend the trends." "Trends" are the result of many forces acting in and on the Region—forces that in many cases must be resisted or even altered.

THE UNWANTED RESULTS OF TRENDS

As New York, Newark, Jersey City, Bridgeport and the other cities of the Region and their suburbs have grown, the Region's settled land area has doubled with each succeeding generation, as shown in the map (left). This expansion became most dramatic in the latest years when urban land use pushed as far as 40 miles from the old city centers. Along with this rapid development, a series of undesirable results was produced:

Environmental Degradation

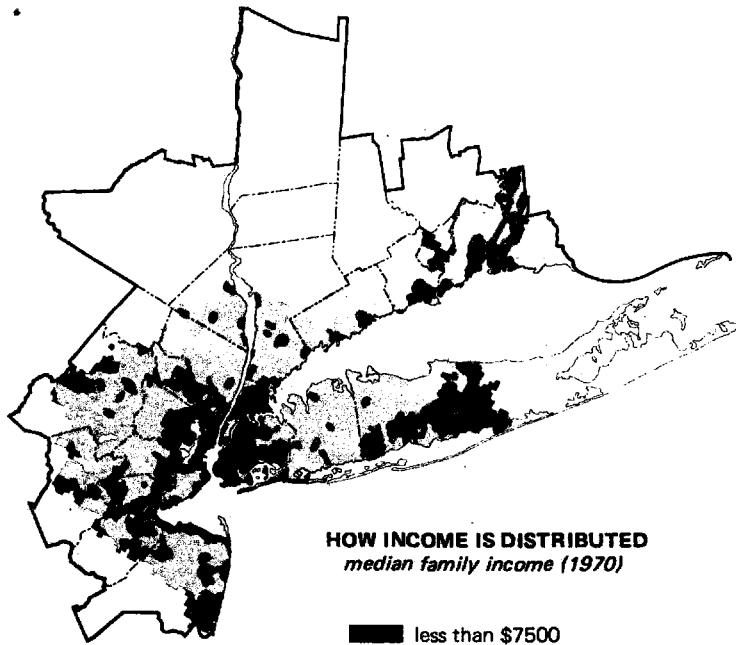
Some lands were built upon that should have been conserved for natural uses—wetlands, watersheds, flood plains, prime farmland, mountainsides. Some development took place without adequate concern for untreated pollutants running into waterways, sinking into the ground water supply or rising into the air.

Operational Inefficiency

Often new land uses were so spread out that public services became overextended and expensive—especially new sewers, water lines, other public utilities and streets—although much development was dense enough to make such services necessary. This low-density style also made public transportation impractical, requiring virtually total dependence on automobiles to serve the new growth.

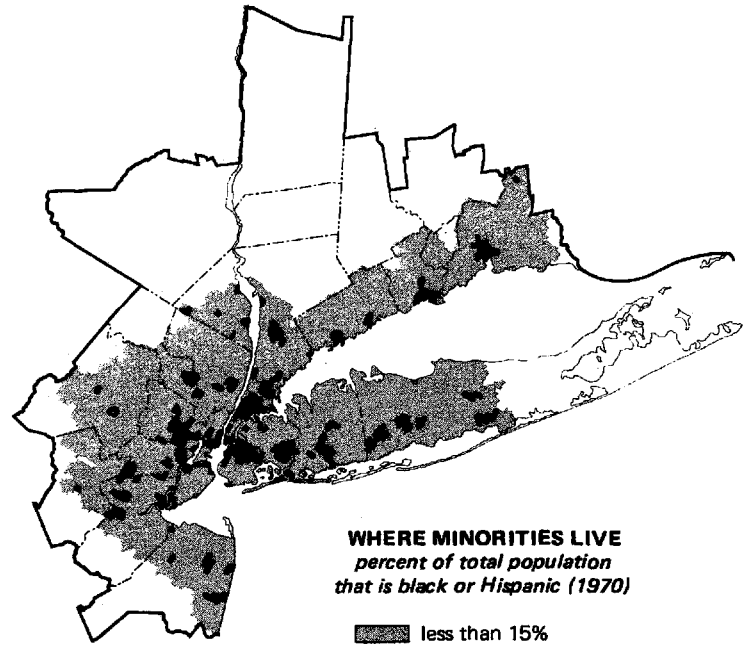
Social Inequity

Outward expansion accelerated a decline of the older cities, large and small. Middle-income families moved out, leaving the cities with a growing share of the Region's expensive social responsibilities—subsistence, health care, housing and many other needs of the poor. Stores, movies and other services followed the population, eroding the off-peak ridership of subways and buses and escalating mass-transit deficits. Factories and offices moved also, often leaving low-paid workers with unreasonable distances to travel and little chance of finding suitable homes near the new work sites. Intentional or not, the trend left the poor—



HOW INCOME IS DISTRIBUTED
median family income (1970)

- less than \$7500
- 7500 – 9,999
- 10,000 – 12,500
- more than \$12,500
- not surveyed as part of central region



WHERE MINORITIES LIVE
percent of total population that is black or Hispanic (1970)

- less than 15%
- 15 – 24.9
- 25 – 50
- more than 50%
- not surveyed as part of central region

black and Hispanic mostly—in the cities. It also left some cities on the verge of bankruptcy.

The cities of the Region had always been centers for cultural and economic advancement, welcoming wave after wave of new migrants and helping them into the middle classes. Now this role, characteristic of a growing region, seems to be gone.

The results of this ill-planned expansion have now become virtually permanent, and suburban migration continues. The suburban way of life has undeniable appeal to both homeowners and businesses. Continued migration from older centers to outlying rural areas of the Region will only be stemmed by strong, dedicated and persuasive leadership.

Changing the trends of haphazard expansion, while not easy, must be done. Two recent phenomena may help. One is the increasing likelihood of energy shortages. Rising prices for gasoline, heating oil and electricity have already heightened public awareness of the need for such fuel conservation measures as less auto use and more efficient building uses and construction. Deliberate policies to

encourage growth in cities or to promote higher densities in the suburbs could conserve energy. (The average Tri-State regional worker currently uses less than half the energy of one in Phoenix or Los Angeles because of the relatively dense settlement here. But further conservation is needed and possible.)

The second recent phenomenon is the slowing of regional growth. During the last five years, the Region's population and employment actually declined. The projection of trends by each of the three states would increase the Region's population by no more than 1.2 million during the next 25 years. While this slowing or cessation of population growth has contributed to the plight of cities, it has also slowed or stopped much of the suburban expansion. The constant growth of the fifties and the sixties is no longer expected. It seems realistic, however, to plan for about 2 million more people in the next 25 years. This is also much less than the 4.3 million of the previous 25 years but more than is suggested by the trend of the last five years. A slower rate of growth will ease the pressures to subdivide the next tract of land.



WHERE BUILDINGS ARE LOCATED
existing total floor space per square mile

WHAT IF TRENDS CONTINUE?

But even with energy conservation and a slower growth rate, the trends will be hard to change. They are built on consumer preferences and numerous private decisions. Clearly, if the Region is to avoid more sprawl, new policies and additional public controls or incentives will be required. Otherwise, another 27 years or a generation of current practices and trends could lead to very undesirable results. For example:

- *Many more acres of land would be built upon. This would amount to some 1.2 million acres or 1,880 square miles, an increase of 50 percent. Much of this acreage is likely to be taken from such critical lands as agricultural areas, flood plains or watersheds.*
- *Sewer and water systems would have to be extended with costly mains and new treatment plants. It is estimated this would cost an additional \$2.4 billion.*
- *New roads, schools and hospitals would be required in the newly developed sectors.*
- *Ridership on public transportation would continue to decline and auto travel would increase. Present trends suggest 10 percent fewer transit riders by 2000 than otherwise, increasing the operating deficit by about \$150 million per year.*
- *More low-paid workers will be located an excessive distance from their jobs*

or become unemployed—perhaps 250,000 more than would otherwise be jobless.

- *The population of the Region's larger older cities would decline by more than a million. According to New York State's Economic Development Board, the population of New York City alone would decline 1 million from its 1970 level. Jobs would continue to leave, going either to outlying sectors or out of the Region.*
- *Migration of the younger, more mobile workers from the Region would raise the proportion of population in the nonworking ages.*
- *Housing problems would be greater in the suburbs because jobs will have moved there from the cities and created an even greater housing demand, especially from the low-income and moderate-income households. Conversely, the cities would have greater difficulty conserving the already deteriorating housing stock.*

Tri-State proposes a plan for development that resists current tendencies so as to avoid or lessen the unwanted results. If these trends cannot be altered by development policies and programs, and cooperative state-regional-local efforts, we are left on a lowered level of crisis planning, where sacrifices may be greater and results far from equal to our goals.

RESHAPING VALUES AND GOALS

Planning requires knowing where to go and what to aim for. The goals of a plan are determined by the values sought. Those in the first *Regional Development Guide* have been reviewed and, with somewhat changed emphases, are still considered appropriate.

Harness natural forces is changed into *Use natural resources wisely*, reflecting a new concern for our limited natural environment, how we avoid wasting exhaustible resources and use those that are not.

Organize an equitable society is reaffirmed, emphasizing the importance of broadened opportunities for both personal improvement and contribution to the Region's productivity. Such fairhandedness means elimination of prejudicial practices in housing, education, employment and other aspects of daily life, and equal access to developed parks and natural areas.

Build with skill and purpose is also confirmed. The Region should operate with efficiency, without wasting energy, and without the effects on some groups and locales that negate the progress made elsewhere in the Region. Proper use of our limited resources requires efficiency and effective performance wherever planning choices are to be made.

A CHANGED BASE FOR PLANNING

The first important step in drafting this plan was taken in April 1975 when the Commission agreed that the slowed population growth and the long-range effects of an altered regional economy should be built into a revised plan.

In considering what assumptions to make about population and jobs, the Commission constructed and then evaluated several different futures.

In contrast to the former plan, which aimed for a desired development pattern whenever the Region was filled to capacity, the

present plan is designed for a target year—2000. The Commission also agreed that modest growth is desirable for the Region's economic prosperity and social well-being, and that a population of about 20.8 million persons with 9.1 million jobs (in contrast to the present population of about 18.6 million with 7.8 million jobs) should be the planning target for the year 2000. The increase of 2 million people exceeds the projected long-term trend by almost a million and it exceeds even more the short-term experience over the last five years, which saw the Region lose people for the first time in its history.

The job target selected represents a modestly steady level of growth and a recovery from the present high levels of unemployment.

The Commission further considered how this population might reside in the Region and adopted—again as a planning guide—a distribution by subregion. This distribution also is not a trend. For example, present trends if continued would mean that New York City's population will continue to decline, reaching 6.9 million in the year 2000, a loss of approximately 1 million from its 1970 population. The Commission's target for New York City envisages a reversal of these trends of decline.

The Commission's distribution by subregion of most likely population targets for planned growth for the year 2000, as adopted in January 1976, has served, as intended, to guide the evaluation of alternatives and the preparation of the plan described in the chapters that follow.

By contrast to such planned targets, the demographic projections of population as prepared by designated state agencies anticipate less people in this Region by the year 2000. These forecasts reflect recent trends.

Further on, in the table at the conclusion of Chapter IV, a modified distribution of population figures is derived from the proposed plan. These figures are based on the proposed land uses.

III. FUTURE CHOICES AND PREFERRED POLICIES

The Region has 300 years of history and 18.6 million residents already settled. Only limited changes can be made in the next 23 years—even with a proposed growth of 2 million people.

Change in such a region is slow. It happens through hundreds of thousands of individual decisions which, when taken one at a time, are virtually imperceptible in their regional effect. For this reason, planners must go a giant step forward in time, imagine what things can look like in the future, and then return and look at the real planning choices.

In the preceding chapter a highly probable future—that which followed the trends—was spelled out and generally found to produce very undesirable results. If the quality of life is to be improved and unwanted results are to be avoided, plans must be made right now and actions must begin. The first question is, “If not the trends, then what?” To answer this question, Tri-State has sketched a number of different ways in which 2 million more people, together with their work, shopping and business places and all other urban activities, could best be added to the present Region.

These various “scenarios” were roughly constructed so that each had a different main objective but all could be compared. All involved greater concentration of development

than had been anticipated from trends, for it seemed clear that the spreading out resulting from the trends was not a preferred result.

COMPARING ALTERNATES

Six alternate development choices were sketched and examined for impact. They were called:

1. “Older Cities”
2. Critical Lands
3. Transit Supporting Densities
4. Sewered Areas
5. Jobs-Housing Balance
6. Multiple Centers

These various “sketch plans” were laid out on regional maps, and some of the effects on population distribution, on land consumption, on energy use, on amount of travel and on the match of jobs and dwellings were calculated.

The results were discussed with the Region’s planners via the Tri-State Technical Advisory Group and were reviewed by the Commission’s Standing Committee on Land Use, Environment and Energy. Showing a range of planning options and discussing the results of particular objectives can build greater consensus for a particular regional plan.

The following section describes these six alternate choices and provides some measures on how each might work.

1. "Older Cities"

The objectives of this sketch were a significant reversal of urban population loss. It was assumed that the 30 largest cities, instead of remaining steady or declining in population, would grow by 10 percent. Then the remaining population growth was apportioned to the suburban areas. This produces a recentralization of population, increased mass-transportation, reduced travel distances and decreased use of energy.

Performance

Population

older cities: 11,500,000

rest of region: 9,300,000

Vacant Land Used: 179,000 acres

Daily Motor Vehicle Trips: 34,100,000

Daily Mass Transit Trips: 6,680,000

Annual Domestic Energy Demand: 698 trillion British Thermal Units

Daily Vehicle Fuel Demand: 15,590,000 gallons

Jobs-Housing Fit: 8.20 miles average journey to work

This scheme was generally acceptable to representatives from the larger cities, who indicated their strong preference for urban population increases. It demonstrated that such city gains would substantially reduce the population expectations in the suburbs.

2. Critical Lands

Here the focus was on those lands that should not be developed. Preservation of wetlands, watersheds, prime farmlands, flood plains and other valuable, natural sites came first. This conservational approach would naturally induce the new population to be added in those portions of the Region that are already developed. The theme of conservation

is applied to presently vacant lands, but it also forces a preservation of what we already have in the way of streets, utilities, schools and other works.

Performance

Population

older cities: 11,300,000

rest of region: 9,500,000

Vacant Land Used: 221,000 acres

Daily Motor Vehicle Trips: 34,400,000

Daily Mass Transit Trips: 6,590,000

Annual Domestic Energy Demand: 707 trillion British Thermal Units

Daily Vehicle Fuel Demand: 15,770,000 gallons

Jobs-Housing Fit: 8.40 miles average journey to work

This pattern, again, tends to encourage more centralization with attendant higher densities. It is generally consistent with the so-called "older cities" design spelled out above.

3. Transit Supporting Densities

Work undertaken by Tri-State and the Regional Plan Association has demonstrated that residential densities below 7 dwellings per net acre or 5000 persons per gross square mile cannot usually support regular local bus service. Indeed, facts show a propensity for families living at higher densities to own fewer cars and to make greater use of public transportation. This scheme was designed to assure that the greatest proportion of the Region's residents could and would use mass-transit rather than their private autos.

Performance

Population

older cities: 12,100,000

rest of region: 8,700,000

Vacant Land Used: 11,000 acres

Daily Motor Vehicle Trips: 32,800,000

Daily Mass Transit Trips: 6,970,000
Annual Domestic Energy Demand: 680 trillion British Thermal Units
Daily Vehicle Fuel Demand: 15,020,000 gallons
Jobs-Housing Fit: 8.00 miles average journey to work

This development pattern is similar to the two preceding ones. It locates future residents in areas presently having mass-transit service or plans for such. All of the Region's 30 largest cities are located in such areas. The pattern also resists further low-density building. While this scheme as delineated tends to exaggerate the results by actually eliminating development elsewhere, it shows the direction to take if mass-transit services are to move more people.

4. Sewered Areas

In this scenario the practice of extending sewer and water service into raw land, which encourages building, would be summarily stopped. Development would be contained within those areas already served with sewers or presently needing them.

Performance

Population
older cities: 10,700,000
rest of region: 10,100,000
Vacant Land Used: 292,000 acres
Daily Motor Vehicle Trips: 35,400,000
Daily Mass Transit Trips: 6,190,000
Annual Domestic Energy Demand: 721 trillion British Thermal Units
Daily Vehicle Fuel Demand: 16,250,000 gallons
Jobs-Housing Fit: 8.90 miles average journey to work

Making future development fit where there are sewers and water lines produces a tighter

pattern of future growth. This limits use of new lands and also suggests one major method that could be employed to achieve this result—refusing sewer extensions. Under this scheme monies could also be better targeted for improved water quality by more thoroughly treating the sewage in the existing systems before discharge.

5. Jobs-Housing Balance

This approach would make, in each part of the Region, the number of households equal to jobs for household heads (except commuters to Manhattan). The controlling factor is where the jobs would be located. One could place the jobs in central cities or, as current trends are, into the suburbs. In the test-case examined, it was assumed that the new jobs expected by the year 2000 would locate in sites where business enterprises are now centered or where present local plans or zoning provide for them. This would occur in both the older cities and the suburbs, with neither of these locations given preference. This use of land would have the effect of slowing the present business and industrial trend toward the suburbs. It retains and develops more jobs in the older cities.

Performance

Population
older cities: 10,900,000
rest of region: 9,900,000
Vacant Land used: 264,000 acres
Daily Motor Vehicle Trips: 35,000,000
Daily Mass Transit Trips: 6,430,000
Annual Domestic Energy Demand: 692 trillion British Thermal Units
Daily Vehicle Fuel Demand: 15,880,000 gallons
Jobs-Housing Fit: 8.60 miles average journey to work

Because it locates more jobs in the cities, the jobs-housing policy would insure that the inner cities' population would be greater. But this approach is probably not fundamental enough to determine by itself where growth will and will not occur.

6. Multiple Centers

Another possible land-use strategy is to accept the outward trends of people and jobs, but to encourage a pattern of concentration in centers, wherever they may be. There are a large number of centers of all sizes where growth is possible, including some fairly sizeable cities. This idea was crudely applied to the Tri-State Region by assuming that growth would be channelled into all these centers, with the hope that such action could retain urban efficiencies and avoid suburban sprawl.

Performance

Population

older cities: 9,300,000

rest of region: 11,500,000

Vacant Land Used: 592,000 acres

Daily Motor Vehicle Trips: 37,700,000

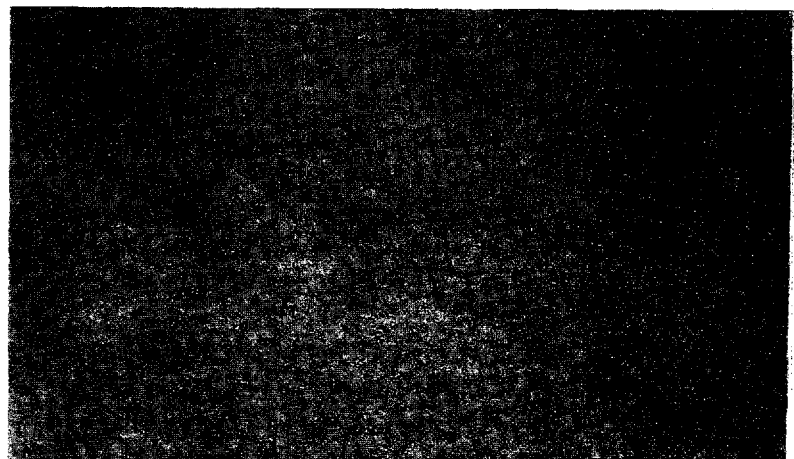
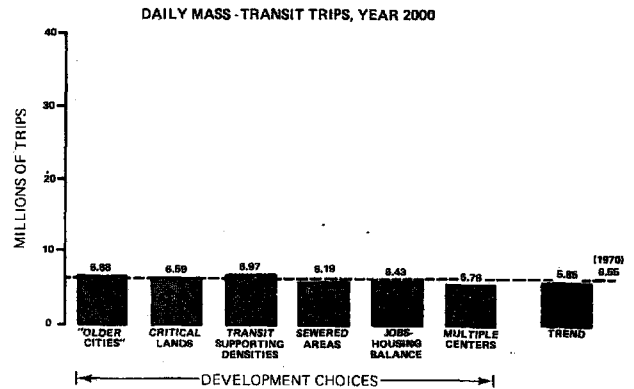
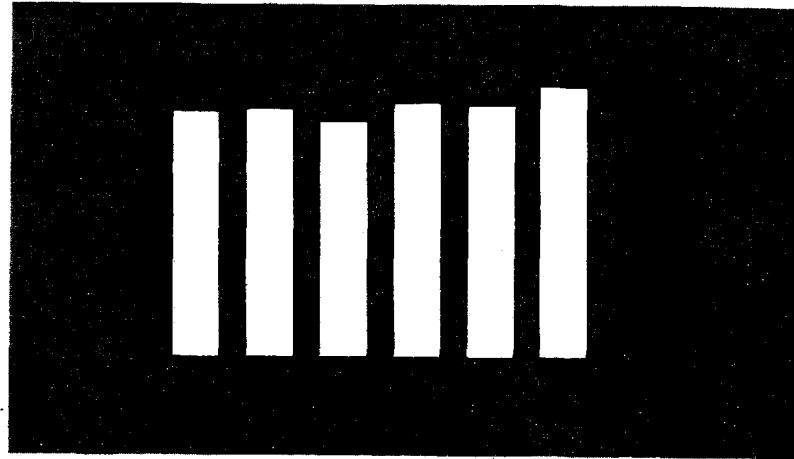
Daily Mass-Transit Trips: 5,760,000

Annual Domestic Energy Demand: 757 trillion British Thermal Units

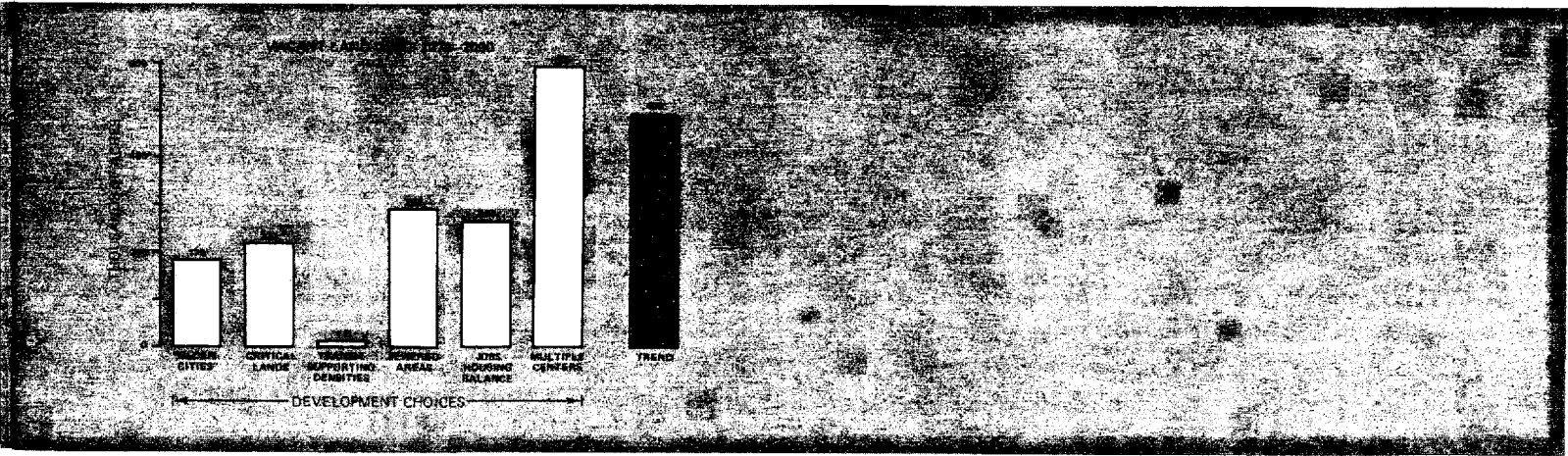
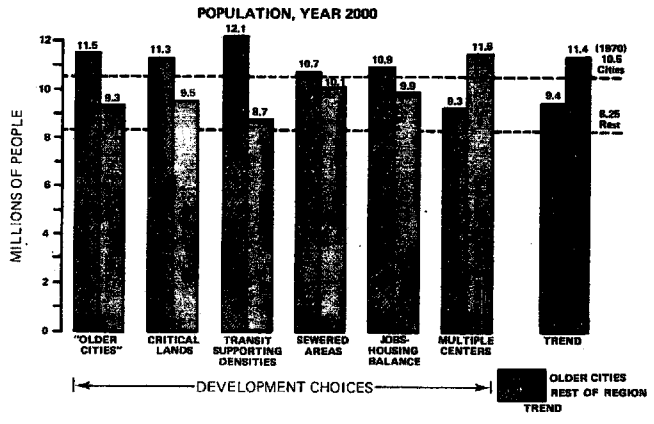
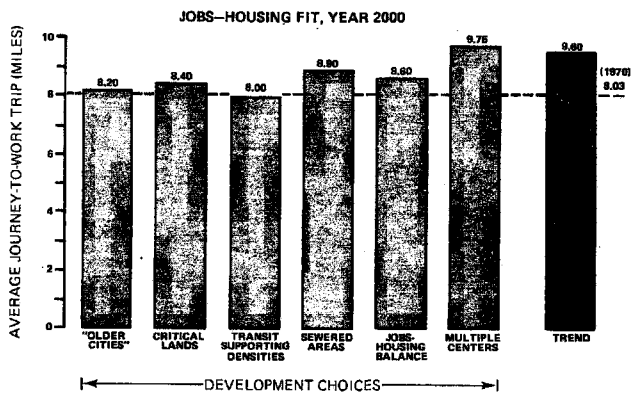
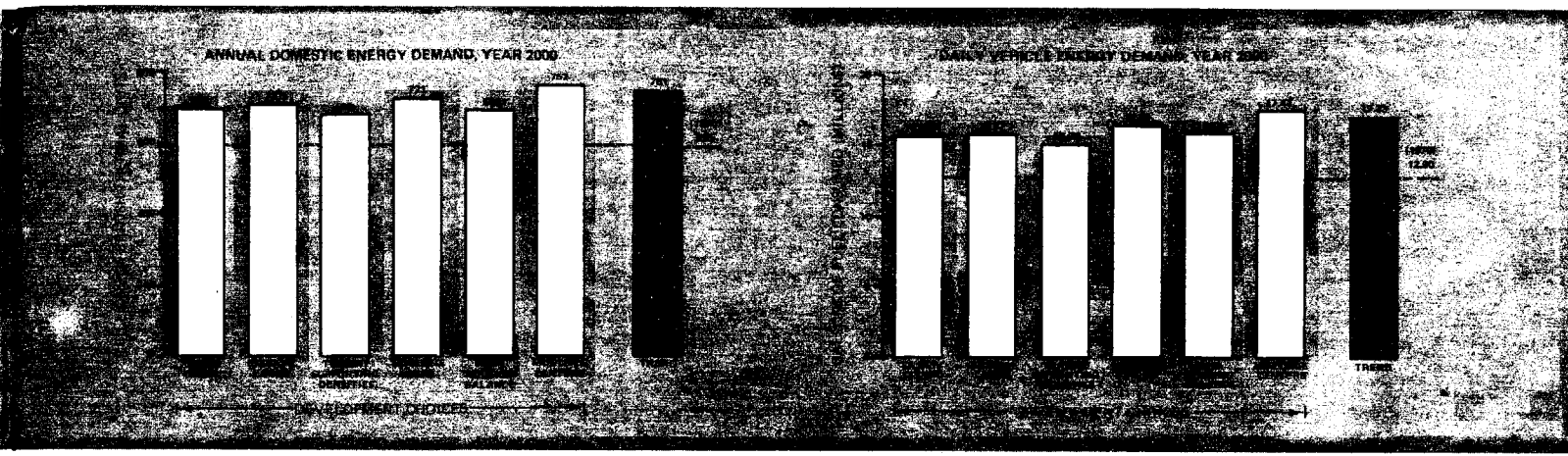
Daily Vehicle Fuel Demand: 17,470,000 gallons

Jobs-Housing Fit: 9.75 miles average journey to work

This scheme—more than the others sketched above—tends to take population out of New York City and to increase the likelihood of deterioration and abandonment. Such a result leaves the city with public works capable of serving at least 8 million people, but used by less than 7 million with attendant extra operating costs per person.



MEASURES OF PERFORMANCE FOR DEVELOPMENT CHOICES



SELECTING PREFERRED POLICIES

The underlying broad goals of using natural resources wisely, organizing an equitable society and building with skill and purpose provide the basis for regional planning. The bywords of importance are conservation, equity and efficiency. Conservation means preserving and using our existing investments fully before adding new ones, and protecting our finite natural resources. Thus a preferred plan should protect critical lands, economize on energy and encourage the use of existing facilities. In the matter of equity it will be essential to eliminate the artificial constraints imposed on some citizens through intended or accidental prejudice.

Finally, an efficient region requires that best advantage be taken of the natural and human resources that are indigenous to this Region. Thus the direction of land-use planning policies will be to keep journeys to work short, provide more accessible distribution of public facilities, especially parks and recreation lands, to preserve the unique central harbor, to protect the mountains and beaches, and to promote a healthier climate for business and industry.

But more particular policies—such as

those considered in the choices examined above—are used to focus this plan for the year 2000. The first three choices—older cities, critical lands and transit supporting densities—show similar results. Therefore, if the policies of each are applied concurrently, they will be mutually reinforcing—building on the existing investment in the older cities, conserving natural lands and saving energy through mass-transit usage and higher densities. The fourth choice, sewered areas, adds maintenance of some older, denser suburban areas to the policy mix and moderates the results. Therefore, the attributes of these four schemes are used as the basis for the plan described in the next chapter.

There is little doubt that these four schemes, all emphasizing concentrated development, carry us further toward using natural resources wisely and organizing an equitable society. The third major goal—building with skill and purpose—could also be attained under these approaches if careful rebuilding of the urban centers can be supported by economic revival.

The task at hand is to describe how the Region, under these policies, can and ought to look in 2000.

IV. THE LAND-USE PLAN

The goals briefly stated in Chapter II and tested in Chapter III can be extended as follows:

Use natural resources wisely.

Consider the effects of development and redevelopment on critical lands, air and water resources and energy supplies. Explore how growth and change can be accommodated without significant damage to these resources. Emphasize development patterns that save energy. Indicate which areas should be withheld from development.

Organize an equitable society. Work toward full employment, satisfaction of living needs, equitable sharing of resources and assets and equality of opportunity. Eliminate prejudice for all persons regardless of race, color, religion, sex, age, income, household size or national origin.

Build with skill and purpose. Encourage economic recovery and development, rehabilitate and preserve homes and work-places in older cities, conserve energy, build efficient public works and make full use of those that exist.

We can now set forth the major objectives on which the plan is structured: *Conserve Critical Lands, Concentrate Development and Balance Dwellings, Jobs and Services.*

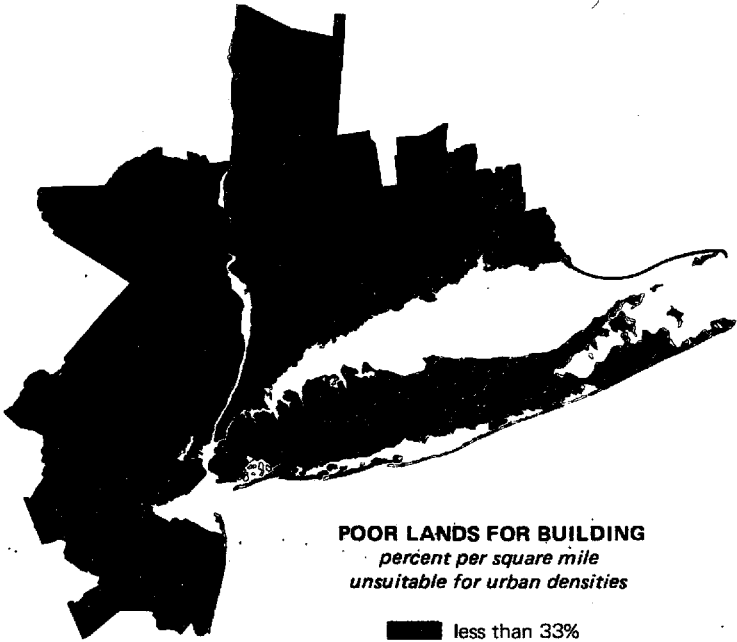
CONSERVE CRITICAL LANDS

It is national policy with popular backing that in some places urban development should not occur. This arises from a realization that development responding only to the market often leads to scattered development (urban sprawl) that damages the natural environment and its resources as well as the viability and welfare of existing urban places. Accordingly, the plan proposes careful conservation of the Region's critical lands. Critical lands are inventoried vacant lands where environmental characteristics make it desirable either to prevent development or provide special safeguards if development must occur. Following are some of the undesirable effects of developing various types of critical lands:

Lands unsuitable for construction by reason of slope, excessive rockiness, thin soil cover, poorly drained soil and flooding.

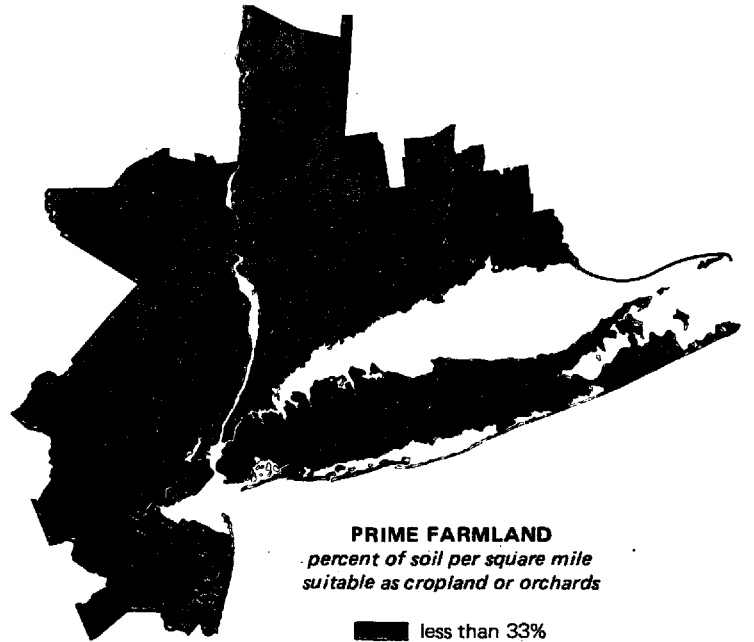
Construction and maintenance will be

LAND CHARACTERISTICS



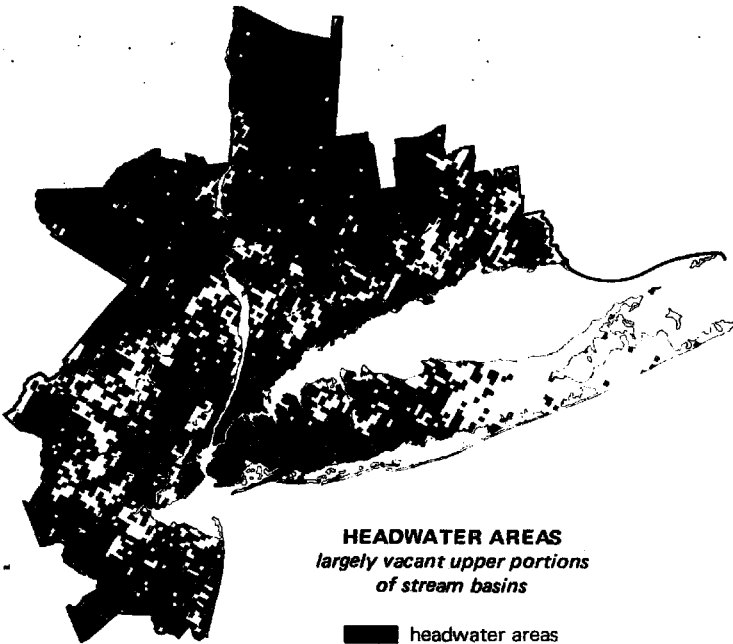
POOR LANDS FOR BUILDING
*percent per square mile
 unsuitable for urban densities*

less than 33%
 33 – 66
 more than 66%
 developed land



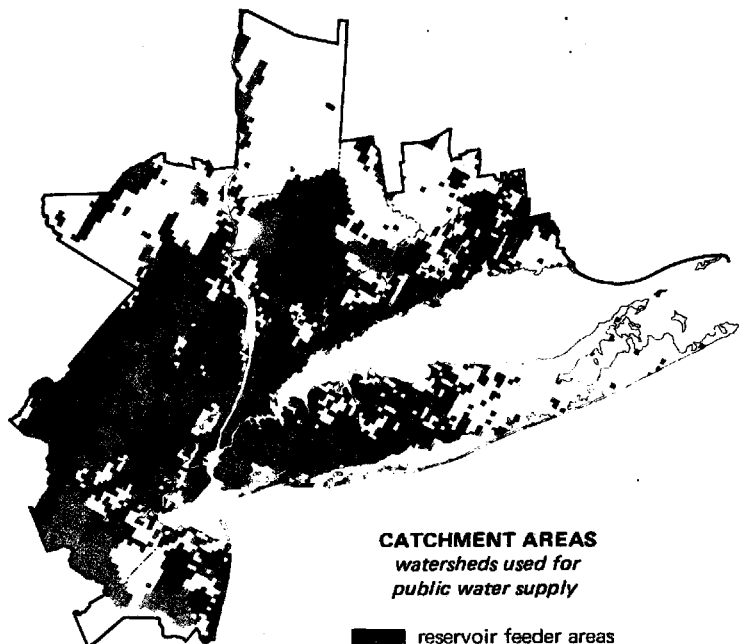
PRIME FARMLAND
*percent of soil per square mile
 suitable as cropland or orchards*

less than 33%
 33 – 66
 more than 66%
 developed land



HEADWATER AREAS
*largely vacant upper portions
 of stream basins*

headwater areas
 developed land



CATCHMENT AREAS
*watersheds used for
 public water supply*

reservoir feeder areas
 feeder areas to intakes
 and stream diversions
 developed land

costly, nuisances will be created, flooding, runoff, erosion and sedimentation will be excessive unless expensive measures are taken, and whole stream systems will be altered.

Prime agricultural soils not yet built upon. The Region's capacity to produce food and to provide jobs and a rural way of life for some of its citizens will be diminished.

Headwater areas (vacant areas in the upper portions of stream basins).

Urban runoff will enter streams near their sources and reduce the stretches carrying clean water. Constant flow will be reduced. Urban places downstream will be deprived of clean water.

Watersheds and ground water recharge areas.

Pollutants generated by human activities will lower water quality and make purification expensive. It is possible that certain toxic materials can never be removed, and heavily treated water is less desirable for human consumption.

Other areas with recognized natural functions—dunes, wetlands, wildlife habitats, upland forests.

Building on natural dunes takes away their ability to protect against coastal storms. Since wetlands absorb precipitation and produce materials entering the food chain, we put them to other uses at considerable peril. Incursion on wildlife habitats, especially those of plant-and-animal-endangered species, also interferes with links in the food chain, or deprives people of insight into the natural character of the Region.

Recreation lands (beaches and other coastal and river edges, lake fronts, highlands, historic sites and preserves).

Developing such areas for private use is contrary to public recreation needs and a denial to the public of much natural heritage. Improving water quality may

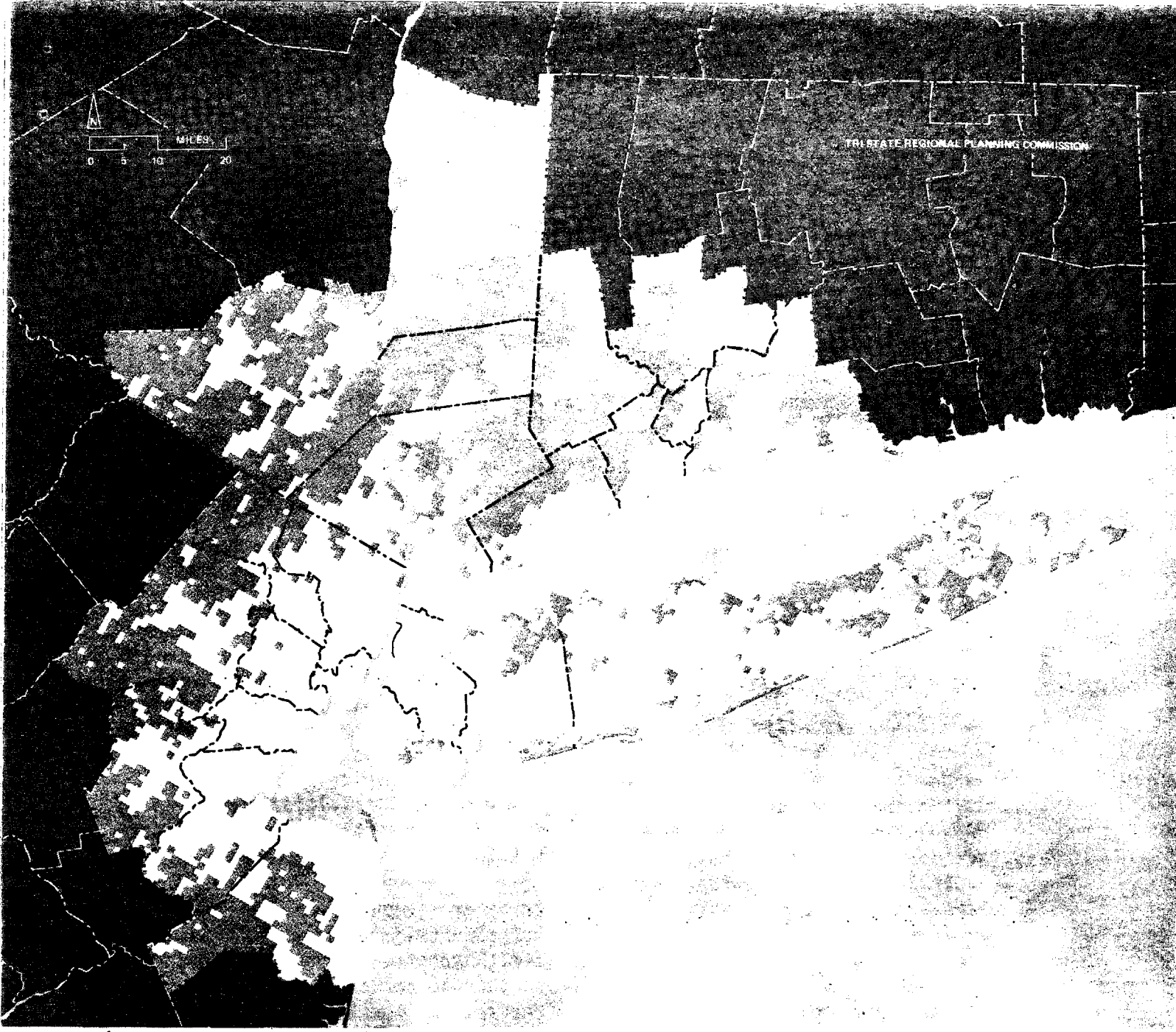
increase development pressures, which must be resisted.

Existing and proposed parks, defense reservations and water agency holdings are obvious parts of the open land pattern.


All of the preceding are the types of locations where urban development should not occur, or should only occur subject to careful conservation measures. The principles outlined above apply to all parts of the Region, wherever vacant land exists, whether such parts are predominantly vacant or partially urban. Identification of specific critical land sites is the responsibility of local planning.

The Commission has compiled estimates of critical land areas and processed the data for use in balancing living-space needs with natural environmental functions. As a result of these analyses, to implement the conservation of critical lands, the plan designates parts of the Region as open-land areas. These areas are planned at the regional scale to remain either in the natural state as conservation areas or as recreational open space or in agriculture or at very low densities. Usually, a predominance (70 percent) of critical lands within a given square mile indicates a candidacy for open-land designation. Subregional agencies have been consulted for corroboration. Other concerns used to derive these designations included: the present predominance of vacant land; the absence of streets, water and sewer lines, schools and other urban services; and the finding that the remaining developable lands are amply sufficient to accommodate the planned and balanced growth of jobs and housing in the Region and in each subregion for the foreseeable future.

As noted above, some predominantly open lands may be used at very low densities for incidental residential or nonresidential uses. However, such uses should be strictly limited or regulated so that storm-water runoff patterns are improved (or at least not worsened), flooding is not increased and



RECOMMENDED OPEN-LAND USES

 FARMS, WOODLANDS, PRESERVES, PARKS, OR NEW RESIDENCES WITH TWO OR MORE ACRES OF LAND PER UNIT.

other natural and ecological systems are maintained. The lowest residential densities deemed constitutional should be maintained in open-land areas: three to ten acres per dwelling, more if possible. In any case, local zoning should be encouraged for densities lower than two acres per dwelling. Public works, particularly sewer trunk lines and arterial roads, should not be built on open lands, and interchanges on expressways should be omitted or widely spaced.

Small clusters of development may exist within areas that the plan designates as open lands. Expanding growth around these small clusters is not intended, but new "in-fill" building at current densities is appropriate and often necessary.

To balance dwellings, jobs and services is also a major land-use objective of this plan, as explained later in this chapter. Therefore, the designation of any part of the Region as open land is not intended to provide any jurisdiction with support for exclusionary housing practices. While the precise locations of housing are for each jurisdiction to determine, making adequate land available for housing to meet fairly its share of the needs of the region of which each local jurisdiction is a part is an obligation of every municipality in the Tri-State Region. Among the tests of appropriate local planning is the provision of realistic sites for a cross-section of housing types appropriate to the location and to employment within the region.

Consequently, if the need can be demonstrated, areas designated as open lands may be developed to balance housing with employment as long as careful design and adequate safeguards and facilities for environmental protection are provided. Clustering at higher densities on the more buildable sites may avert environmental conflicts on critical lands. The economics of overcoming environmental problems at particular sites may require higher densities to support protective measures. But in any case the use of open or critical lands for

any developmental purpose should be publicly justified in accordance with the above criteria.

CONCENTRATE DEVELOPMENT

Closely grouping the places where people live, work and play provides higher economic returns than dispersal. It economizes space, time and energy. In an older Region such as this one, concentration makes good use of a massive existing private capital investment and enhances the effectiveness of the public services already in place.

Thus the plan aims to revitalize the Region's older cities and boroughs. To accomplish this, six categories of concentrations have been identified, each with differing characteristics and growth potential. Lists of the proposed concentrations in each of these categories are appended to maps later in this chapter.

1. Manhattan and Environs

Concentration is the essence of the Manhattan central business district. It hosts one-quarter of the Region's jobs, including those for 40 percent of workers living in the other New York City boroughs. In addition, places like Brooklyn's downtown and its industrial areas, Jamaica, Jersey City, the Bayonne-Jersey City-Hoboken waterfront, the Hackensack Meadowlands, and Newark and its environs are partners of the Manhattan center. The port of New York and the Region's large commercial airports serve this core, and the northeastern rail system converges there. In an environmentally conscious time when energy is scarce, the bulk of the Region's future economic development should be directed to these central areas, and many of the Region's new jobs should be located there.

2. Other Primary Centers

Most of the other subregions have one or more larger centers, almost always in older cities. These contain central business districts often combined with adjacent industrial and



LOCATIONS FOR MAJOR NONRESIDENTIAL USES

- MANHATTAN
- PRIMARY
- SMALLER
- INDUSTRIAL DISTRICTS
- MIXED LOCAL
- UNIFUNCTIONAL AND INSTITUTIONAL

cultural centers. Each provides a relatively large area with jobs, shopping, services and entertainment. Large or special facilities of many kinds, including offices, belong in these primary downtowns. They should be preserved and strengthened, receiving a meaningful share of the Region's job growth.

3. Smaller Centers

The Region also contains smaller central business districts within its many other existing cities or boroughs, also often combined with adjacent industrial and cultural facilities. They serve primarily the populations of immediately surrounding areas, and contain the common facilities, including offices, needed at the local level. Their size and growth should reflect the needs of the populations they serve.

4. Industrial Districts

Many of the Region's important industrial districts are located separately from the urban centers described above, often at converging transportation routes, both highway and rail. Some districts are fully developed, but many are only partly built up, including those near the older cities. A few new districts may be needed in areas where population growth is expected or planned. Factories and warehouses requiring extensive space per employee on a single level are appropriate for these districts at as high densities as possible so employees can reach them by public transportation. Large office buildings are not appropriate in such industrial areas. Any exceptions should be publicly justified.

5. Mixed Local Nonresidential Activities

Other less concentrated, usually highway-oriented locations of economic activity exist throughout the Region. Most of these have been developed during the last generation to serve the Region's expanding, automobile-based, suburban areas. The plan proposes to restrain future growth in these locations, allowing it only in response to demonstrable need, in order to provide greater incentives to

revitalizing the older cities. More highway shopping centers, strip commerce, office parks, motels, industries and warehouses and other large employment places in outlying areas should be allowed only upon explicit public justification.

6. Unifunctional and Institutional

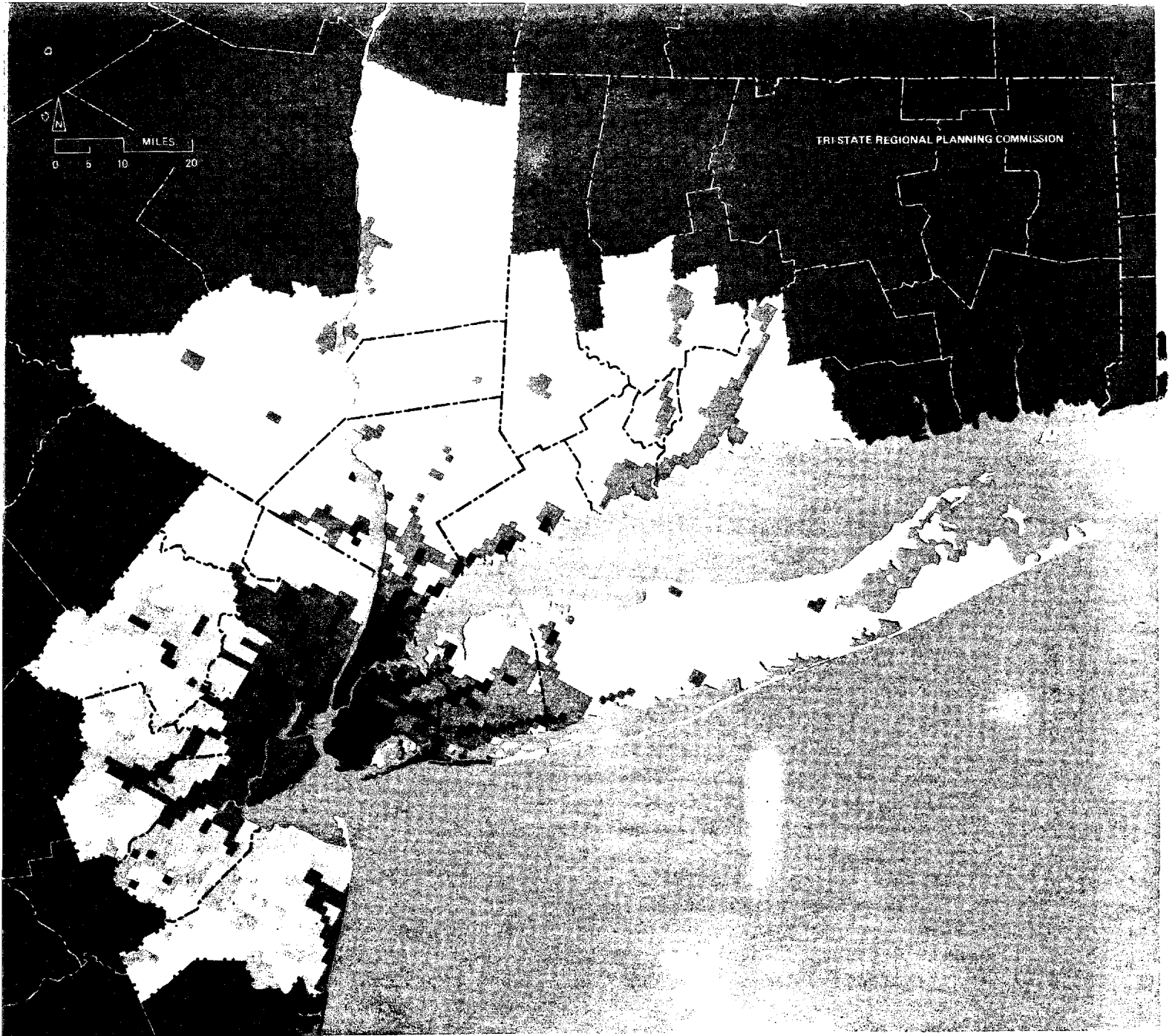
This last category of "economic" concentrations includes a variety of special places, each with its own individual development characteristics and its own dynamics of growth, stability or decline. They include military bases, government depots and establishments, isolated large corporate headquarters and research facilities, large isolated hospitals, colleges and universities. The sum of these facilities is not expected or planned to receive more than negligible growth, if any. Further development of these types in isolated locations is in conflict with this plan's objective of revitalizing the Region's older centers. Any exception should be publicly justified.

Balanced Housing

To the extent that less concentrated or isolated developments occur (as in the case of any other type of employment concentration, especially in suburban and rural locations) they impose a municipal obligation to provide opportunities for a variety and quantity of housing sufficient to meet the housing needs of all economic groups. This obligation reflects this plan's third major objective, as described later in this chapter, to balance dwellings, jobs and services.

Preserving Older Cities

Preservation and revival of our older cities for commerce and industry is substantively addressed in the first four of the above-listed categories. This effort will be aided by building up a "critical mass" of demand for their sites and services. This will result in part from conservation of critical and open lands. When rural locations are thus limited, urban sites will become essential.



RECOMMENDED DENSITIES FOR NEW DEVELOPMENTS

when new residential developments are built, localities should encourage the following densities:

- 2 – 6.9 UNITS PER NET ACRE
- 7 – 14.9
- 15 – 29.9
- 30 OR MORE

City and state governments will then need to expedite preservation and development for commerce and manufacturing in the older cities. Transportation improvements should support these efforts.

Concentrations of employment must contain and be surrounded by housing at densities higher than elsewhere to support public transportation, whether bus, suburban rail, or rail rapid transit. Combining employment centers with higher density housing will tend to shorten trip lengths, and increase the attractiveness of pedestrian and public-transportation travel. Reducing the need for automobiles will save energy and decrease air pollutants.

Density Standards for Concentrations

The average density, expressed in net dwelling units per acre, is often composed of two or more types of housing, ranging from detached single-family dwellings, to two-to-four-family structures, to townhouses, to garden apartments and sometimes to middle- or high-rise structures.

Studies of current mass-transit services show a close correlation with residential density levels as they relate to business, employment and cultural centers.

Local bus service occurs generally where densities exceed seven dwelling units per acre. Rail rapid transit is generally associated with densities exceeding 30 dwelling units per acre, often 40 or 50. Near busy suburban rail stations, average densities of 15 dwelling units per acre or more are found. When densities reach these levels, mass-transit services are often provided.

These densities correspond to those which, elsewhere in this report, are designated as the "middle densities" comprising two-to-three-family houses, townhouses and low-rise building, as well as detached single-family dwellings in the lower ranges. These are the recommended density levels to achieve reasonable costs of housing and public services within reach of the bulk of the

Region's population. However, in older suburban areas now fully developed primarily with single-family houses, no more than the minimum density in each category is recommended.

Economic Revival

The foregoing standards assume that a strong and carefully managed economic revival will take place. The land-use recommendations for concentration of development and renewal of older cities are thus important ingredients of a wider effort to restore the economic prosperity of the Region.

Efficient use of the Region's resources can provide a solid foundation for this effort. These resources include a wide variety of elements such as:

Waterways for transportation, recreation, industrial processing and cooling and water supply.

Transportation, including the largest port in the nation, rail freight and expressway networks, commercial and general aviation airports, the nation's most extensive rail rapid transit and suburban passenger rail systems.

Diverse sources of power, including outer continental shelf petroleum and natural gas, wind and solar energy potential and solid waste for combustion. Fertile soils for food production, processed sewage sludge for fertilizer manufacture.

Vacant buildings for adaptive reuse and sites for development served by mass-transit and by utilities and accessible to large labor pools.

A large quantity and diversity of human skills and enterprises to staff any undertaking.

Marshalling these resources will be a complex operation that must deal with:

National industrial shifts.

Security problems in the older centers.

Tax differentials within the Region.

Rail and expressway access.

Imbalanced interregional energy costs.
Development of energy futures.
Air and water quality.
Migration patterns of the labor force.
Benefits and liabilities of intense unionization.

It can rely, however, on such existing assets as:

The attraction of the Region's core areas to financial institutions and corporate headquarters.
An unparalleled educational apparatus.
Multinational flavor.
Cultural, historic and entertainment diversity.

In addition to the foregoing unique assets, the Region offers unusual opportunities for pioneering in small business, small-scale production and marketing, home renovation and community organization.

Environmental Quality

The objectives of concentrating new development and revitalizing the older cities must not impede efforts to achieve acceptable air quality. Shorter trips and increased public transportation fostered by the concentration objectives of the plan will help reduce hydrocarbon, carbon monoxide, and nitrogen oxide emissions. Reduction of sulfur dioxide and particulate emissions, on the other hand, may require efforts on other fronts.

BALANCE DWELLINGS, JOBS, SERVICES

The everyday lives of the Region's citizens are the final measure of the skill and purpose used in developing new areas or redeveloping old ones. Goodness in everyday life means a proper balance among residential satisfaction, private enterprise and public services.

It is a primary purpose of this *Guide*, together with the Commission's housing plan, to expand significantly the housing location choices of economic and social minorities who are now concentrated heavily

in the older urban areas of this Region. The growing segregation of both races and classes is harmful to this Region. It is the policy of this Commission and of this *Guide* to expand rapidly the choices for those now denied them due to exclusionary or other prejudicial practices. Toward this goal, all land-use choices should sensitively blend the dual objectives of environmental quality and social equity.

The major components of this effort might be listed as follows:

Activities and Services

Workplaces
Shopping and related services
Community facilities: education, health, recreation, cultural activities

Public Works and Costs

Streets and highways
Water supply
Waste disposal
Energy
Public transportation

Quality of Life

Housing types
Neighborhood character
Public preferences
Safety
Equality of opportunity
Individual identity

Activities and Services

Workplaces. Opportunity for and accessibility to jobs (often identical matters) are probably the basic requirements for a satisfying community. Development of housing near jobs and of jobs near present and likely communities are principles indispensable for saving energy, reducing air pollution and maintaining employment of most skills at adequate wage levels. In many cases, a long journey to work prevents low-income people from obtaining jobs. In other cases, residential zoning that implies high-cost housing in localities that are simultaneously advocating industrial development discourages

the poorer, distant worker and increases automotive fuel consumption.

Shopping and community services.

The moderate densities recommended for efficient concentration in the preceding section result in shorter trips for shopping, personal and household services, and for health, education, recreation and cultural activities, thus inspiring the use of public transportation. This is particularly beneficial to youth, the elderly and households without cars.

Recreation and leisure. As a major land-use component of the *Regional Development Guide*, the Region's parks are planned to meet the recreation preferences of its citizens in a range of locations. Recreation facilities are also keyed to water resources and characteristics of the land.

In each locality, outdoor recreation facilities should meet certain standards. Priority in funding should go to the older urban areas where parks are deficient. To exploit existing assets, the plan recommends maintaining, renovating or converting existing parks and recreation areas to meet residents' choices.

Recognition of the past, embodied in historic buildings and locales, will add to the leisure assets of communities.

Water for recreation is almost as much in demand as land, yet pollution is most severe in water bodies in or near the largest populations, which are usually disadvantaged communities. Many of these areas are burdened with the prevalence of combined sanitary and storm sewers, for which sewage treatment is particularly difficult and expensive. Yet suitable communities require clean waterways wherever there is a demonstrable demand for swimming, boating and fishing.

Public Works and Costs

Analyses have indicated that sprawl development at densities below two dwellings per acre requires streets, curbs, sidewalks and parks; lines for gas, electricity, and water; and sewage and solid-waste disposal

at significantly higher costs per dwelling both initially and over the years.

Because of the excessive initial cost, only the top 20 percent of the Region's households can afford new houses. Yet all, or almost all, of these services are needed, even at these lower densities. All operating costs, year after year, are higher. In sprawl development, trips to schools, shopping and work lengthen; walking and biking are less feasible; more fuel is burned; and environmental conservation is haphazard.

Water consumption and sewage flow in the Tri-State Region are higher than they need to be, and in numerous areas per capita rates have been rising markedly in recent years. Before engaging in costly projects to obtain more water and to expand our sewage treatment plants, the Region should realize substantial savings by reducing consumption. The future mix of housing types and densities in the Region can have a significant impact. Federally sponsored research has shown that water consumed in single-family dwellings at a density of three units per acre is about 70 percent more per unit than at a density of 15 units per acre. (The latter density is well within the range that will justify a public transportation system.)

The research cited above has also shown how density and housing type relates to energy consumption. Again, low-density sprawl is the development type requiring the most energy. This arises from house-heating costs, which are highest for single-family, detached structures, as well as from the automotive fuel used in a settlement pattern with dispersed trips to work, schools, services and recreation. Air polluting emissions are correspondingly high.

Therefore, no new urban tracts, even where existing single-family dwellings are predominant, should be developed at average densities lower than two units per net acre. The higher transit-supporting densities as defined before are necessary in and near

concentrations of development and activity. The average density in a neighborhood or community may, and often should, include a suitable range of lot sizes and dwelling types to accommodate a variety of households.

Development occurring at less than the urban minimum should be at the much lower densities recommended in the section of this chapter entitled "Conserve Critical Lands." Development at the inefficient, costlier, "in-between" densities cannot be justified.

The open-land system with its recommended low density is reinforcing to efficient water supply in the Region's urban areas. Open lands protect existing and potential sources of water supply within and adjacent to the Region's boundaries. Thus they reduce the need for new costlier, distant, water-supply projects.

Water supply and sewerage, arterial roads, interchanges and service roads along limited-access highways, and public transportation services, are prime stimulants for new or intensified housing development. Often, mere proposals of these are enough

to start land speculation. These publicly financed elements should be planned, constructed or rehabilitated only where residential development exists at recommended densities or is so planned.

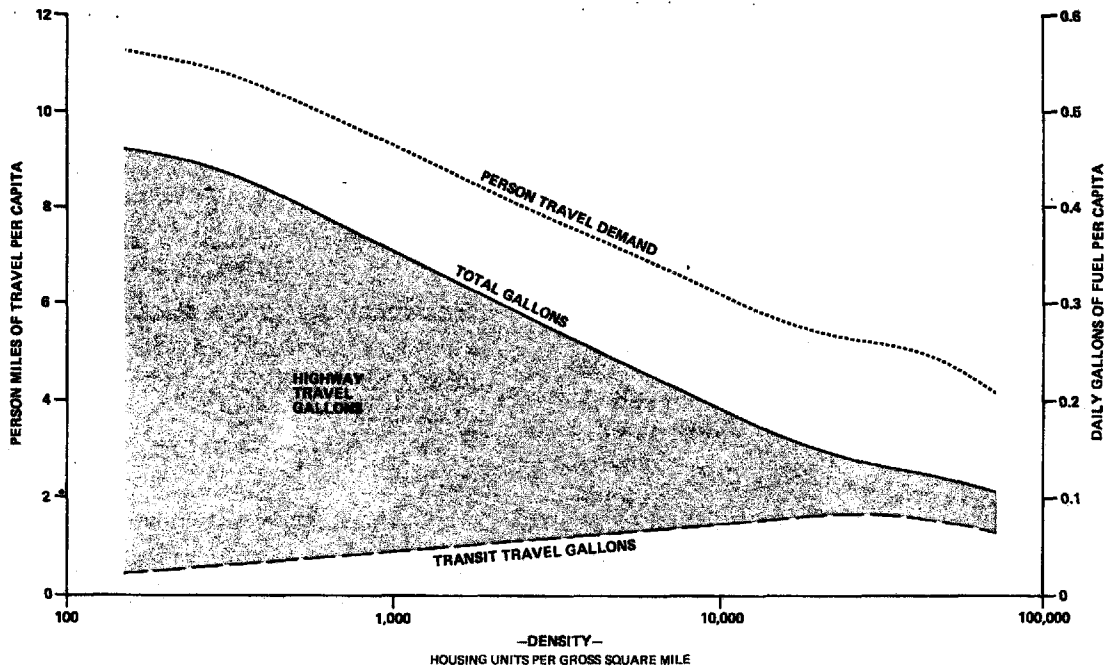
More specifically, in many of the older cities of the Region, the water and sewer mains and other public works have deteriorated seriously. To help restore the Region's older cities, rehabilitating these facilities should receive the highest priority. Similarly, public transportation in some older cities and in parts of others has become defective, and expressway access is inadequate. The restoration of the cities requires the correction of these problems.

Quality Of Life

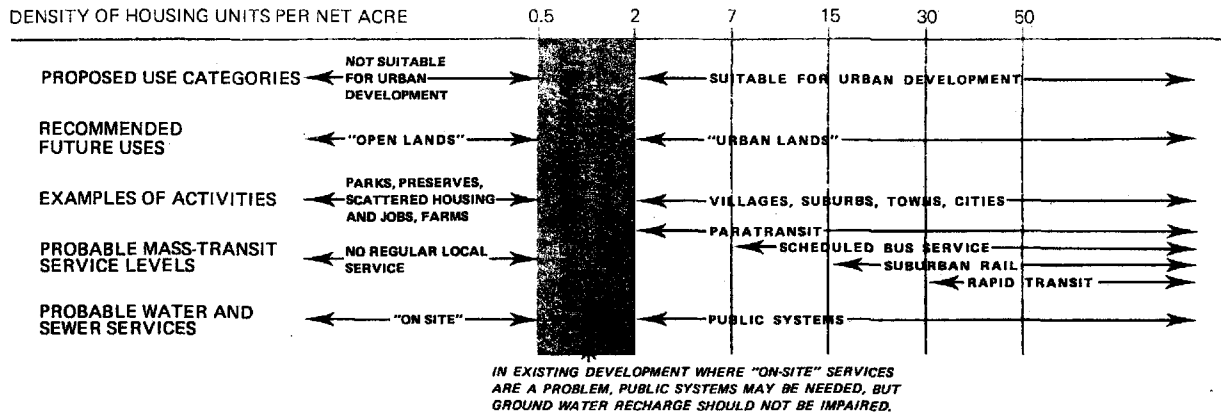
A suitably equipped community requires a mix of houses and apartments at costs that will accommodate a full range of income levels, age groups and household types.

Beyond cost-efficiency, the character and density of development should respond to the needs and desires of the people. A Tri-State citizen survey found that 54 percent

DEVELOPMENT DENSITIES VS. TRAVEL AND FUEL CONSUMPTION



RECOMMENDED DEVELOPMENT DENSITIES AND SERVICES



prefer single-family houses and almost a third would prefer to buy a house on a medium-sized lot or in a rural area. But the latter types are the most costly to develop and the most inefficient in energy. They are typical of spread development, which is contrary to the objectives of this plan.

Only 37 percent of the population currently resides in single-family houses. However, another one-quarter of our citizens live in domiciles that provide many of the amenities sought in the single-family unit, yet are also less costly and more energy conserving: two- and three-family structures, townhouses and garden apartments. These walk-up modes, along with a suitable amount of low elevator types, are appropriate and practicable even in our dense cities.

In view of the Region's conservative growth potential and the plan's aim to preserve and revitalize its older cities, a strong emphasis must go to preservation (and improvement if necessary) of its existing dwellings and residential neighborhoods. Effective preservation programs must involve both private enterprise and government action. They may include such diverse elements as the rehabilitation of older

dwellings, financial assistance for homeownership, the remodeling and adaptive reuse of old structures that have outlived their former usefulness (including but not limited to historical landmarks), harmonious new building on selected sites where necessary and increases in desired amenities, including playgrounds, greenery and open space. This kind of comprehensive preservation effort has been effective in many places in restoring the attractiveness of old neighborhoods for middle-income groups. Both redevelopment and rehabilitation should occur first where all or most of the urban streets, sewers, water lines and schools are already in place. The principle of neighborhood preservation favors new incremental development at the existing density in an already substantially developed place. The specifics of rehabilitation are addressed at greater length in the housing element of the Commission's comprehensive plan, *People, Dwellings and Neighborhoods*.

Yet some of the older residential centers have heavy liabilities in the form of crowded tenements built in the 19th and 20th centuries and in the form of the high-rise public housing built in the last 40 years. The Region's expected slow growth may enable cities

to provide housing and adequate open space at safer and more appropriate densities. As noted above, the "low-rise" ranges (from 10 to 50 dwellings per acre), featuring two- to four-unit structures and townhouse, garden apartment and walk-up types, are the least costly. They are more amenable to home-ownership, and they will also maintain the "market" for bus and rail transportation. Furthermore, they are likely to provide living environments closer to the expressed preferences of the majority.

Conversely, sites in many existing suburban areas should receive new development at somewhat higher densities than the surrounding existing development. It is recognized that to continue the proliferation of predominantly single-family, detached homes at low densities is both economically infeasible and environmentally destructive. The objective in the suburbs is to increase densities to the levels specified earlier: no less than two dwelling units per acre anywhere, seven where bus service is provided, 15 near suburban rail stations and 30 for areas served by rapid transit. In older suburban areas now fully developed primarily with single-family houses, only the lowest levels of these densities are compatible with the character of these neighborhoods. Therefore the minimum density in each category is recommended.

New high-rise living units may be appropriate in Manhattan and in or near some central business districts, particularly in view of the apparent rapid increase in childless couples. Careful measurement of

the real demand is important, however, to justify such projects. Also, they should complement the city pattern, be harmonious with the scale and character of the surrounding environment and be fully taxpaying.

In simplest terms, housing will be most accessible to low- and moderate-income occupants when they can afford it with reasonable subsidies or even without them. As noted before, the moderate-to-middle densities—the single-family rowhouse, garden apartment, or low-rise apartment (not over six stories)—are the least expensive to build. They are also the most energy-efficient and are adaptable to various lifestyles.

Sometimes cheaper than new construction is the renovation of the many substandard housing units found in the older centers. Streets, schools and other services are usually already available, thus reducing the public costs and thereby releasing more resources for rehabilitated standard housing.

An adequate number of less costly units should be available for the lower-income households—at least equalling the number of lower-income household heads employed in the municipality. Low-income households without jobholders (senior citizens, the handicapped, welfare recipients) are also entitled to housing they can afford in the communities of their choice. All persons regardless of race, color, religion, national origin, sex, age, income, household size or handicaps should have opportunities for settling in any communities they choose, including newly developed areas.

This plan will be ultimately expressed in the location of homes, factories, parks, roads, rails, offices and other investments and in the daily activities of the Region's citizens as they use these physical arrangements. But for the present, this plan must be stated in goals, in objectives and in general geographic portrayals of open lands, population distributions and various types of economic centers.

The distributions in the accompanying table of population, jobs and dwellings for

2000 derive from this plan. They sum to the same targets for planned growth of the Region as a whole that the Commission adopted in January 1976, which are discussed at the conclusion of Chapter II. These distributions differ, however, from those adopted by the Commission in January 1976, since they reflect the objectives of the modified plan contained in this report.

The relatively close linkage between living and working locations that the plan proposes on urban lands is shown on the succeeding

maps. Also illustrated is the plan's relationship of these urban lands to open lands. Urban lands are square miles that are now or are designated on the plan to receive residential or nonresidential uses in four density ranges reflecting overall intensity of development. Open lands are a planned future-use category of square miles that are designated to remain predominantly in their natural state, or as agricultural, conservational or recreational open space, or at densities of more than two acres per dwelling unit, or with nonresidential uses at low densities. Square miles designated as urban lands may contain lands where development should not occur. Conversely, square miles designated as open lands may contain small clusters of development.

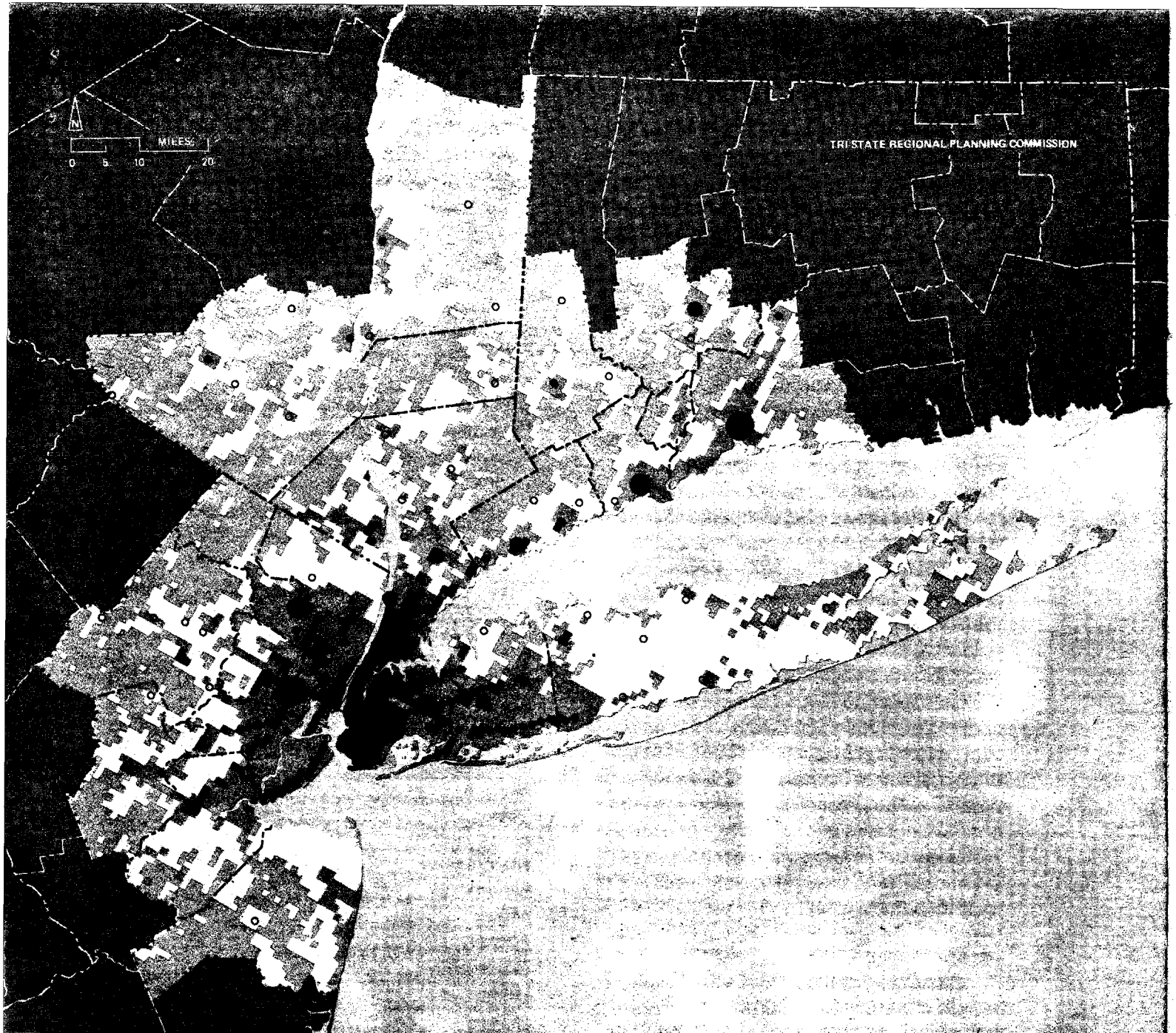
As previously discussed, a variety of concerns—such as development demands related to population; housing and job needs; public facilities and services; critical lands; accessibility; energy conservation; and recreation—were combined to yield the above designations. In reading these and other maps in this report it is important to understand that they are general representations of predominance of development or nondevelopment and of average densities within square mile units. The more precise planning of land uses on specific sites is a local responsibility.

Plans are often regarded with doubt because completely certain ways of attaining their objectives are not at hand. But to limit goals and objectives because present "tools" are inadequate would be a poor argument for not setting admittedly difficult targets. The next chapter suggests the right tracks toward a desirable future.

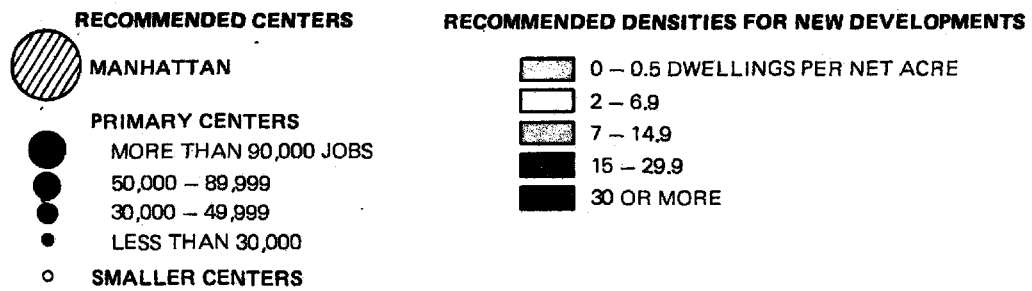
This table presents interim targets that would result from the implementation of this plan. They are considered subject to adjustment in the course of negotiations toward consistency of plans with the states and counties or Connecticut regional planning agencies. A 5 percent deviation (plus or minus) from these targets will be deemed consistent with them.

POPULATION, EMPLOYMENT & HOUSING UNITS FOR THE YEAR 2000
targets for planned growth based on this plan

	Popu- lation (000's)	Em- ploy- ment (000's)	Hous- ing Units (000's)
Tri-State Region			
Total	20,810	9,110	7,860
Connecticut Portion ..	1,890	783	663
New Jersey Portion ..	5,980	2,553	2,167
New York Portion	12,940	5,774	5,030
New York City	7,660	3,868	3,207
New York without the City	5,280	1,906	1,823
Connecticut			
Central Naugatuck ...	270	99	95
Greater Bridgeport ...	350	155	123
Housatonic Valley	200	63	70
South Central	580	260	204
South Western	390	172	135
Valley	100	34	36
New Jersey			
Bergen	1,020	419	365
Essex	980	482	362
Hudson	610	323	247
Middlesex	820	337	284
Monmouth	620	198	223
Morris	520	166	181
Passaic	540	237	197
Somerset	280	96	97
Union	590	295	211
New York City			
Bronx	1,310	259	514
Brooklyn	2,420	606	962
Manhattan	1,430	2,365	747
Queens	1,920	501	776
Staten Island	580	137	208
New York without the City			
Dutchess	310	124	108
Nassau	1,470	571	504
Orange	390	133	141
Putnam	90	22	35
Rockland	350	113	115
Suffolk	1,700	541	574
Westchester	970	402	346



REGIONAL DEVELOPMENT GUIDE



REGIONAL DEVELOPMENT GUIDE

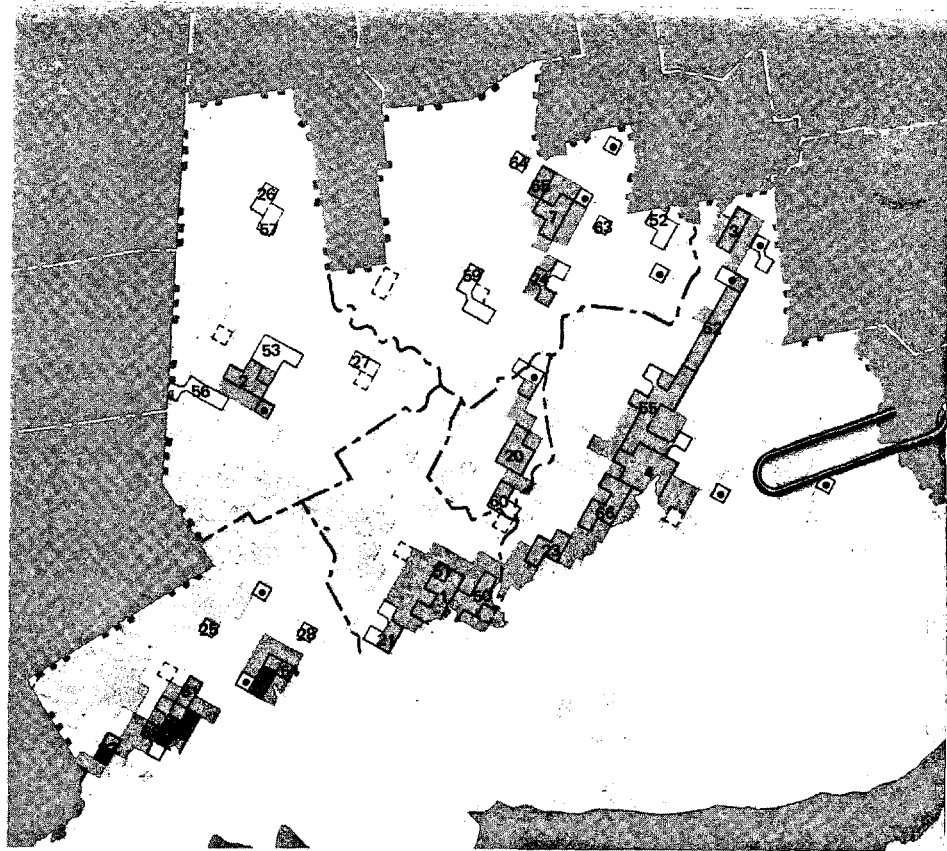
Connecticut

RECOMMENDED CENTERS

- 1 PRIMARY CENTERS (identified by number)
- 20 SMALLER CENTERS (identified by number)
- 50 INDUSTRIAL DISTRICTS (identified by number)
- MIXED LOCAL CENTERS
- UNIFUNCTIONAL AND INSTITUTIONAL CENTERS

RECOMMENDED DENSITIES FOR NEW DEVELOPMENTS

- 0 - 0.5 DWELLINGS PER NET ACRE
- 2 - 6.9
- 7 - 14.9
- 15 - 29.9
- 30 OR MORE



PRIMARY CENTERS

1. Bridgeport
2. Danbury
3. Meriden
4. New Haven
5. Norwalk - South Norwalk
6. Stamford
7. Waterbury

SMALLER CENTERS

20. Ansonia* - Derby - Shelton
21. Fairfield
22. Greenwich
23. Milford
24. Naugatuck
25. New Canaan
26. New Milford
27. Newtown
28. Westport

INDUSTRIAL DISTRICTS

50. Bridgeport east - Stratford
51. Bunnells Pond (Bridgeport)
52. Cheshire north - Milldale south
53. Danbury northeast - Beaverbrook
54. East Norwalk
55. Hamden - North Haven - Cedar Hill
56. Mill Plain - Fairgrounds
57. New Milford south - Still River
58. Old Greenwich
59. Oxford - Uniroyal
60. Shelton south
61. Springdale - Glenbrook
62. Wallingford
63. Waterbury east
64. Watertown
65. Waterville (Waterbury)
66. West Haven

MIXED LOCAL CENTERS

- Bethel
- Branford Center - Cherry Hill
- Cheshire
- East Meriden
- Guilford
- Meriden east
- Norwalk west
- Seymour
- Waterbury - Wolcott Road
- Wilton
- Wolcott
- Yalesville

UNIFUNCTIONAL CENTERS

- East Haven (Tweed-New Haven Airport)
- Lordship (airport)
- Oxford Airport
- Stratford (Sikorsky Aircraft Company)
- Trumbull (shopping center)
- Turn of River (Xerox and two other headquarters)

INSTITUTIONAL CENTERS**

- Danbury north (federal penitentiary)
- Newtown (Fairfield Hills Hospital)
- Southbury Training School

*Includes adjacent industrial and mixed local nonresidential areas.

**These are geographically isolated from other employment centers. Many institutions in the Region are mixed with other centers, especially primary centers, and are therefore not separately identified.



REGIONAL DEVELOPMENT GUIDE

New Jersey

RECOMMENDED CENTERS

- 1 PRIMARY CENTERS (identified by number)
- 20 SMALLER CENTERS (identified by number)
- 50 INDUSTRIAL DISTRICTS (identified by number)
- MIXED LOCAL CENTERS
- UNIFUNCTIONAL AND INSTITUTIONAL CENTERS

RECOMMENDED DENSITIES FOR NEW DEVELOPMENTS

- 0 – 0.5 DWELLINGS PER NET ACRE
- 2 – 6.9
- 7 – 14.9
- 15 – 29.9
- 30 OR MORE

PRIMARY CENTERS

1. Elizabeth
2. Hackensack
3. Jersey City (Journal Square)
4. Morristown
5. Newark
6. New Brunswick
7. Paterson

SMALLER CENTERS

20. Asbury Park* – Ocean Grove
21. Bernardsville
22. Bloomfield
23. Denville
24. Dover* – Wharton
25. East Orange
26. Englewood* – Bergenfield – Englewood Cliffs
27. Freehold* – Jerseyville
28. Long Branch
29. Madison* – Chatham
30. Montclair* – Glen Ridge
31. Netcong
32. Orange* – West Orange
33. Parsippany
34. Passaic
35. Perth Amboy
36. Plainfield* – North Plainfield
37. Rahway* – Clark
38. Red Bank
39. Ridgewood
40. Somerville* – Raritan
41. Summit
42. Westfield* – Garwood – Cranford
43. Woodbridge – Metropark

INDUSTRIAL DISTRICTS

50. Avenel (Woodbridge)
51. Bayonne – Port Jersey – Caven Point
52. Clifton – Athenia – Delawanna
53. Eatontown – Oceanport – Shrewsbury
54. Edgewater
55. Elizabethport – Port Elizabeth
56. Elmwood Park – Rochelle Park – Maywood
57. Fairfield – West Caldwell
58. Fair Lawn
59. Fairview – Ridgefield
60. Florham Park – Whippany – Troy Hills west
61. Fords – Raritan Center
62. Hendrickson Corner (Middletown)
63. Hillside – Irvington
64. Hoboken – Weehawken – Exchange Place
65. Kearny
66. Linden – Bayway – Tremley
67. Manville – Finderne – Bound Brook
68. Morris Plains – Littleton – Malapardis
69. Netcong northwest
70. North Branch
71. North Brunswick
72. Nutley – Belleville
73. Parsippany – Cherry Hill Road west
74. Piscataway northwest
75. Port Newark – Ironbound
76. Rockaway
77. Sayreville
78. Secaucus – North Bergen
79. South Plainfield – Oak Tree
80. Wallington – Teterboro – Moonachie
81. Woodbridge – Port Reading – Carteret

MIXED LOCAL CENTERS

Adams — Deans (North Brunswick)
 Adelphia
 Allentown east
 Atlantic Highlands
 Belmar
 Booton
 Browntown (Sayre Woods south)
 Butler
 Cedar Grove — Verona — Caldwell
 Convent Station
 Dayton — Jamesburg west
 Dunellen
 East Brunswick
 Englishtown — Tennent
 Farmingdale
 Fort Lee — Palisades Park — Ridgefield Park
 Glendola (Wall)
 Great Notch — Little Falls — Singac
 Haledon — Prospect Park

Highland Park — Stelton
 Junction of U.S. 9 and Highway 18
 Kenvil — Succasunna
 Livingston Mall
 Lafayette Mills (Manalapan)
 Mahwah — Ramsey — Allendale
 Manasquan
 Marlboro
 Matawan — Cliffwood
 Metuchen — Menlo Park — Edison
 Monmouth County Airport east
 New Providence — Berkeley Heights
 Northvale
 Norwood
 Paramus
 Park Ridge
 Plainsboro
 Pompton Lakes — Haskell
 Preakness (Wayne)

Preakness Hills (Wayne)
 Rockaway
 Rocky Hill
 Roosevelt Stadium — Lincoln Park (Jersey City)
 Rutherford — Lyndhurst — Berry's Creek
 Saddle Brook — Lodi
 Scotch Plains
 Somerset
 South Amboy
 Southard (Howell)
 South Orange — Maplewood
 Spotswood
 Spring Lake
 Stirling
 Totowa — Willowbrook — Mountain View
 Union — Kenilworth — Mountainside
 Upper Montvale
 Woods Tavern east (Hillsborough)

UNIFUNCTIONAL CENTERS

Basking Ridge (American Telephone & Telegraph)
 Belle Meade (U.S. government depot)
 Eatontown (Ft. Monmouth)
 Far Hills — Bedminster (American Telephone &
 Telegraph-Long Lines)
 Holmdel (Bell Telephone Laboratories)
 Madison (Exxon research)
 Monmouth County Airport
 Murray Hill (Bell Telephone Laboratories)
 Newark Airport
 Picatinny Arsenal
 Roycefield (U. S. government depot)

INSTITUTIONAL CENTERS**

Bradevelt (Marlboro State Hospital)
 Busch Campus (Rutgers University)
 Convent Station east (Fairleigh Dickinson University, College of
 St. Elizabeth)
 Greystone Park (state hospital)
 Lyons Veterans Hospital
 Madison (Drew University)
 North Branch (Somerset County College)
 Preakness (William Paterson State College)
 Randolph (County College of Morris)

**These are geographically isolated from other employment centers.
 Many institutions in the Region are mixed with other centers, especially primary centers, and are therefore not separately identified.



REGIONAL DEVELOPMENT GUIDE

Northern Suburban New York

RECOMMENDED CENTERS

- 1 PRIMARY CENTERS (identified by number)
- 20 SMALLER CENTERS (identified by number)
- 50 INDUSTRIAL DISTRICTS (identified by number)
- MIXED LOCAL CENTERS
- UNIFUNCTIONAL AND INSTITUTIONAL CENTERS

RECOMMENDED DENSITIES FOR NEW DEVELOPMENTS

- 0 – 0.5 DWELLINGS PER NET ACRE
- 2 – 6.9
- 7 – 14.9
- 15 – 29.9
- 30 OR MORE

PRIMARY CENTERS

1. Middletown
2. Mt. Vernon
3. Newburgh
4. New Rochelle
5. Poughkeepsie
6. White Plains
7. Yonkers

SMALLER CENTERS

20. Beacon
21. Brewster
22. Goshen
23. Mamaroneck* – Larchmont
24. Millbrook
25. Monroe
26. Mt. Kisco
27. Nyack* – Central Nyack
28. Ossining
29. Pawling
30. Peekskill
31. Port Chester* – Rye
32. Port Jervis
33. Spring Valley* – Monsey
34. Tarrytown
35. Walden

INDUSTRIAL DISTRICTS

50. Arlington (Poughkeepsie) – Manchester Bridge
51. Beacon north
52. Berea (Montgomery)
53. Dobbs Ferry – Hastings-on-Hudson – Chauncey
54. Dykemans (Patterson)
55. East Coldenham (Montgomery)
56. Fairview (Poughkeepsie)
57. Harriman
58. Middletown south
59. Morrison Heights (Montgomery)
60. Newburgh west
61. New Windsor
62. North Tarrytown
63. Orangeburg – Blauvelt
64. Scotchtown – Crystal Run (Wallkill Town)
65. South Mount Vernon
66. Wappinger Falls

*Includes adjacent industrial and mixed local nonresidential areas.

MIXED LOCAL CENTERS

Balmville (Newburgh)
 Blue Hill (Orangetown)
 Brinckerhoff (Fishkill)
 Bronxville – Tuckahoe – Eastchester
 Chappaqua
 Chester
 Cold Spring
 Cornwall
 Croton-on-Hudson
 Dover Plains
 East Middletown – Silver Lake
 Elmsford – Fairview
 Fairview northeast (Poughkeepsie)
 Fishkill

Florida
 Haverstraw – West Haverstraw
 Hopewell Junction
 Katonah – Bedford Hills
 Ludingtonville (Kent)
 Millerton
 New City
 north of North Highland (Philipstown)
 north of Sears Corner (Southeast)
 Pearl River – Nanuet – Clarkstown
 Peekskill east – Mohegan Lake – Shrub Oak
 Piermont
 Pine Bush
 Pleasant Valley

Pleasantville – Thornwood – Hawthorne
 Poughkeepsie south
 Purchase south (Harrison)
 Red Hook
 Rhinebeck
 Suffern
 Vails Gate (New Windsor)
 Warwick
 Washingtonville
 Yonkers Raceway – Dunwoodie
 Yorktown
 Yorktown Heights

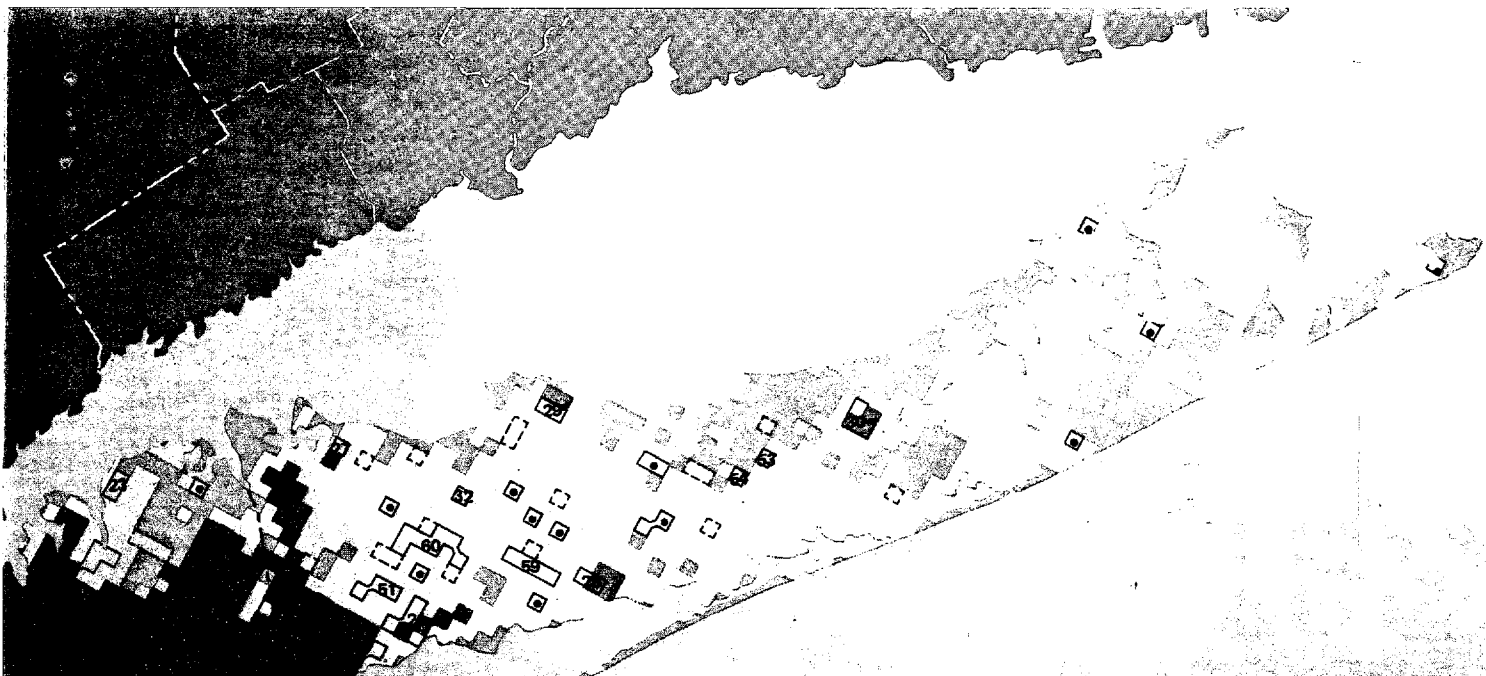
UNIFUNCTIONAL CENTERS

Armonk (American Can Company)
 Eagle Valley (International Business Machines and
 International Nickel Company)
 Harriman (Avon Products)
 Indian Point (nuclear power plant)
 Kitchawan (International Business Machines research center)
 Maybrook (railroad yard)
 Montgomery (Orange County Airport)
 New Hackensack (Dutchess County Airport)
 Poughkeepsie south (International Business Machines)
 Reader's Digest (New Castle)
 Sterling Forest (Union Carbide research center)
 Stewart Airport
 Westchester County Airport
 Wicoppee (International Business Machines)

INSTITUTIONAL CENTERS**

Blauvelt (Rockland State Hospital)
 Fairview (Hudson River State Hospital)
 Grasslands (Westchester County Medical Center)
 Green Haven Prison
 Maryknoll
 Middletown (state hospital)
 Mt. Ivy (Letchworth Village)
 Otisville (state training school)
 Palisades (Lamont-Doherty Geological Laboratory)
 Purchase (State University of New York)
 Wassaic (state school)
 West Point (U.S. Military Academy)
 Wingdale (Harlem Valley State Hospital)

**These are geographically isolated from other employment centers.
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REGIONAL DEVELOPMENT GUIDE: Suburban Long Island

RECOMMENDED CENTERS

- 1 PRIMARY CENTERS (identified by number)
- 20 SMALLER CENTERS (identified by number)
- 50 INDUSTRIAL DISTRICTS (identified by number)
- MIXED LOCAL CENTERS
- UNIFUNCTIONAL AND INSTITUTIONAL CENTERS

RECOMMENDED DENSITIES FOR NEW DEVELOPMENTS

- 0 – 0.5 DWELLINGS PER NET ACRE
- 2 – 6.9
- 7 – 14.9
- 15 – 29.9
- 30 OR MORE

PRIMARY CENTER

- 1. Hempstead – County Center

MIXED LOCAL CENTERS

- Brentwood
- Commack
- Farmingdale
- Floral Park
- Garden City – Mineola
- Great Neck – Manhasset – Roslyn
- Greenport
- Hempstead south
- Holbrook
- Inwood (Nassau County)
- Lake Grove
- Lake Ronkonkoma
- Lake Success
- Levittown
- Locust Grove – Syosset
- Middle Island
- Montauk
- Oceanside
- Oyster Bay
- Port Washington
- Sag Harbor
- Sayville
- Southampton
- Valley Stream – Green Acres
- Yaphank

SMALLER CENTERS

- 20. Babylon* – West Babylon – West Islip
- 21. Bay Shore* – Islip – Brightwaters
- 22. Freeport* – Merrick
- 23. Glen Cove
- 24. Hicksville
- 25. Huntington* – Huntington Station – South Huntington
- 26. Long Beach
- 27. Northport
- 28. Patchogue
- 29. Port Jefferson
- 30. Riverhead
- 31. Rockville Centre
- 32. Smithtown

UNIFUNCTIONAL CENTERS

- Calverton (Grumman Peconic Airport)
- East Farmingdale (Republic)
- Hauppauge (county center)
- Ronkonkoma (Islip-MacArthur Airport)
- Shirley (Brookhaven Airport)
- Upton (Brookhaven National Laboratories)
- Westhampton – Quogue (Suffolk County Airport)

INDUSTRIAL DISTRICTS

- 50. Amityville – North Amityville – Copiague
- 51. Deer Park – Pine Aire
- 52. Grumman
- 53. Manorville
- 54. Manorville west
- 55. Melville – East Farmingdale
- 56. New Cassel – Hicksville west
- 57. Pinelawn – Wyandanch
- 58. Plainview east – Nassau Crossways
- 59. Ronkonkoma – Veterans Memorial Highway
- 60. South Smithtown – Hauppauge

INSTITUTIONAL CENTERS**

- Brentwood (Pilgrim State Hospital)
- Central Islip (state hospital)
- East Northport (U.S. Veterans Hospital)
- Farmingdale (State University of New York)
- Garden City (Adelphi University)
- Greenvale – Old Westbury (C.W. Post College, N.Y. Institute of Technology, State University of New York)
- Half Hollow Hills (Suffolk State School)
- Kings Park (state hospital)
- Kings Point (U.S. Merchant Marine Academy)
- Seiden (Suffolk County Community College)
- Stony Brook (State University of New York)
- Uniondale (Hofstra University, Nassau County Coliseum)







*Includes adjacent industrial and mixed local nonresidential areas.

**These are geographically isolated from other employment centers. Many institutions in the Region are mixed with other centers, especially primary centers, and are therefore not separately identified.






REGIONAL DEVELOPMENT GUIDE

New York City

RECOMMENDED CENTERS

-  MANHATTAN
-  PRIMARY CENTERS (identified by number)
-  SMALLER CENTERS (identified by number)
-  INDUSTRIAL DISTRICTS (identified by number)
-  MIXED LOCAL CENTERS
-  UNIFUNCTIONAL AND INSTITUTIONAL CENTERS

RECOMMENDED DENSITIES FOR NEW DEVELOPMENTS

-  0 - 0.5 DWELLINGS PER NET ACRE
-  2 - 6.9
-  7 - 14.9
-  15 - 29.9
-  30 OR MORE



PRIMARY CENTERS

1. Downtown Brooklyn
2. Jamaica
3. The Hub (Bronx)

SMALLER CENTERS

20. Flushing* - College Point
21. Fordham Road - University Heights (Bronx)
22. St. George* - Stapleton (Staten Island)

INDUSTRIAL DISTRICTS

50. Flatlands - East New York (Brooklyn)
51. Long Island City - Hunterspoint - Maspeth (Queens)
52. Port Morris - Mott Haven - Melrose (Bronx)
53. Port Richmond
54. Red Hook - Bush Terminal (Brooklyn)
55. Steinway - Astoria (Queens)
56. Tottenville - Charleston - Rossville (Staten Island)
57. Travis - Arlington (Staten Island)
58. Unionport (Bronx)
59. Williamsburg - Greenpoint - Bushwick (Brooklyn)

MIXED LOCAL CENTERS

- Bay Parkway - Shore Parkway (Brooklyn)
- Central Harlem (Manhattan)
- Elmhurst - Rego Park (Queens)
- Kings Plaza (Brooklyn)

UNIFUNCTIONAL CENTERS

- Governors Island (U.S. military headquarters)
- Kennedy Airport
- LaGuardia Airport
- Rikers Island (city prison)

INSTITUTIONAL CENTERS**

- Creedmoor (state hospital)
- East Flatbush (Kings County Hospital, Downstate Medical Center)
- Kingsbridge (Lehman College, botanical gardens, Fordham University)
- Morningside Heights - Manhattanville (Columbia University, Barnard College, Cathedral of St. John the Divine, Union Theological Seminary, Jewish Theological Seminary, St. Luke's Hospital, Teachers College, City College)
- Roosevelt Island (New York Hospital, Rockefeller University, Bird S. Coler Hospital)
- South Beach Psychiatric Center (Staten Island)
- Wards Island (state hospital)
- Westchester Heights (Bronx State and Albert Einstein hospitals)
- Willowbrook (Willowbrook and Seaview hospitals)

*Includes adjacent industrial and mixed local nonresidential areas.

**These are geographically isolated from other employment centers. Many institutions in the Region are mixed with other centers, especially primary centers, and are therefore not separately identified.

V. CARRYING OUT THE PLAN

Federal, state, county and municipal governments and their chartered agencies share responsibilities for land conservation and development and these related concerns: housing, air and water quality, transportation, water supply, energy use, regional recreation, coastal-zone management and others. Most of the actual land-use responsibilities are delegated to the municipalities, where they are exercised in the form of zoning, subdivision regulation, street layout, land acquisition and public works. The latter two are also performed by the larger jurisdictions — county, state and federal either directly or through financial aid. They include the building of structures (schools, public buildings and public housing) and of the infrastructure (transportation, water supply, sewerage and other public works). The installation of infrastructure, to reiterate an important principle, generates land development.

The Tri-State Regional Planning Commission's land-use implementation role is to assure that the five jurisdictional levels, and the private sector, perform their land-development roles consistently, based on regionwide objectives. The Commission does not have nor want zoning powers. Its principal tools

are those of coordination, recommendation and project review.

PLAN CONSISTENCY

To avoid actions by some that would undermine the objectives of others or, more positively, to insure that actions by each support those of the others, the Commission will endeavor to evaluate, advise and coordinate relevant land-use and land-use-related actions of governmental jurisdictions as well as those of the private sector.

Consistent forecasts, estimates and targets are fundamental. These can help define, locate and schedule projects in housing, recreation, water supply, sewerage and transportation. The consistency umbrella will help projects executed at all levels to move toward the composite goals.

Indeed, certain actions are required by federal laws and interagency agreements to be consistent with federally financed land-use plans. The *Regional Development Guide* is such a plan.

Tri-State Responsibilities

Continue analyzing subregional and state plans, programs and policies to assess consistency with the regional plan. Point out con-

flicts and help to remove them. Coordinate mutually supportive programs and projects. Arrange with subregions to extend consistency assessment to municipalities. Sharpen criteria for determining consistency.

Responsibilities of Other Agencies

Recognize the necessity of the regional guide and its subplans, and allow for consistency assessment by Tri-State in work schedules and subsequent reports. Share experience in developing solutions and techniques, using traditional and new ideas.

PROJECT NOTIFICATION AND REVIEW SYSTEM

The Project Notification and Review System (PNRS), commonly called A-95, is a system that designates planning agencies such as Tri-State as reviewers of applications for federal aid. Thus it is an important device enabling the Commission to guide investments of public funds involving federal assistance. In addition, the annual preparation of the regional Transportation Improvement Program under the guidance of the Commission may address related land-use issues prior to the review process. Naturally, if basic plans are consistent, conflicts in projects will be minimal.

Tri-State Responsibilities

If the Commission finds that the requested federal aid will support a project in conflict with its plans, it can recommend that the grant be withheld. Criteria relating to land use include but are not limited to the following:

- *When new places of work are added, is suitable accessible housing to match income levels of added employees existing or planned?*
- *When public assistance is provided to add or promote new or rehabilitated dwellings, do suitably accessible jobs exist or are they planned for a significant share of the occupants?*
- *Are community development funds granted by the U.S. Department of Housing and Urban Development to be used for purposes that promote the balancing of dwellings, jobs and services? Do the proposed projects assist*

the renewal of older cities and economic development of the Region, where public facilities exist, at transit-supporting densities, thus conserving existing neighborhoods?

- *Does federal mass-transportation and highway assistance focus on places designated for urban growth in the regional plan, with densities supporting public transportation, and with existing or planned public utilities? Are the proposed projects located and designed to support appropriate land uses and development programs in such urban areas?*
- *Does the project support energy conservation objectives?*
- *Is federal economic development assistance to be used in places where the housing stock includes units matching the incomes of prospective workers, or in older cities accessible to high unemployment areas?*
- *Are waste-treatment funds to be used, first, in areas planned at densities for public transportation or, second, in areas of at least two dwelling units per acre?*
- *Will the grant work in concert with other public actions to encourage private investment at recommended densities in recommended areas?*
- *Will federal recreation funds be used in priority for developing, equipping and maintaining recreation services in older urban areas now seriously underprovided, in locations accessible by foot, bicycle or public transportation, and preferably at already acquired sites?*
- *Will sufficient urban services be available to support any one of the preceding categories of action or their consequences?*

Responsibilities of Other Agencies

Evolve projects with the expectation that applications will be recommended by Tri-State for approval more readily when they meet the above criteria.

OTHER UMBRELLA ACTIONS

In order to help reach the composite objectives set forth in Chapter IV, other actions (in addition to plan consistency and project review) are advisable.

Legislative Review

Tri-State will evaluate possible legislative actions and, in some instances, comment on those affecting the following:

Critical lands and waters.

Economic development districts.

Zoning or licensing where source controls against air pollution will not be effective.

Equality of opportunity in housing and jobs.

Other issues relating to land use.

Zoning Incentives

Localities can also adopt new forms of zoning addressing more than lot sizes, number of bedrooms and permitted uses. States have a responsibility to provide incentives for municipalities to coordinate development with state and regional goals. This, for example, will happen in the coastal-zone management mechanism required by the federal coastal-zone management act.

Fair Shares of Federal-Aid Programs

Sometimes federal spending is allocated so that special groups, certain national sectors, or certain types of areas receive less than they should when measured according to numbers of people or need. Tri-State can analyze spending programs, evaluate relative need and recommend changes in federal performance. Distribution within the Region can also be analyzed using criteria applied at the national level. The Congress and federal agencies have a responsibility to recognize Tri-State regional circumstances when distributing federal aid.

Selection of Target Areas

In an effort to render government expenditures most effective and most useful as demonstrations, Tri-State can select target areas within the Region. In these, public investments can be combined as incentives to and supports for private investment. State and federal agencies could then coordinate grants for maximum returns.

Evaluation of Tax Incentives

Present tax systems often work against land-use plans, encourage unsuitable developments and discourage those that would be harmonious with regional objectives. Tri-State could evaluate present tax systems and alternatives to them and suggest how incentives could be modified. Current proposals being widely considered are:

Shift of school costs to state.

Shift to land-value taxation in urban areas.

All levels of government have a responsibility to test new tax ideas by drafting legislation and redirecting tax evaluation and collection procedures. Tri-State will undertake relevant research and analysis.

PRESERVING CRITICAL LANDS

In striving to make development compatible with natural resources, all governmental levels can evaluate land-saving devices and make recommendations for their application if they appear feasible. Available tools and potential ideas include:

- *Acquisition of property rights in all its forms: full (in fee simple), partial (of development rights, etc.), easements for specified purposes, deed restrictions.*
- *Zoning and its innovative forms, including clustering and planned unit development (PUD) or planned residential development (PRD). The latter are already authorized or required by many localities in the Region for certain types of tracts.*
- *Transfer of Development Rights (TDR) enables a land owner in a conservation area to sell development rights to others in areas planned for higher densities, where they can augment those already held. This concept requires careful further study and testing; some experts have questioned its feasibility and usefulness. Intramunicipal TDR would be a first step that may be expanded to districts encompassing more than one community.*
- *Planned development districts could combine open-land conservation with clustering of economic activities and*

include the broader use of PUD and TDR.

- *Staging of development (the Ramapo approach) may also be appropriate in intercommunity districts.*
- *Agricultural districting is an active New York State program that can be strengthened in New York and established in the other states.*
- *Coastal-zone management plans, strategies and special powers beyond those already identified above may be particularly helpful for conservation of wetlands, dunes and beaches.*
- *Environmental performance standards, formally adopted by municipalities, counties or states, can provide firm and legally supportable bases for public decisions in land-use regulations (zoning and subdivision), in acquisition and transfer of property rights, taxation, and location and design of public improvements.*

In addition to evaluating and activating land-saving devices, states can institute requirements for environmental assessments and reviews, as New York State has done. The metropolitan planning agency should, of course, be included in the review process when regional significance is determined.

Coordination of environmental inventories and programs is also a desirable action that Tri-State, with the necessary support, could initiate. States can pass critical land-conservation laws either in umbrella form (state land-use policy laws) or segmented (as in flood-plain, wetland, coastal and agricultural regulation). Localities, under existing powers, can develop and use innovative zoning approaches—special districts, trading for permits, or bonuses for actions by developers.

CONCENTRATING DEVELOPMENT

Certain actions with broad coverage have been suggested in "Plan Consistency" and "Project Review" at the beginning of this chapter. All of them are aimed at concentrating development by relating growth and redevelopment to older cities, to areas with public works in place or planned and to areas

with densities that support public transportation.

Economic Recovery

An essential ingredient of such recommended concentrations, of course, is the revival of economic growth in the Region. This is the most urgent task for not only this Region but for the northeastern United States. The Coalition of Northeast Governors is striving to develop an effective federal effort in this direction. States and localities face an awesome task as they move to attract industries and retain and stimulate existing ones.

Reduction of the Northeast's excessively high energy cost, which is due, among other things, to its dependency on foreign oil, is a first step in regional economic revitalization. Economic development and a nationally balanced energy plan are inseparable partners in this Region.

Among other necessary actions are:

- *Designation of subregions as economic redevelopment areas. Such designation makes areas eligible for federal public works monies. To aid applicants, Tri-State can supply data and information on procedures.*
- *Attraction of industries that can use the particular skills of the resident labor force. Tri-State can provide skill profiles of the Region's labor pools and identify industries matching these profiles.*
- *Identification of areas in older cities and in established industrial districts and definition of measures necessary to attract firms there. The latter would include: (a) housing action; (b) siting for, or providing accessibility for freight; (c) providing access via mass transit for workers with needed skills; (d) assuring environmental quality; and possibly (e) exploring the design of development districts. Tri-State can assist in the identification and definition.*
- *Tri-State can also provide analyses of interstate shifts and suggest measures to reach a rational regional distribution of jobs.*

Revitalizing the Older Cities

A strong commitment by federal, state and local governments and the citizens of the Region is necessary to maintain and revitalize the Region's older cities. Projects and programs to increase urban jobs, thus reversing present trends of decline, and to develop these cities' attractiveness for working and living for all income groups, must be the foundations of this effort.

Programs of the states' transportation and commerce agencies should place priority on projects for upgrading, renewing and expanding declining downtowns and city industrial districts. For the latter category, three requirements are particularly salient: sufficiently large vacant sites (these are, in fact, frequently available); excellent truck access via expressways and proximate interchanges; and a clear separation from residential areas. Where central business districts are still or can be restored as assets to the older cities, their preservation, enhancement and expansion must be emphasized. Sites must be available or made available by clearance. Programs must attract new businesses and the revival of existing ones, must provide excellent access by all modes, stimulate pedestrian and mass-transit travel in preference to auto and bring back residents with buying power and community commitment. Where historic and other sound older buildings exist, their preservation and adaptive reuse will strengthen the renewal effort.

Coalitions of businesses, government, banks and citizens are the avenues to such renewal. Close cooperation is the catalyst for private commitment and investment.

The concurrent preservation and restoration of residential neighborhoods, as addressed in *People, Dwellings and Neighborhoods*, are essential ingredients as well as probable beneficiaries of renewed business and industrial development in the older cities. Both economic and residential prosperity require that all urban service needs be aggressively addressed, including education, safety, sanitation and social services.

The Tri-State Region has examples of successful preservation and restoration

actions. New York City's agencies are helping to turn around Atlantic Avenue and Fulton Street in Brooklyn. Special zoning districts in those areas assist in balancing structure types and aid restoration of historic, architecturally outstanding and other older buildings. Tax abatement helps upgrade properties. Special legislation has allowed Fulton Street merchants to band together for the benefit of the Brooklyn central business district. They will receive tax incentives and will assess themselves for services. Most important, development office staff provides individual assistance. The result will not be just another mall, but an improved image and heightened commitment.

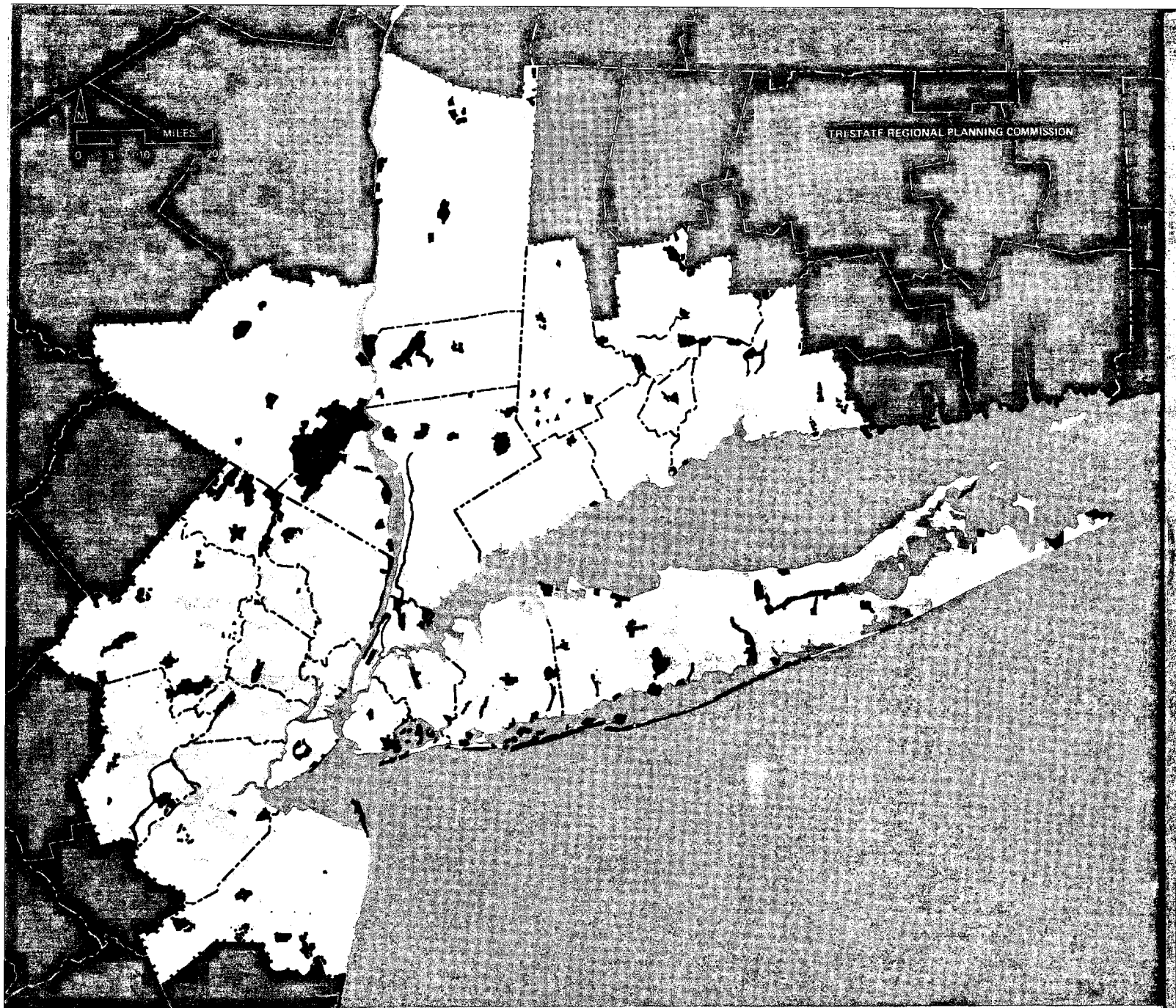
Bridgeport is another place where a successful coalition has rehabilitated residential blocks and converted manufacturing and commercial structures. Diverse developments that are architecturally interesting and do not copy suburban shopping centers are being constructed. Similar efforts have occurred in such diverse older cities as New Haven, Stamford, White Plains, Peekskill, Poughkeepsie, Paterson, Englewood and Plainfield. Such progress must be stepped up and extended in the Region.

Private urban development corporations empowered by the states for statewide or local projects would help in renewal procedures and legal authority. Such agencies can buy, sell, build, manage and operate properties in a business district in the interest of the wider coalitions.

Where older industrial buildings are in surplus or are obsolete, the present trend is to convert them for alternate uses: commercial activities, artist and craft studios, extensions of nearby institutions or full-scale apartment use. The subdivision of older industrial buildings for start-up firms and small-scale production and marketing businesses may also be feasible.

BALANCE DWELLINGS, JOBS, SERVICES

This very broad objective was broken down into its parts in Chapter IV, and "Plan



EXISTING MAJOR PARKLANDS AND DEVELOPED LAND

PARKLANDS
 DEVELOPED LAND

PARKLANDS 1975 acreage		
TRI-STATE REGION 243,500 CONNECTICUT 25,200 Central Naugatuck 8,100 Greater Bridgeport 200 Housatonic Valley 6,300 South Central 8,200 South Western 1,200 Valley 1,200	NEW JERSEY 58,800 Bergen 5,900 Essex 2,000 Hudson 500 Middlesex 2,200 Monmouth 9,500 Morris 14,500 Passaic 15,600 Somerset 6,800 Union 1,800	NEW YORK SUBURBS 141,000 Dutchess 8,600 Nassau 15,200 Orange 30,300 Putnam 9,500 Rockland 30,300 Suffolk 36,200 Westchester 10,900
		NEW YORK CITY 18,500 Bronx 4,000 Kings 5,900 New York 1,500 Queens 4,600 Richmond 2,500

Locations of parkland masses and developed land depict imbalance in recreation opportunities, which short-term recommendations of the Tri-State Regional Planning Commission hope to improve.

**PREFERRED PRIORITIES FOR INVESTMENTS
IN PARKS AND RECREATION AREAS**

	WITHIN OLDER URBAN AREAS WHERE PARKS ARE DEFICIENT	WITHIN ONE HOUR TRAVEL FROM OLDER URBAN AREAS	OVER ONE HOUR TRAVEL * FROM OLDER URBAN AREAS
MAINTAIN AND OPERATE EXISTING PARKS	● ● ● ● ● ● ● ● ● ●	● ● ● ● ● ● ●	● ● ● ●
REHABILITATE DETERIORATING FACILITIES	● ● ● ● ● ● ●	● ● ● ●	● ●
DEVELOP APPROPRIATE FACILITIES ON UNDERUTILIZED PARKLAND	● ● ● ●	● ●	●
ACQUIRE NEW SITES	● ●	●	NO PRIORITY

*(with public transit access)

Consistency" and "Project Review" at the beginning of this chapter show actions supportive of these aims. Other specific programs will be essential. Since housing opportunity has proved most difficult of all aims to attain, special attention should be devoted to it.

Fair-share housing is a search for a better distribution of housing, particularly that needing subsidies for low- and moderate-income households, to the municipalities of the Region. At present, the older cities bear the burden of assisted housing, while suburban municipalities with employment opportunities evade housing responsibilities by various direct, indirect and *de facto* policies and practices. Tri-State will suggest a distribution of housing for those needing subsidies. Subsidized housing should be available in growing communities as well as in the older ones. Even where densities are kept low for environmental reasons, some housing for low- and moderate-income households should exist. (See *People, Dwellings and Neighborhoods* for specific implementation strategies.)

Recreation

As one of the major leisure activities of people everywhere, recreation and its availability is a necessary component of planning at all governmental levels. The objectives that guide the Tri-State Regional Planning Commission recreation planning efforts are described in Chapter IV and specified fully here.

General. Provide equitable opportunity for all to participate in a mixture of active, sensory, educational, relaxing and entertaining recreation experiences. Provide recreation services according to citizen choices on suitable lands that are conveniently accessible to populations to be served.

Accessibility. Provide affordable, energy-efficient and convenient transit modes and schedules of access to parks and recreation areas.

Service. Maintain, renovate or convert existing parks and recreation areas to reflect

people's choices as expressed through usage surveys and other opinion polling devices. Develop underutilized parkland already acquired to provide desired services. Acquire properties that can be affordably reached and used; design them to answer further unmet choices within service areas.

In furthering these objectives, the Commission will rely on the Project Notification and Review System (PNRS) described earlier in this chapter as well as other tools. The map of existing regional recreation land and existing developed areas in the Region is a basic tool of the Commission for evaluating consistency of plans, programs and recreation projects of regional significance in the PNRS. The matrix of recreation priorities will assist the Commission in evaluating the extent to which recreation projects address unmet needs.

The Commission's criteria for evaluating the priority of proposed recreation development projects will include:

Projects that provide and incorporate mass-transit and other low-cost, energy-efficient access.

Projects that augment underprovided recreation services and opportunities.

Projects that are unique in their provision of desired opportunities.

The criteria for evaluating land-acquisition projects will include:

Sites to be served by mass-transit and other low-cost access in conjunction with early development of the land to meet existing regional recreation needs.

Sites valuable for recreational purposes and in danger of immediate loss to other development. In such cases, appropriate recreation development must follow acquisition.

Other implementation tools include:
Continued efforts by the Tri-State Regional Planning Commission to use recreation planning grants jointly with recreation agencies of the states and subregions for further detailing of recreation needs in the Tri-State Region.
Participation of volunteer agencies in-

volved with community and regional recreation planning.

Formation of state liaison staff in New Jersey and Connecticut, as in New York, to address urban recreation needs.

Conservation with recreation.

Inaccessible sites yielding only low-intensity recreation should be given low priority in outdoor recreation budgets. Alternate conservation strategies (state critical land controls, special districts, preferential tax assessment and transfer of development rights) should be used to assure land conservation and compatible densities of development. The current New York State and New Jersey bonding authorizations correctly provide separate allotments for recreation sites and for environmentally valuable sites such as wetlands and ridgelines.

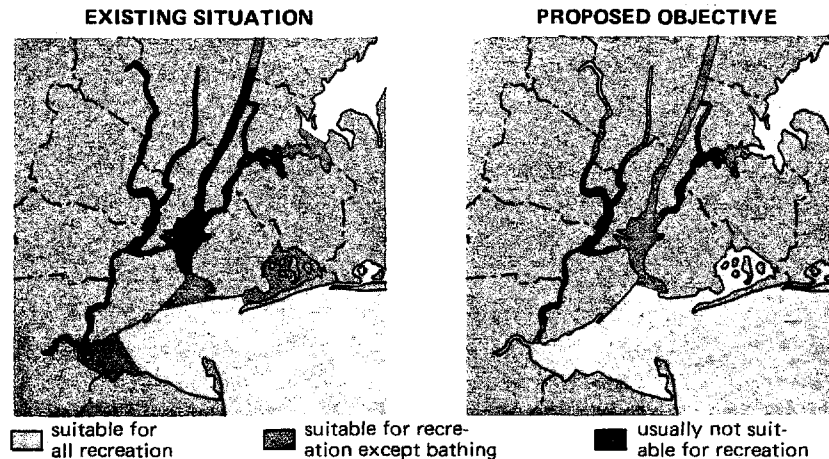
"Conservation" areas can have recreation usage. However, such usage is secondary and should be carefully controlled to minimize potential damage. Programs emphasizing environmental education and planned visits by schools, environmental clubs and other groups are certainly appropriate in such fragile areas.

Water Supply and Sewerage

In Chapter IV and in early sections of this chapter, it was stressed that water and sewer systems should be provided in those areas planned for urban densities and withheld from those not so designated. It is also necessary to provide the additional quantities of water and capacities of sewerage needed to meet the planned growth of the Region. In line with the second aim, the following actions are recommended:

Conservation. Water consumption and sewage volume are more than they need to be, particularly in some areas of the Region where per capita rates of use have been rising steeply. Instead of trying to find much more water and to expand sewage treatment facilities, we should save by reducing consumption and stopping losses. This would include the metering of all users, evaluating bulk rates to industries in light of economic effects, surveillance for leaks and

REDUCING POLLUTION IN CENTRAL WATERWAYS



potential breaks and the control of infiltration and illegal inflows to the sewers.

Regionalization. Projects for the source, purification and transmission of water and for transmission and treatment of sewage should be undertaken on as large a scale as proves commensurate with continued high levels of service and economies of operation.

Charges. Charges to consumers should be enough to support adequate operations, replacements and improvements in the Region's water-supply and sewerage utilities. Better levels of service could result from adequate payment by the users.

Rehabilitation. In many of the Region's cities the water and sewer mains and related investments have deteriorated seriously. More effort must go to rehabilitating these facilities.

Transmission. Water must be transmitted into and within the Region in a more coordinated manner. The inefficient fragmentation of independent water purveyors must be reduced.

Urbanization impact. Expanding urbanization brings pollutants into the Region's watersheds and aquifers used for public water supply. The consequences of land development, and the measures for ameliorating these effects, should be appraised.

Additional supplies. To meet its long-range demand for additional water, the

Region will need to reach out beyond its borders to develop new or presently underutilized sources—particularly the Hudson, Raritan, Delaware and Housatonic River basins, and ground water from eastern Long Island. Artificial recharging of ground water supplies is also a relevant strategy. Near-term actions include obtaining additional supplies for those areas of the Region where demand is now up to or exceeding the reliable supply.

Sewerage priorities. The Region should complete the task of upgrading its sewage treatment facilities so that its waters will meet the classifications and standards on use and quality that have been set by the states. The highest priority should be given to those projects that will improve the waterways now used as sources of public water supply or that have outstanding potential for recreational uses.

Combined sewers. Even after the upgrading of treatment facilities is completed, some of the Region's waters will still be polluted by sudden surges of storm water into combined sanitary and storm sewers. Attention must be given to means of dealing with this problem

Catch-up. The Region must also complete the job of installing sewers in suburban areas that have been allowed to develop without them, where such development has resulted in pollution problems with no alternate solution and where ground water recharge is not impeded. In future

years, as urbanization expands geographically, sewers should be provided concurrently, rather than at a later time, and land should be developed only at densities warranting sewers. Also, the capacities of sewage treatment facilities must be expanded in increments compatible with realistic periodic

forecasts of further growth.

Sanitary sewers are not the only issues regarding water quality. Nonpoint sources of pollution, such as runoff of storm water that may be carrying anything from street litter to lawn fertilizer, must also be considered.

The implementation of the *Regional Development Guide* will depend on broad popular acceptance and understanding of its goals and objectives. The Tri-State Regional Planning Commission offers this plan as a basis for promoting such consensus and the necessary actions to follow.

This Commission intends to advocate this plan and to do so in continual contact with public officials and the general public. The Commission will be alert to needed changes and adjustments and seeks and welcomes full participation in the effort to improve the quality of life for the next generation.

The work leading to this report is documented in a series of technical staff papers that may be examined at the Commission's library. There are also related public documents that are available on request while the supply lasts. Unless otherwise indicated, the following publications were prepared by Tri-State.

TECHNICAL STAFF PAPERS

- Transfer of Development Rights - Evaluation and Recommendations.* November 1977. (ITR 3232)
- Residing: The Thick and the Thin - Analysis in Support of the Regional Development Guide.* November 1977. (ITR 3241)
- Water Supply Watersheds as an Environmental Constraint.* September 1977. (ITR 3221)
- Definition of Headwater Areas in the Tri-State Region.* Environmental Assessment Series 11. September 1977. (ITR 3221)
- Soil Suitability as an Environmental Constraint.* August 1977. (ITR 3206)
- The Effect of Settlement Patterns and Densities on Public Capital Infrastructure Costs, Air Pollution and Water and Energy Consumption.* August 1977. (ITR 5304)
- Transit-Supporting Land-Use Characteristics as an Element of the Land-Use Plan.* January 1977. (ITR 3243)

RELATED PUBLIC DOCUMENTS

- Where Transit Works: Urban Densities for Public Transportation.* A study by the Regional Plan Association, prepared for the Tri-State Regional Planning Commission. May 1976.
- Housing and Neighborhood Quality.* Citizen Survey Series 1. August 1975.
- The Tri-State Coastal Zone - Management Perspectives.* April 1975.