GROWTH MANAGEMENT GUIDE

Monmouth County
New Jersey

Monmouth County Planning Board October, 1982

Addendum to Monmouth County Growth Management Guide (GMG)

GMG Elements

On 19 October 1982, the Monmouth County Growth Management Guide was adopted by the Monmouth County Planning Board as the official County master plan pursuant to NJSA 40:27-2d et seq. Since that time, the Board has adopted the following additional documents as elements of the County master plan:

- Monmouth County Open Space Guide (September 1983)
- Bayshore Waterfront Access Plan (December 1987)
- Monmouth County Historic Preservation Guide (December 1987).

GMG White Papers

As noted in the Growth Management Guide, the Planning Board publishes a series of White Papers on an ongoing basis to outline specific strategies for achieving the goals and objectives of the GMG. The Planning Board has adopted and published the following White Papers:

- Land Use Designations and Site Criteria (June 1983)
- Cluster Development (November 1983)
- Land Use in the Swimming and Manasquan River Reservoir Watersheds (April 1985)
- Growth Management Techniques (February 1987).

GMG Amendments

On 17 February 1987, the Planning Board amended the policy on coastal highrises on page 62 of the Growth Management Guide. The new policy reads as follows:

> PROHIBIT HIGHRISE STRUCTURES (60 FEET OR MORE ABOVE EXISTING GRADE) BETWEEN THE SHORELINES OF THE ATLANTIC OCEAN, RARITAN BAY AND SANDY HOOK BAY AND THE FIRST PUBLIC ROADWAY. DISCOURAGE HIGHRISE STRUCTURES WITHIN 1,000 FEET OF THE SHORELINES OF THE ATLANTIC OCEAN, RARITAN BAY AND SANDY HOOK BAY EXCEPT IN THE MUNICIPALITIES OF ASBURY PARK, KEYPORT AND LONG BRANCH.
>
> Waterfront highrises interfere with the public enjoyment of the shoreline by altering the natural horizon and, in some cases, shading the beach. They also represent a substantial investment in an area which is physically unstable and better suited for recreation. In reviewing future proposals for highrises in areas where they currently exist, consideration should be given to the orientation of the structure's long dimension and shadow effects; the density, scale, and architectural style of the surrounding buildings; and its impact on existing vistas. Highrises are more appropriate on inland sites where they constitute a highly efficient form of land use.

September 1988

County of Monmouth
GROWTH MANAGEMENT GUIDE

OCTOBER, 1982

Elwood L. Baxter
Chairman of the Board

Robert W. Clark, P.P.
Director of County Planning

MONMOUTH COUNTY PLANNING BOARD
Hall of Records Annex
Post Office Box 1255
Freehold, New Jersey 07728—1255

Mr. Kiernan offered the following resolution and moved its adoption:

RESOLUTION ADOPTING THE MONMOUTH COUNTY GROWTH MANAGEMENT GUIDE AND MAP AS THE MONMOUTH COUNTY MASTER PLAN

WHEREAS, in accordance with the New Jersey County and Regional Planning Enabling Act of 1968, Title 40, Municipalities and Counties, Chapter 27, Section 2, the Monmouth County Planning Board has prepared a master plan for the physical development of the County, entitled the Monmouth County Growth Management Guide and Map; and

WHEREAS, regional workshops concerning the Guide were held on May 18, 19, 20, 25, 26 and 27, and June 1, 2, 3, 9 and 10, 1982 to gather input from interested parties; and

WHEREAS, in accordance with N.J.S.A.40:27-4, a Public Hearing was held on Tuesday, October 19, 1982 after advertisement in newspapers of general circulation in Monmouth County, including the Asbury Park Press, the Daily Register, the Woodbridge News Tribune, the Allentown Messenger and the Freehold Transcript, and copies of the Guide were transmitted by delivery twenty (20) days prior to such hearing with a copy of the Notice of the Hearing, to the Municipal Clerk and Secretary of the Planning Board of each Municipality in the County;

NOW, THEREFORE, BE IT RESOLVED, in accordance with N.J.S.A.40:27-4, the Monmouth County Planning Board hereby adopts the Monmouth County Growth Management Guide and Map; as the official master plan for the County of Monmouth; and

THEREFORE, BE IT FURTHER RESOLVED, that an attested copy of the adopted Growth Management Guide and Map be certified to the Monmouth County Board of Chosen Freeholders, the Legislative Body and Planning Board of every Municipality within Monmouth County.

Seconded by Mr. Palmer and passed upon the following vote:

In the affirmative: Messrs. Baxter, Kiernan, Palmer, Rettagliata, Sommers, Hamann and Moscatello.

In the negative: None.

Absent: Mrs. French, Messrs. Larrison, Siciliano, Self, VanBenschoten and Cokelet.

I do hereby certify that the foregoing is a true copy of a Resolution adopted by the Monmouth County Planning Board at a meeting on October 19, 1982.

Kathryn E. Wilson
SECRETARY OF THE BOARD

Robert W. Clark, P.P.
DIRECTOR OF COUNTY PLANNING
Professional Planners License #1561

MONMOUTH COUNTY

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Joyce G. Hnilicka, Clerical
Deborah M. Wallis, Clerical
Margaret K. Rouskas, Clerical

Former Staff who contributed to the development of the Growth Management Guide are as follows: Robert D. Halsey, Steven R. Fittante, James J. Scott, Laura Johnson and Patricia A. Grant

MONMOUTH COUNTY
GROWTH MANAGEMENT GUIDE
October 1982

The Monmouth County Growth Management Guide is the official master plan for the County adopted in accordance with N.J.S.A.40:27-4. The Growth Management Guide is a framework indicating the desired future growth patterns for the County of Monmouth. Clearly defined policies address the general goals and objectives of the Guide.

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PART 1
INTRODUCTION

The axis of the earth sticks out visibly through the center of each and every town and city.

Oliver Wendell Holmes

Stubborn adherence to an outworn plan is a mark of stupidity. Prudence dictates that reasonable stability should not be endangered by capricious or arbitrary shift of plans; but insists that policies must be promptly modified as emerging trends and new situations necessitate recasting.

Unknown

1.1 THE NEED FOR A REVISED PLAN

The year 1982 marks the twelfth anniversary of the adoption of the first County Plan entitled General Development Plan 1969-1985[1]. Many of the objectives contained in that Plan have been realized, many have not. Federal and State policies of the Seventies, such as the Wetlands Act, Coastal Zone Management and Community Development, with the accompanying rules and regulations, have raised new issues and challenges. The Seventies were a period of rapid change: Monmouth County lost 6,000 acres of valuable farmland to development; Sandy Hook Bay, the last uncontaminated shell fishing area in Monmouth County, was closed; hazardous waste disposal areas were uncovered; the middle-income family was forced out of the home ownership market; the tax base of the County's older communities grew increasingly unstable; suburban sprawl and leap-frog development made services and public improvements costly and inefficient; many transportation routes required substantial improvements and mass transit continued to deteriorate. Federal and State funding for public improvements and services have become increasingly difficult to obtain due to public spending reductions and increased competition for grants.

These developments made it necessary for the County Planning Board to stop and reassess the Plan that was developed during the late 1960's. The staff questioned the validity and effectiveness of the Plan's major goals and policies. The answers were determined over a course of five years of study, analysis, discussion, and public comment.

- o the basic concept of two major urban service areas was valid and should be retained in the revised Plan.
- o while many of the recommendations were still valid, others were not and should be revised or deleted due to changing conditions on the national, regional, State and local levels.
- o more flexibility for municipal planning and zoning was desired.
- o a clearer statement of policy was needed.
- o the overall readability had to be improved.
- o the future land use map had to be more general in nature rather than site-specific.

The revision of the first County Plan has resulted in this Growth Management Guide, a "master plan" for government officials, developers, conservationists, farmers, and most importantly, the citizens of Monmouth County. It is a document that fits competing interests into a guided growth pattern, allowing for change and flexibility while protecting our natural resources.

1.2 A NEW DIRECTION

Central to the various definitions of planning and its processes is goal orientation. The planning process is a series of related actions and decisions organized around and moving toward the accomplishment of goals and objectives. These goals and objectives are the cornerstone of the planning process and form the framework for public and private decision-making.

In the traditional approach to planning the objective was to make the community look like the future land use map. Inventories were completed and projections made. The final task was to distribute these future land requirements. The problem is that this approach produces a static end product without determining how the community gets from "here to there".

These "end product" plans have importance, yet at the County level of planning they have little relevance since our municipalities hold most of the land use decision-making authority. An end product plan sets forth proposals and designates sites; a policies plan, such as our Growth Management Guide (GMG), sets forth the principles that would guide those who are responsible for making decisions. For example, a certain area of an older community is designated for residential uses yet is developed for office research facilities. The plan then becomes outdated and useless. In a policy plan, the area of an older community is designated as a multi-use activity center including high density housing, offices and commercial facilities; the plan and policy remain intact despite the office-research development.

Policy planning is a process of establishing ends, and determining the means by which those ends will be achieved. The policy plan is a statement of the general intentions of the County and serves as a guide in day-to-day decision-making. The Growth Management Guide should be officially adopted by the Board of Chosen Freeholders. There are many arguments against this procedure but they would apply more to traditional master plans with their high degree of specificity. Adoption of the GMG does not commit the Freeholders to any specific recommendation but does commit them to take actions that are consistent with the policy guidelines.

The Growth Management Guide will benefit the planning program in the following ways:

1. The clear-cut character of the policies should increase public understanding and public participation in the planning process. While there is no guarantee that the public will become involved, the GMG will generate more interest by shifting attention from details and specific proposals to the essential characteristics of the future community. For example, discussions might evolve around location criteria for multi-family housing (i.e. concentration, proximity to shopping and employment, fire protection, availability of water and sewer, etc.) rather than how that specific development at that specific site will affect that

specific neighborhood. That debate will occur later but it will be easier to discuss if some guidelines have been agreed upon beforehand.

2. The policies will generate more involvement by elected officials in the planning process. For public officials, planning is often an "either-or" proposition. Either they accept the professional's advice or they don't. This has forced policy makers into difficult positions where they must agree in principle with the advice and then try to develop a justification for a contrary decision. The GMG overcomes this dilemma by guiding the decision-makers instead of controlling or foreclosing all future decisions by prescribing in detail what the future should be.

3. The policy plan serves to coordinate various agencies and interest groups that affect development. The GMG is a statement of the desired end. Coordination will be achieved if all agencies concerned with development act in accordance with the principles set forth in the Guide. As the area of concern of planners extends beyond physical development into social and economic issues, effective coordination will, of necessity, begin at the policy level and not at the level of specific plans and programs.

4. The policy plan provides stability and consistency and will not be made obsolete by changing conditions. Much of the planning that has taken place has attempted to estimate and predict to the last decimal point. A look back will show much of this effort was wasted time, however it has been a lesson in the unpredictible nature of our society. This fact does not rule out the need for planning, but in fact, makes policy planning all the more necessary. It does however, rule out the feasibility of preparing and adhering to detailed and rigid plans. It is impractical to think of our County in dynamic terms and plan for it with a static plan. The GMG will not be made obsolete by an error in a population projection, since it sets forth principles and relationships to apply when new growth occurs. The policy plan is a frame of reference that lends consistency to development decisions. Because the emphasis is on relationships and principles, the GMG has the potential for making planning more action-oriented.

5. The GMG serves as a guide to municipal boards in adopting land use controls, to agencies responsible for administering controls and to the courts which must judge the reasonableness of the controls. Traditionally, land use controls should be "in accordance with a comprehensive plan". This was easy to fulfill when controls were as precise and rigid as the plans. However, with the introduction of devices designed to make zoning more flexible (i.e. planned unit developments, density zoning, floating zones, etc.), the static land use plan becomes irrelevant.

The controls have responded to the need for flexibility far more quickly than have the plans. Because the controls have become more flexible, there is greater need for a reference point. The possibility of arbitrary or uninformed action on the part of the decision-makers is diminished if there is a clear statement of policy that outlines community objectives.

1.3 THE REVISED COUNTY PLAN

Typical county plans produced in New Jersey as well as other states have largely failed to influence suburban development because they resemble a zoning map which does not allow flexibility for change. They contain volumes of background statistics, detailed analyses, charts, graphs and trends, but very little in the way of clear conclusions or concrete policy. Detailed land use maps for the year 2000 do not recognize the need to adjust to change, and in New Jersey specifically, do not recognize the realities of home-rule and municipal zoning.

The Growth Management Guide has been developed to recognize municipal zoning and home-rule, to allow for change and flexibility, to balance the competing interests of developers and environmentalists and to guide growth. It recognizes the special areas of concern such as agriculture, urban areas and environmentally sensitive areas. The GMG is positioned somewhere between state and regional plans and municipal plans and thus must recognize both.

The Growth Management Guide recommends growth areas and limited growth areas. The Guide is not an attempt to zone to the last acre. It will not say whether the new PUD should be built on the northeast corner or the southwest corner; it will say that the development should go on an environmentally suitable site within a growth area and not adversely affect the existing quality of life. The exact location is a matter for the municipality to decide.

The very name Growth Management Guide was carefully chosen. Much of the previous planning dealt with functional areas with no overall development concept or policy. The Guide is not designed to influence every decision about every function at every place, nor is it a compilation of local plans. This is not the role of County planning. The GMG is intended to be a framework for other planning and decision making, not a substitute. The Guide is a point of departure and a catalyst for an ongoing dialogue, between the County and its municipalities.

The Growth Management Guide Map arranges general land uses into growth corridors and limited growth corridors based on general goals and objectives such as strengthening existing older built-up communities, preserving prime agricultural lands, expanding industrial employment, improving primary arterial highways and protecting major aquifer recharge areas. As in municipal planning, the planning process must take stock of the whole and distribute land uses based on basic parameters. The parameters used in the

distribution of uses on the Map consist of protection areas, environmentally sensitive areas, development patterns, infrastructure, transportation systems and employment centers. Therefore, while not every neighborhood of a municipality has an office-research facility or low density housing, likewise, not every "neighborhood" of the County has every use.

The text of this document is a clearly defined policy guide that addresses the general goals and objectives of the Growth Management Guide. These strategies, or statements of policy, encourage the better use of our non-renewable resource: the land. The Guide conserves energy, renews our older built-up communities, provides for open space and discourages public expenditures that encourage disorderly growth.

The Growth Management Guide is designed for the long range, its concepts and objectives are basic and will last. Specific strategies will need adjustment over the years due to every changing conditions. An on-going series of White Papers which address the objectives of the Growth Management Guide will allow for this change and keep the Guide up-to-date, without the need to change the basic growth pattern and strategies of the Guide.

PART 2
MONMOUTH COUNTY
PAST, PRESENT AND FUTURE

We will probably be judged not by the monuments we build but by those we have destroyed.

Unknown

If we could first know where we are, and wither we are tending, we could better judge what to do and how to do it.

A. Lincoln

2.1 THE SETTING

2.1.1 Regional Influences

Monmouth County is located in central New Jersey, bordered on the west by Mercer and Middlesex Counties, on the north by the Raritan and Sandy Hook Bays, on the south by Burlington and Ocean Counties, and on the east by the Atlantic Ocean. New York City lies approximately 47 miles north of Freehold, and Philadelphia is 55 miles to the southwest (Figure 1).

FIGURE 1
REGIONAL LOCATION MAP

Monmouth County is considered a part of the New York Metropolitan Region which encompasses southern Connecticut, southern New York State, New York City and northeast New Jersey. As such, it is subject to the economic and population forces at work in the Region. Peak growth levels in the Metropolitan Region were reached in the sixties and early seventies. Growth expectations of a decade ago have not been realized. Instead, the Region has been experiencing a period of decline. Losses of employment, population and housing have occurred

in the core cities. Some of the core city emigrants are locating in the outlying sections of the area, but many are moving out of the Region. Between 1970 and 1980 the Region lost approximately 1.3 million persons. This factor, together with a sluggish economy has slowed the rate of land development in Monmouth County. Nonetheless, the County remains one of the most rapidly developing areas in the Region.

Natural increase (births minus deaths) has accounted for less that a third of Monmouth County's population growth since 1950. Net migration continues to be the major component of population change in the County. Most in-migration has been from other areas of the Metropolitan Region rather than from outside of the Region.

Regional accessibility is among the considerations of major firms selecting Monmouth County as a facility location. Relatively reasonable land costs and physical and cultural amenities are other factors considered in siting decisions.

2.1.2 Population

Population increased gradually from the County's settlement in 1665 until 1850, when the first official Census counted 30,234 persons. Around 1850 railroads were built and a subsequent tourist industry flourished. Population grew at the rate of about 1,000 per year until the 1920's. The decade from 1920-1930 was one of vigorous national expansion; the impact in the County was a population increase at four times the yearly rate of the preceding 70 years. The Great Depression of the 1930's reduced population growth to pre-1920 levels. Prior to 1940, Monmouth County's population growth was somewhat lower than that of the National and State growth rates.

Since 1940, the strategic location of Monmouth County in the New York Metropolitan Region and several local events have resulted in growth rates exceeding those of the Nation and State. The 1940's post-war boom spurred County population growth to unprecedented levels that extended into the 1950's. Completion of the Garden State Parkway in 1954 resulted in another decade of unprecedented population growth. A third successive decade of high growth followed improvements to the Parkway and Routes 9, 35 and 36. In the decade between 1960 and 1970, Monmouth County was the third fastest growing county in New Jersey. The population in 1980 was 503,173, reflecting a density of 1067 persons per square mile. Population projections for the year 2000 range from a high of 696,800 to a low of 571,800 depending on the methodology employed (Table 1 and Figures 2-4).

Table 1

MUNICIPAL POPULATION GROWTH: 1920-1980

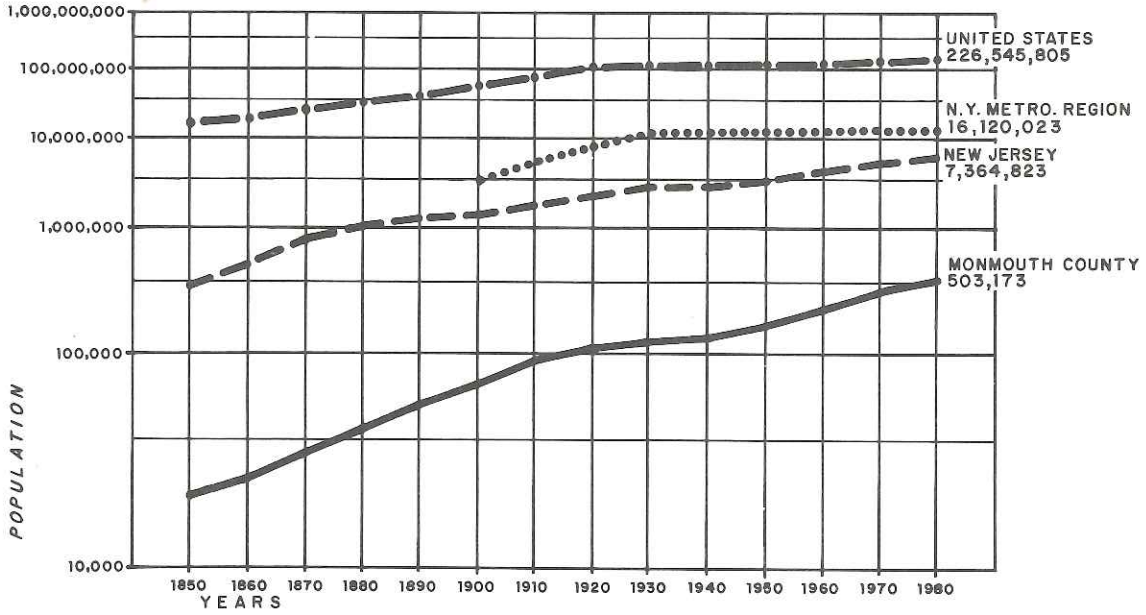
Monmouth County

MUNICIPALITY	1920	1930	1940	1950	1960	1970	1980
Aberdeen Township (Matawan Township)	1,856	2,496	2,633	3,888	7,359	17,680	17,235
Allenhurst	343	573	520	758	795	1,012	912
Allentown	634	706	766	931	1,393	1,603	1,962
Asbury Park	12,400	14,981	14,617	17,094	17,366	16,533	17,015
Atlantic Highlands	1,629	2,000	2,335	3,083	4,119	5,102	4,950
Avon-By-The-Sea	647	1,220	1,211	1,650	1,708	2,163	2,337
Belmar	1,987	3,491	3,435	4,636	5,190	5,782	6,771
Bradley Beach	2,307	3,306	3,468	3,911	4,204	4,163	4,772
Brielle	392	684	961	1,328	2,619	3,594	4,068
Colts Neck Township	1,074	1,241	1,117	1,814	2,177	5,819	7,888
Deal	420	800	917	1,064	1,889	2,401	1,952
Eatontown	2,682	1,938	1,758	3,044	10,344	14,619	12,703
Englishtown	641	797	815	1,004	1,143	1,048	976
Fair Haven	1,295	2,260	2,491	3,560	5,678	6,142	5,679
Farmingdale	474	629	609	755	959	1,148	1,348
Freehold Borough	4,768	6,894	6,952	7,550	9,140	10,545	10,020
Freehold Township	1,498	1,720	2,459	3,442	4,779	13,185	19,202
Hazlet Township	1,659	1,568	1,662	2,763	15,334	22,239	23,013
Highlands	1,731	1,877	2,076	2,959	3,536	3,916	5,187
Holmdel Township	1,100	1,191	1,201	1,380	2,959	6,117	8,447
Howell Township	2,549	3,146	4,039	6,696	11,153	21,756	25,065
Interlaken	-	545	787	833	1,168	1,182	1,037
Keansburg	1,321	2,190	2,904	5,559	6,854	9,720	10,613
Keyport	4,415	4,940	5,147	5,888	6,440	7,205	7,413
Little Silver	-	1,109	1,461	2,595	5,702	6,010	5,548
Loch Arbour	-	-	-	-	797	395	369
Long Branch	13,521	18,399	17,408	23,090	26,228	31,774	29,819
Manalapan Township	1,080	1,464	1,900	3,137	3,990	14,049	18,914
Manasquan	1,705	2,320	2,340	3,178	4,022	4,971	5,354
Marlboro Township	1,710	1,992	5,015	6,359	8,038	12,273	17,560
Matawan	1,910	2,264	2,758	3,739	5,097	9,136	8,837
Middletown Township	5,917	9,209	11,018	16,203	39,675	54,623	62,574
Millstone Township	1,405	1,428	1,466	2,100	2,550	2,535	3,926
Monmouth Beach	410	457	584	806	1,363	2,042	3,318
Neptune City	539	2,258	2,392	3,073	4,013	5,502	78,366
Neptune Township	6,470	10,625	10,207	13,613	21,487	27,863	5,276
Ocean Township	1,581	2,892	4,200	6,734	11,622	18,643	23,570
Oceanport	-	1,872	3,159	7,588	4,937	7,503	5,888
Red Bank	9,251	11,622	10,974	12,743	12,482	12,847	12,031
Roosevelt	-	-	698	720	764	814	835
Rumson	1,658	2,073	2,926	4,044	6,405	7,421	7,623
Sea Bright	854	899	779	999	1,138	1,339	1,812
Sea Girt	110	386	599	1,178	1,798	2,207	2,650
Shrewsbury Borough	-	857	1,058	1,613	3,222	3,315	2,962
Shrewsbury Township	1,944	1,052	1,347	1,442	1,204	1,164	995
South Belmar	-	886	955	1,294	1,537	1,490	1,566
Spring Lake	1,009	1,743	1,650	2,008	2,922	3,896	4,215
Spring Lake Heights	-	1,221	1,076	1,798	3,309	4,602	5,424
Tinton Falls (New Shrewsbury)	-	-	-	3,729	7,313	8,395	7,740
Union Beach	-	1,893	2,076	3,636	5,862	6,472	6,354
Upper Freehold Township	1,737	1,867	1,839	2,193	2,363	2,551	2,750
Wall Township	3,324	3,540	4,383	7,386	11,929	16,498	18,952
West Long Branch	944	1,686	2,030	2,739	5,337	6,845	7,380
TOTALS	104,925	147,209	161,238	225,327	334,401	461,849	503,173

SOURCE: U.S. Census of Population, 1920-1980

FIGURE 2

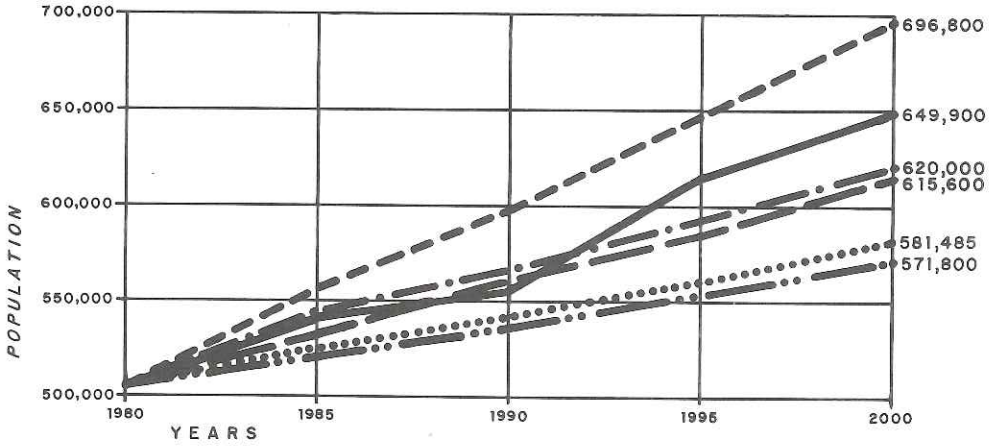
COMPARATIVE POPULATION GROWTH TRENDS: 1850-1980



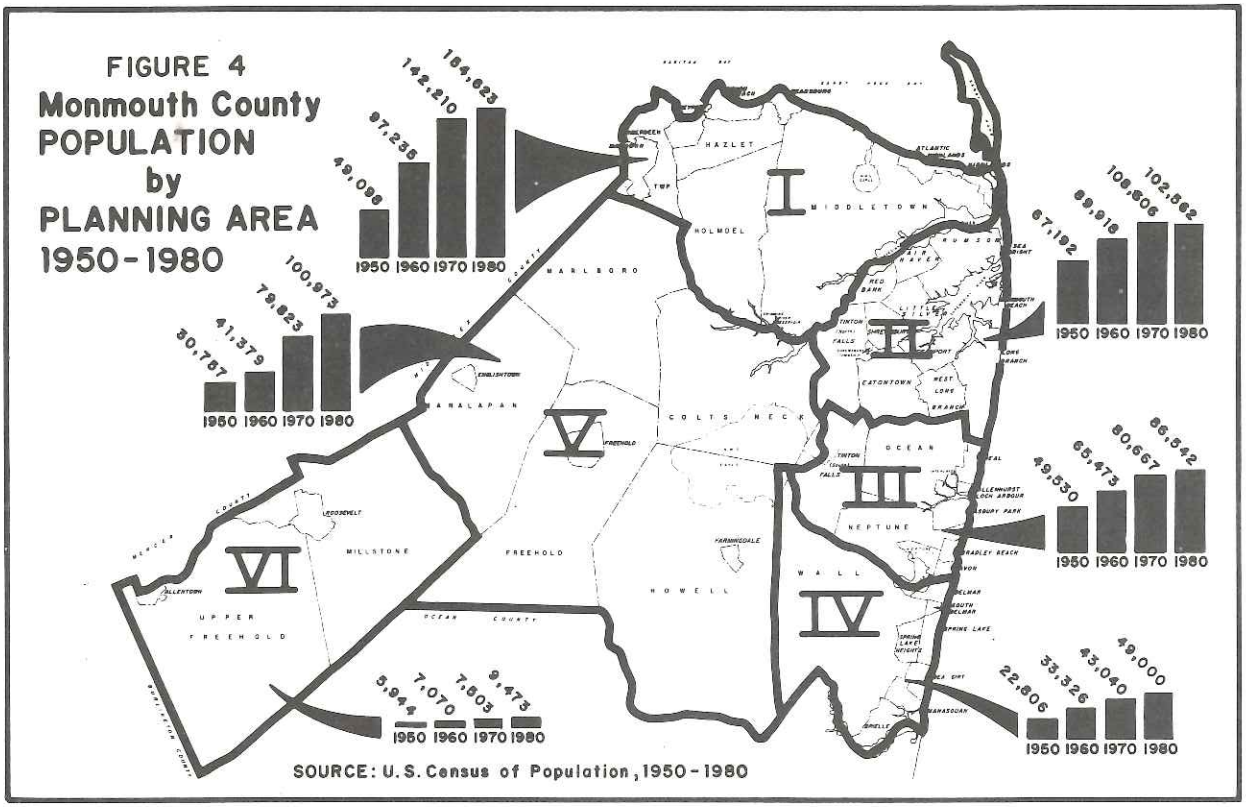
SOURCE: U.S. Census of Population, 1850-1980

FIGURE 3

POPULATION PROJECTIONS TO 2000
Monmouth County



SOURCE: N.J.D.L.&I. (O.D.E.A. Model)
N.J.D.L.&I. (Migration Model, 1970-'80)
N.J.D.L.&I. (Migration Model, 1965-'70)
N.J.D.L.&I. (Linear Regression Model, 1900-'80)
Water Quality Management Plan, Monmouth Co., 1979
N.J. Water Supply Master Plan



Population characteristics have changed somewhat since 1950. The racial ratio of black to white has remained relatively constant with significant increases in the other non-white classifications (Table 2). The median age dropped from highs of 33.0 and 31.2 in 1950 and 1960 to 28.2 in 1970. This decline can be attributed in part to high birth rates and, to a much greater extent, the in-migration of young families with children. The median age increased to 32.3 in 1980. This rise can be attributed to the combination of lower birth rates and the development of retirement communities (Table 3 and Figure 5).

Table 2
RACIAL COMPOSITION: 1950-1980
Monmouth County

YEAR	WHITE	%	BLACK	%	OTHER NON-WHITE	%
1950	204,582	90.8	20,415	9.1	330	0.1
1960	302,447	90.4	30,730	9.2	1,224	0.4
1970*	418,352	91.1	38,275	8.3	2,752	0.6
1980	449,259	89.3	42,985	8.5	10,929	2.2

* Does not sum the final census population count of 461,849
SOURCE: U.S. Census of Population, 1950-1980.

Table 3

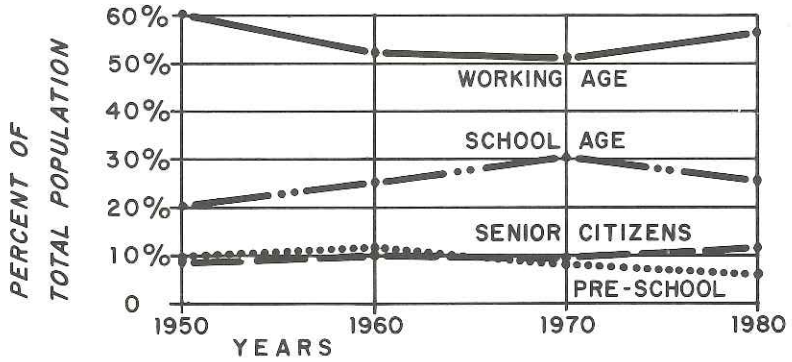
AGE GROUP DISTRIBUTION: 1950-1980
Monmouth County

AGE GROUP	POPULATION 1950	%	1960	%	1970	%	1980	%
PRESCHOOL (Under 5)	22,163	9.8	39,062	11.7	40,440	8.8	31,423	6.2
SCHOOL AGE (5-19)	45,862	20.4	85,519	25.6	138,462	30.1	129,114	25.7
WORKING AGE (20-64)	135,506	60.1	175,626	52.5	235,558	51.3	283,100	56.3
SENIOR CITIZEN (65 & Over)	21,796	9.7	34,194	10.2	44,919	9.8	59,536	11.8
MEDIAN AGE	33.0		31.2		28.2		32.3	

SOURCE : U. S. Census of Population, 1950-1980

FIGURE 5

AGE DISTRIBUTION: 1950-1980
Monmouth County



SOURCE: U. S. Census of Population, 1950-1980

2.1.3 Housing

Monmouth County was first settled by New Englanders in 1664 and has always been known as a desirable place to live. The County is now considered a part of the outer ring of suburban development in the New York Metropolitan Region. The County's attractiveness to commuters began with the completion of the Garden State Parkway in 1954. This was a major factor in the 40% increase in the number of housing units in Monmouth County in the decade between 1950 and 1960. Development pressures to create new housing have continued as land prices in the inner areas of the region have risen and the trade-off between these costs and the costs of commuting from Monmouth County have remained favorable. Housing statistics for the past four decades indicate a fairly constant growth rate. There was a 125% increase in housing units in the County between 1950 and 1980 (Table 4).

Table 4

HOUSING GROWTH: 1950-1980
Monmouth County

YEAR	HOUSING UNITS	INCREASE OVER PREVIOUS DECADE
1950	82,668	— —
1960	115,619	32,951 = 40 %
1970	150,469	34,850 = 30 %
1980	185,770	35,301 = 23 %

SOURCE: U.S. Census of Housing 1950-1980

New housing construction reached a peak in 1965 when 5,036 units were built (Table 5). From 1960 to 1980 Monmouth County was third in the state in the number of dwelling units authorized (Figure 6).

Table 5

RESIDENTIAL CONSTRUCTION: 1960-1981
Monmouth County

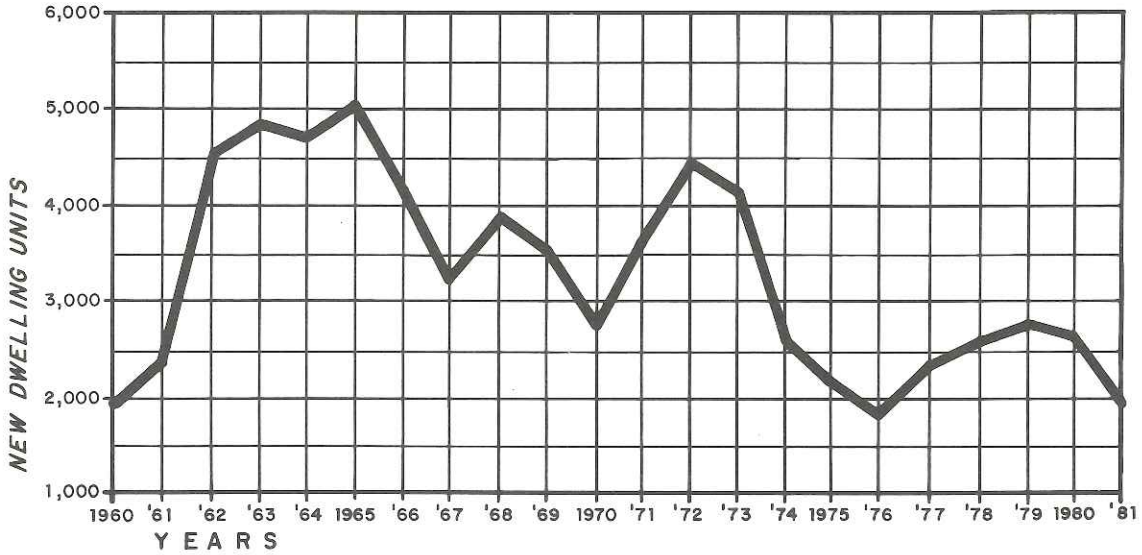
YEAR	SINGLE FAMILY	%	MULTI FAMILY	%	TOTAL UNITS
1960	1,939	97.3	53	2.7	1,992
1961	1,998	85.1	349	14.2	2,347
1962	3,566	78.3	991	21.7	4,557
1963	3,441	71.2	1,389	28.8	4,830
1964	2,328	49.5	2,375	50.5	4,707
1965	2,667	53.0	2,369	47.0	5,036
1966	2,287	55.6	1,830	44.4	4,117
1967	2,201	68.4	1,015	31.6	3,216
1968	2,783	71.7	1,100	28.3	3,883
1969	2,311	65.0	1,246	35.0	3,557
1970	1,796	65.2	958	34.8	2,754
1971	1,870	51.8	1,737	48.2	3,607
1972	2,404	53.6	2,083	46.4	4,487
1973	2,435	59.0	1,690	41.0	4,125
1974	1,165	44.9	1,431	55.1	2,596
1975	1,045	48.0	1,134	52.0	2,179
1976	1,353	73.8	480	26.2	1,833
1977	1,435	61.1	912	38.9	2,347
1978	1,836	70.6	763	29.4	2,599
1979	1,938	69.7	842	30.3	2,780
1980	1,750	66.2	893	33.8	2,643
1981	1,616	81.4	369	18.6	1,985

SOURCE: Monmouth County Planning Board - new dwelling units based on Certificates of Occupancy

FIGURE 6

RESIDENTIAL CONSTRUCTION: 1960-1981

Monmouth County



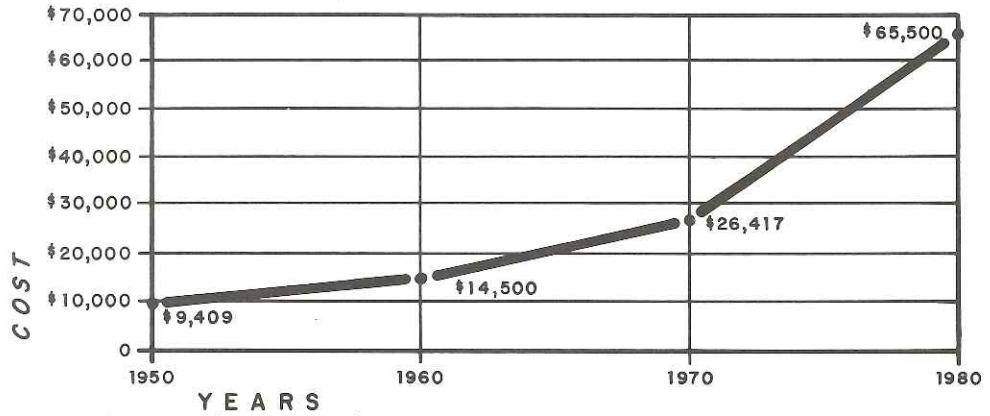
SOURCE: Monmouth County Planning Board new dwelling units based on certificates of occupancy.

Prior to the 1960's there were very few multi-family units in the County. The number of multi-family units rose 183% between 1960, when there were 15,416 such units, and 1980, when there were 43,679 units. Much of this construction took place between 1962 and 1973. A decline in multi-family construction began in 1975, and, in recent years less than 1000 units per year were built. Most of the multi-family housing is located in the ocean-front communities. Other municipalities with significant numbers of multi-family units are Highlands, Matawan, Red Bank, Eatontown and Freehold Boroughs. Multi-family housing activity was at its highest in 1964, at which time the percentage of multi-family construction exceeded that of single-family construction.

Prior to 1966 there was virtually no condominium-type housing offered in Monmouth County. Most of the recent multi-family construction has been for ownership rather than for rental. Condominium units have been constructed in Freehold Borough, Howell, Manalapan and Middletown in addition to the traditional coastal multi-family locations. Many of the new condominiums have been marketed as adult communities. There is also a trend for conversion of existing multi-family rental units to condominiums in many areas of the County. The 1980 Census indicated that 3.28% of the dwelling units in the County had condominium ownership. Condominiums may offer an alternative to other new residential development which is aimed at the higher income segments of the population.

Median sales prices soared in the 1970's for both existing and new homes. Apartment rents rose as well. In 1960, the median value of housing in Monmouth County was $14,500, in 1970 the median value was $23,100, and, by 1980 it had risen to $65,500. It should be noted that these figures are Census figures and do not reflect actual sale prices (Figure 7).

FIGURE 7
MEDIAN HOUSING VALUES: 1950-1980
Monmouth County



NOTE: Median value of owner-occupied non-condominium units.
SOURCE: U. S. Census of Housing, 1950-1980

2.1.4 Economic Base

Agriculture provided the County's primary economic base until the development of the 1850's railroad system. Monmouth County is still ranked among the Nation's top 100 counties in dollar value of agricultural products sold per acre farmed, and leads the State in horse breeding, the production of wheat and potatoes and nursery acreage. While agriculture is still important to the County's economy, it has declined relative to the rising importance of other industries.

Following the advent of the railroad in the 1850's, summer resorts developed along the bay and ocean shorelines. This was the beginning of the tourist industry, which today accounts for twenty-five percent of Monmouth County's employment and approximately ten percent of total County income.

Monmouth County's manufacturing industry began with glass, apparel and electrical machinery businesses in the older urban centers. As the highway network expanded in the County, proximity to New York and Philadelphia and related consumer markets attracted both suburbanization and commercial expansion. Today there are over four hundred firms representing a variety

of industries in the County employing roughly thirty-three thousand workers. Major employers in Monmouth County are Bell Telephone Laboratories; Jersey Central Power and Light; Prudential Property and Casualty Insurance; Perkin-Elmer Computer Systems Division; Midland Glass; International Flavours and Fragrances; Bendix; Insco Systems; Brockway Glass; and Electronic Associates. Since 1950, the number of persons working outside the County has been about twenty-five percent of the total workforce.

Associated with industrial expansion and population growth are related employment trends. Census data, which represent persons who live in Monmouth County but who may be employed outside Monmouth County, reveal the following employment trends from 1950 to 1980: significant increases in educational services, retail trade and professional and related services; slight increases in wholesale trade, transportation, communication, and utilities and other industries; significant decreases in agriculture and mining; and, slight decreases in public administration, general services and construction (Table 6).

Table 6

EMPLOYMENT by INDUSTRY GROUP: 1950 - 1980
Monmouth County

	1950	%	1960	%	1970	%	1980	%
AGRICULTURE & MINING	5,345	6.5	3,374	3.0	2,654	1.6	2,560	1.2
CONSTRUCTION	7,567	9.3	9,068	7.9	10,588	6.5	11,175	5.2
MANUFACTURING	16,976	20.8	26,506	23.2	36,661	22.5	38,947	18.1
TRANSPORTATION, COMMUNICATION, & UTILITIES	6,304	7.7	8,448	7.4	13,715	8.4	17,081	7.9
WHOLESALE TRADE	2,500	3.1	3,436	3.0	5,327	3.3	8,834	4.1
RETAIL TRADE	13,587	16.6	18,095	15.9	27,834	17.1	36,738	17.1
SERVICES	13,344	15.1	15,691	13.8	22,437	13.8	22,622	10.5
EDUCATIONAL SERVICES	2,352	2.9	4,979	4.4	11,827	7.3	19,803	9.2
OTHER PROFESSIONAL & RELATED SERVICES (Includes Eng. & Legal)	1,551	1.9	3,924	3.4	5,281	3.2	26,098	12.1
PUBLIC ADMINISTRATION	8,149	10.0	10,776	9.4	13,998	8.6	15,374	7.2
OTHER INDUSTRIES & INDUSTRIES NOT REPORTED (Forestry now in Agriculture)	5,014	6.1	9,807	8.6	12,439	7.6	15,995	7.4
TOTAL	81,689	100.0	114,104	100.0	162,761	100.0	215,187	100.0

SOURCE: U.S. Census of Population, 1950-1980

The average annual resident unemployment rate in Monmouth County from 1970 through the first eight months of 1982 was less than New Jersey's rate of 7.3 but greater than the nation's rate of 6.6 (Table 7).

Table 7

RESIDENT UNEMPLOYMENT RATES: 1970-1982
Monmouth County, New Jersey, and United States

YEAR	MONMOUTH COUNTY ①	NEW JERSEY ②	UNITED STATES ②
1970	4.3	4.6	4.9
1971	5.0	5.7	5.9
1972	5.3	5.8	5.6
1973	5.2	5.6	4.9
1974	6.0	6.3	5.6
1975	9.4	10.2	8.5
1976	9.5	10.4	7.7
1977	9.2	9.4	7.1
1978	7.3	7.2	6.1
1979	7.2	6.9	5.8
1980	7.2	7.2	7.1
1981	7.0	7.3	7.6
1982*	8.6	8.9	n/a

* Eight month average thru August, 1982.

SOURCE: ① New Jersey Department of Labor & Industry

② United States Bureau of Labor Statistics

According to 1980 Census figures, Monmouth County's per capita income rose 141.4% over the last decade compared to a 130.8% Statewide increase and a United States increase of 141.1%. The 1970 Census disclosed that Monmouth County ranked 25th out of the 263 Standard Metropolitan Statistical Areas in per capita income and 22nd in median family income. Distribution of 1979 median family income is shown in Table 8.

Table 8
DISTRIBUTION OF FAMILY INCOME: 1979
Monmouth County

MUNICIPALITY	$0 4,999	$5,000 9,999	$10,000 14,999	$15,000 24,999	$25,000 49,999	$50,000 Up	Median Family Income
Aberdeen	135	299	456	1,419	1,992	301	$24,948
Allenhurst	5	13	14	58	94	48	29,219
Allentown	6	37	52	171	235	31	25,000
Asbury Park	608	953	731	883	501	51	11,719
Atlantic Highlands	75	116	134	417	454	107	22,286
Avon-By-The-Sea	14	69	106	176	221	35	21,042
Belmar	87	268	306	558	429	55	17,493
Bradley Beach	150	231	195	357	294	35	16,310
Brielle	20	100	108	243	442	220	27,917
Colts Neck	40	47	132	287	843	676	39,832
Deal	15	30	30	71	168	207	40,751
Eatontown	159	466	542	996	1,139	71	19,433
Englishtown	18	54	52	61	55	6	14,868
Fair Haven	50	53	112	320	744	320	31,995
Farmingdale	8	37	50	160	94	11	20,571
Freehold Boro	184	347	412	822	804	102	20,065
Freehold Township	76	224	318	1,139	2,449	624	30,187
Hazlet	136	393	521	1,444	2,966	403	27,018
Highlands	99	211	238	369	376	65	18,559
Holmdel	53	37	76	262	972	698	41,651
Howell	269	642	673	2,204	2,546	268	23,155
Interlaken	12	18	15	58	148	78	33,088
Keansburg	267	392	496	808	705	22	17,768
Keyport	152	310	265	605	577	38	19,509
Little Silver	20	52	98	311	723	428	35,077
Loch Arbour Village	3	2	15	18	46	14	30,000
Long Branch	823	1,443	1,188	1,995	1,639	338	15,949
Manalapan	85	262	374	977	2,745	594	30,018
Manasquan	76	94	256	447	464	90	20,645
Marlboro	95	123	172	766	2,280	764	32,749
Matawan	71	188	285	659	1,031	230	25,378
Middletown	421	913	1,305	3,894	7,720	2,229	28,487
Millstone	44	97	99	290	459	42	24,517
Monmouth Beach	20	46	91	212	411	161	27,962
Neptune	438	846	1,114	2,300	2,360	242	20,719
Neptune City	40	212	202	595	433	48	20,125
Ocean	221	427	678	1,603	2,692	824	26,422
Oceanport	49	124	191	388	665	123	25,577
Red Bank	201	440	349	872	863	190	20,005
Roosevelt	2	17	24	72	98	13	24,792
Rumson	32	75	119	379	738	703	36,170
Sea Bright	29	39	75	107	172	37	22,772
Sea Girt	14	24	53	151	326	165	32,551
Shrewsbury Boro	7	51	54	213	382	138	28,877
Shrewsbury Township	43	49	62	81	55	3	14,464
South Belmar	25	74	72	146	93	16	17,283
Spring Lake	37	55	122	318	413	188	26,437
Spring Lake Heights	64	111	180	513	606	86	23,197
Tinton Falls	26	150	242	533	923	198	26,563
Union Beach	87	168	266	607	493	29	19,758
Upper Freehold Township	33	83	123	185	293	59	22,632
Wall	151	522	593	1,637	1,861	365	23,128
West Long Branch	46	101	157	494	798	224	27,629
Number of Families Monmouth County	5,841	12,135	14,593	34,651	51,030	13,013	$24,526

SOURCE: U.S. Census of Population, 1980

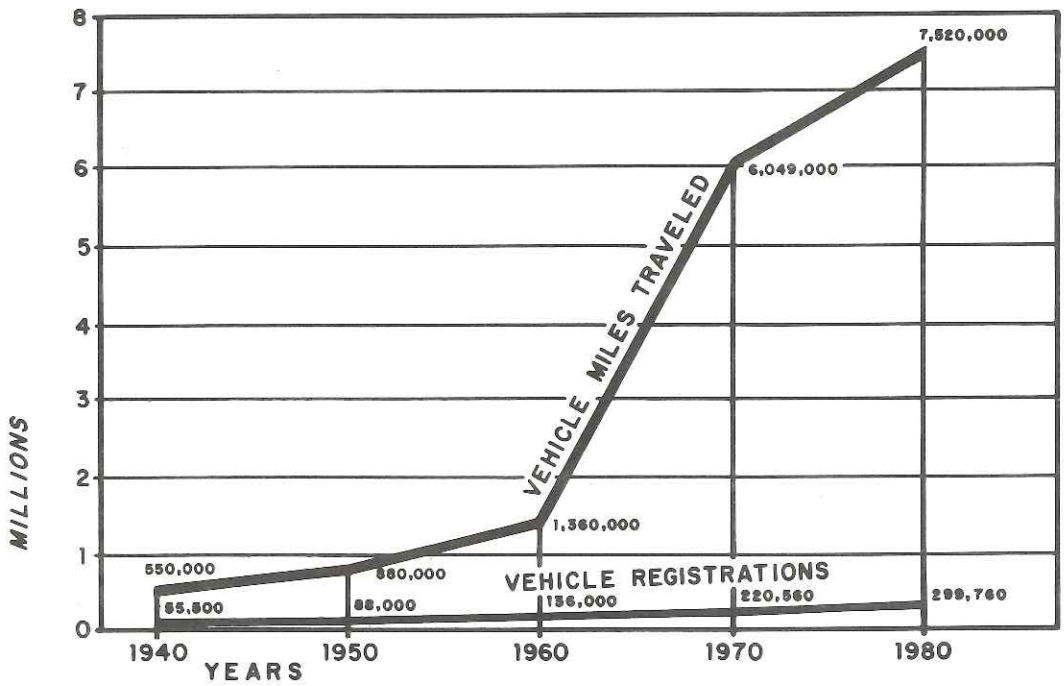
2.1.5 Transportation

During colonial times the transportation network consisted of roads connecting the first townships, Middletown, Freehold and Shrewsbury. The development of the steam engine opened the shoreline to resort activities. With the advent of the diesel locomotive, Monmouth County was within reasonable commuting distance to the New York/Northern New Jersey area. The opening of the Garden State Parkway in 1954 was another major transportation development in the County and facilitated commuting by bus and automobile to the Metropolitan Core Area as well as improving the general accessibility of the County.

The diffuse nature of residential, commercial and industrial development in Monmouth County lead to heavy dependency upon the automobile as the chief mode of transportation. There are currently approximately 2700 miles of streets, roads and highways within Monmouth County. Of this total, 325 miles are under County jurisdiction, including 1000 bridges and culverts. Between 1940 and 1980 there was an increase of 431% in vehicle registrations and 1,264% in vehicle miles traveled (VMT) in Monmouth County. In recent years, a small decrease in VMT has occurred due to the rising price of gasoline (Figure 8).

Figure 8

VEHICLE REGISTRATIONS and MILES TRAVELED: 1940-1980
Monmouth County



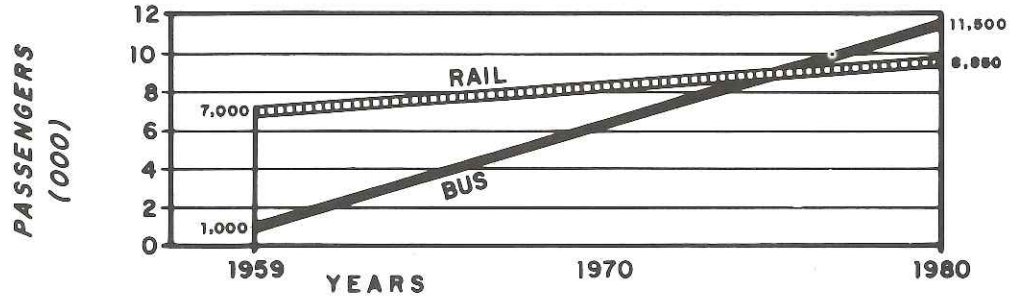
SOURCE: M.C.P.B. Transportation Report, 1959; M.C.P.B. Study of Transportation & Circulation, 1969; T.S.R.P.C. Metromonitor, 1981

Monmouth County is served in a north-south direction by the Garden State Parkway and Routes 9 and 35, which run the length of the County. These are supplemented by Routes 36, 34, 79 and portions of Route 18. Access in an east-west direction is provided by Route 33, Interstate 195 and portions of Route 18. Total freeway mileage doubled from 30 miles in 1970 to 64 miles in 1980. In recent years, emphasis has shifted away from freeway construction. Planning policies are directed towards concentrating development in areas served by the present highway system and by public transportation as well as industrial clustering along viable rail lines. Improvements which increase the capacity of existing highways are preferred to addition of highway mileage. Examples include additional lanes to the Garden State Parkway and the dualization of Route 9, south of Freehold.

The ocean and bayshore areas of the County have population densities adequate to support mass transit. Commuter and local buses as well as train service are available there. There is less public transportation in the western sector of the County. Buses which operate along Route 9 provide mass transit for commuters in that area. Freehold Borough serves as a hub for local transportation between eastern and western communities.

Travel by commuter bus increased over 1000% between 1960 and 1980, while commuting by rail increased only 36% in the same period (Figure 9). Most of the commuters use an auto to connect with bus or rail service. Park and Ride lots are becoming an important component of transportation services in Monmouth County.

Figure 9
MASS TRANSIT RIDERSHIP: 1959-1980
Monmouth County



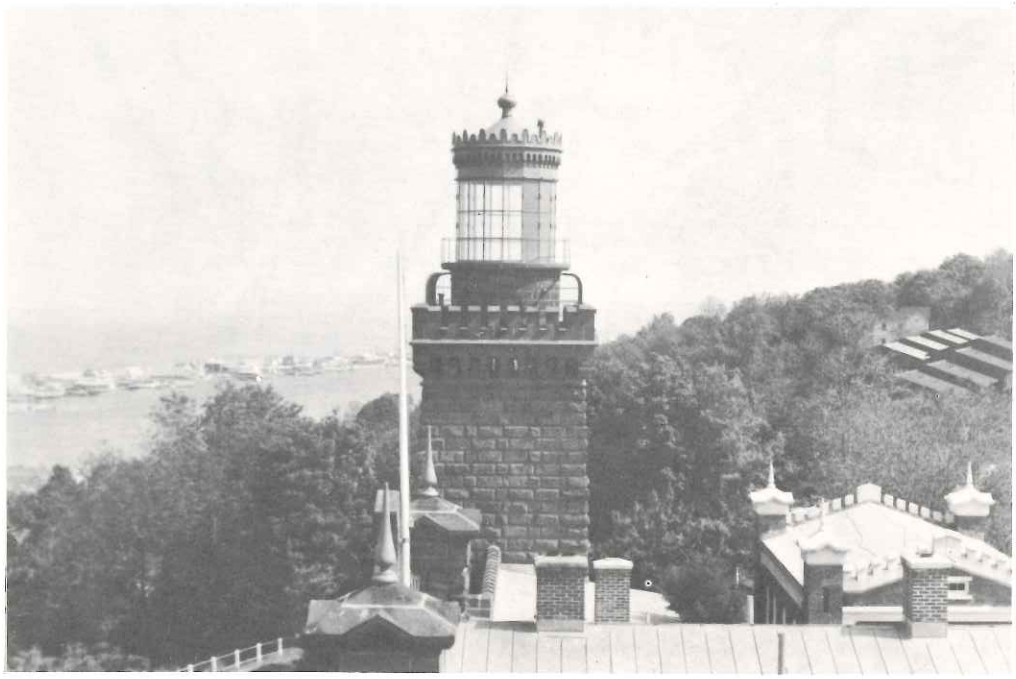
SOURCE: ConRail passenger counts and M.C.P.B. estimates.

Monmouth County is served by three small privately owned airports. The largest of these, Monmouth Airport, offers charter and limited commuter services. It has all-weather flight capabilities and serves as a base for business travel.

High-speed water borne passenger service to lower Manhattan has been proposed for many years but has not yet come to fruition due to technical and economic factors.

2.1.6 Natural and Cultural Resources

Monmouth County (471.57 square miles) is the fifth largest county in the state and is located entirely in the Atlantic Coastal Plain. Most of the County is less than 100 feet above sea level, but exceptions to this are found in the Highlands of the Navesink and the Mt. Pleasant Hills areas, where elevations may rise to 380 feet. These landforms are the boundary between the Inner and Outer Coastal Plains.



The Inner Coastal Plain lies north and northwest of the County's hills. This is an area of typically rich soil which supports most of the County's farms. Drainage from this area flows either to the Delaware River or to the Raritan River and Bay (Figure 10).

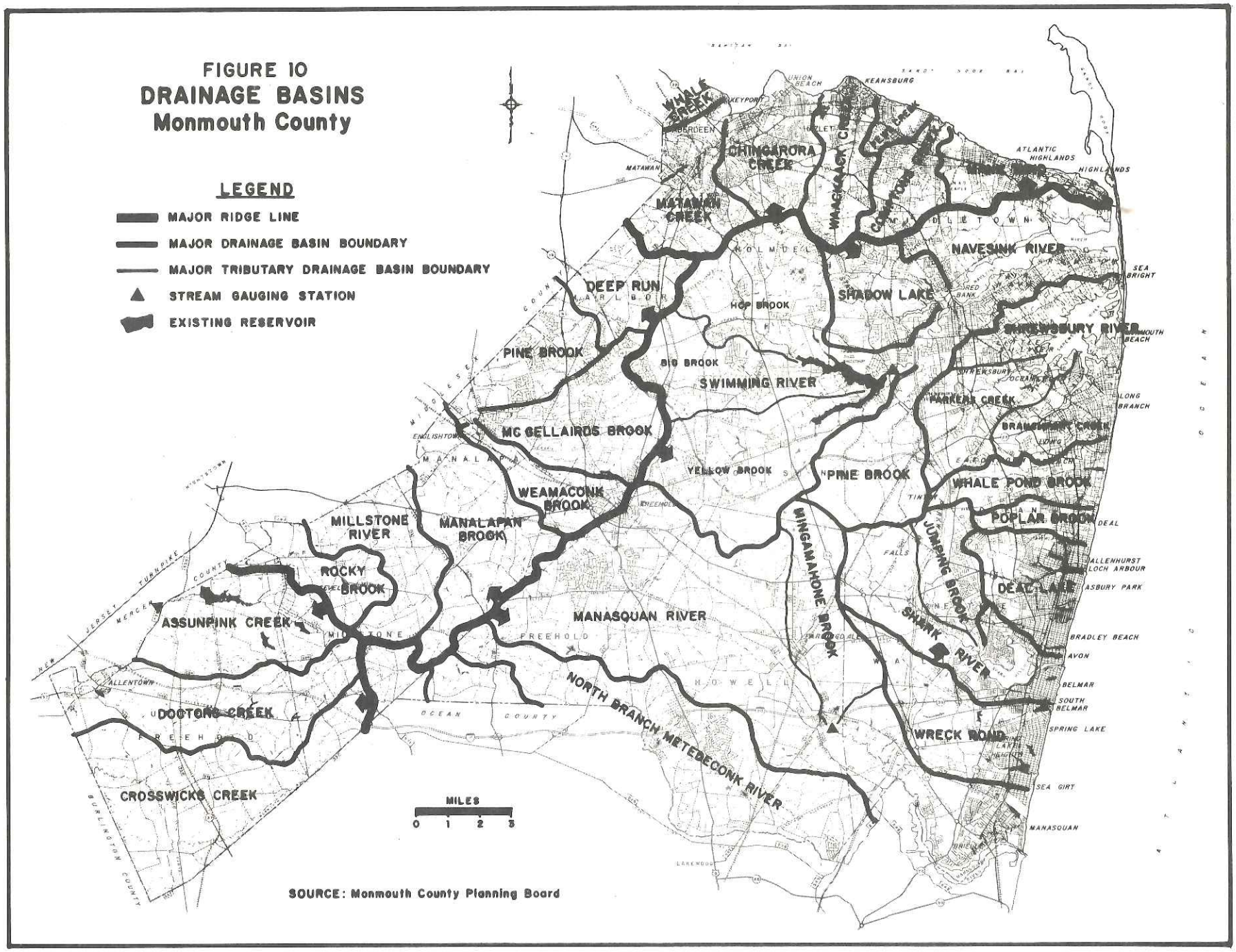


FIGURE 10
DRAINAGE BASINS
Monmouth County
LEGEND
MAJOR RIDGE LINE
MAJOR DRAINAGE BASIN BOUNDARY
MAJOR TRIBUTARY DRAINAGE BASIN BOUNDARY
STREAM GAUGING STATION
EXISTING RESERVOIR
WHALE CREEK
CHINGARORA CREEK
MATAWAN CREEK
WAKAKAK CREEK
NAVESINK RIVER
SHADOW LAKE
DEEP RUN
HOP BROOK
PINE BROOK
BIG BROOK
SWIMMING RIVER
SHREWSBURY RIVER
PARKER CREEK
MC GELLAIRDS BROOK
YELLOW BROOK
PINE BROOK
WHALE POND BROOK
WEAMACONK BROOK
MILLSTONE RIVER
MANALAPAN BROOK
POPLAR BROOK
MINGAMAHONE BROOK
JUMPING BROOK
ROCKY BROOK
DEAL LAKE
ASSUNPINK CREEK
MANASQUAN RIVER
SHARK RIVER
NORTH BRANCH METEDECONK RIVER
DOCTORS CREEK
WRECK POND
CROSSWICKS CREEK
MILES
0 1 2 3
SOURCE: Monmouth County Planning Board

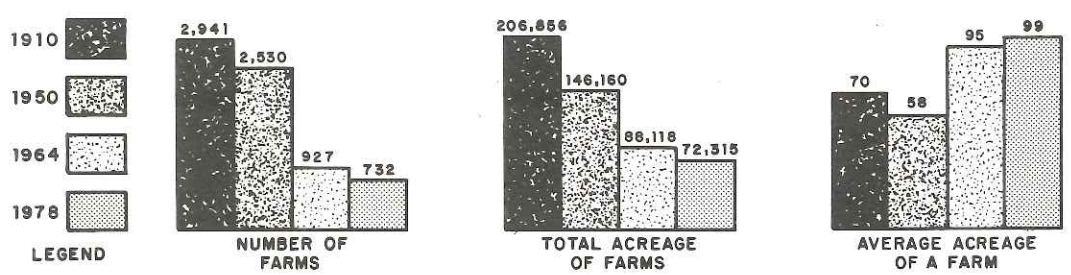
The Outer Coastal Plain is south and southeast of the hills. This region contains some areas of fertile soil but is mostly sandy, especially in the south. Drainage is principally to the Atlantic Ocean; however, the South Shrewsbury River and the Navesink River (North Shrewsbury River) flow north to Sandy Hook Bay.

One of the County's greatest natural assets is its bay and ocean shoreline. Some ocean beaches have high rates of erosion as a result of littoral currents and a rising sea level. While the accumulation of sand at Sandy Hook has increased, the beaches in some areas south of the Hook have disappeared completely.

The Monmouth County Environmental Quality Index-1980[2] evaluates water and air quality for the period 1976-1980. Degradation of water quality in the County slowed considerably during this time. Implementation of Federal and State water pollution laws and sewering have helped stabilize local water quality. In general, air quality showed an improvement during the period 1975-1979. While ozone (O_3) has declined and carbon monoxide (CO) levels have remained constant, Monmouth County exceeds the National Ambient Air Quality Standards for both. Sulfur dioxide and smokeshade levels declined during the period 1975-1979. The level of suspended particulates increased from 1973 to 1980 (Monmouth County Plan to Reduce Transportation Pollution[3]).

Land and living space was also evaluated in the Environmental Quality Index-1980[4]. Over seventy percent of Monmouth County's land area is free of physical impediments to development such as excessive slope or poor drainage. In recent years, Monmouth County has seen prime farmland, wetlands and other vacant land develop into residential communities and commercial and industrial sites. From 1950 to 1969, 68,649 acres of farmland were lost in Monmouth County, averaging 3,600 acres per year. Since 1969, this rate of loss has slowed to about 550 acres per year (Figure 11). A high percentage of Monmouth County's soils are designated as prime agricultural soils (Soil Conservation Service classes I-III). In 1953, Monmouth County had 3,811 acres of tidal marsh. From 1953-1973 1,790 acres were lost to housing, marinas, landfill, and dredge spoil sites.

FIGURE 11
FARM STATISTICS: 1910-1978
Monmouth County

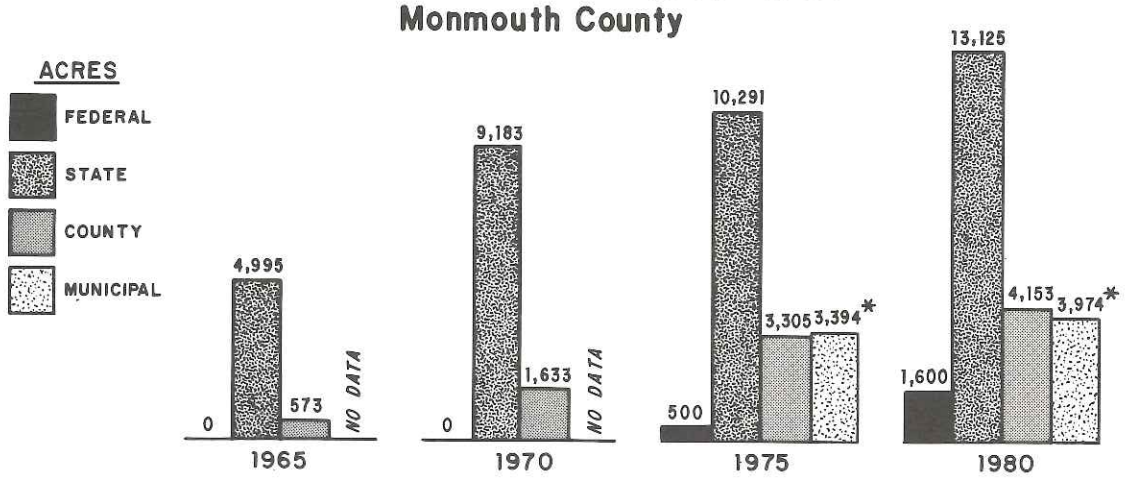


NOTES: 1910 was the peak year for farmland.
The definition of a farm changed in 1978.

SOURCE: U. S. Census of Agriculture

Open space has been preserved through acquisition by Federal, State, County and municipal parks systems (Figure 12). Unique areas worthy of preservation have been inventoried in the Monmouth County Unique Areas Study[5] and include: bogs, marshes and swamps; waterways, coastal wetlands; lakes, ponds and reservoirs; meadows, parks and forests; and areas of archeological and geological interest.

FIGURE 12
PUBLIC OPEN SPACE: 1965 - 1980
Monmouth County



*DOES NOT INCLUDE SCHOOLGROUNDS

SOURCE: U.S. Dept. of Interior; N.J.D.E.P.; N.J. Dept. of Treasury; M.C. Planning Board & Park System

Monmouth County is rich in natural and cultural resources. An ocean shoreline, lakes and rivers grace the land. Prime farmland, ground and surface water resources and developable land point to future productivity. Immediately at hand are parks, racetracks, the Garden State Arts Center, Monmouth College and Brookdale Community College. Monmouth County's past is remembered in the preservation of historic sites and buildings and the colonial network of towns and roads.

2.1.7 Development Patterns

Early development in the County first took place in agrarian centers such as Freehold, Farmingdale, Englishtown and Allentown. Later, coastal lands became developed as a result of rail and steamship service. Development in the period following the end of World War II was concentrated in a corridor defined by the coastal state highways and the Garden State Parkway. A new corridor of development along Route 9, in the central portion of the County, began in the early 1960's and is now the most rapidly developing area of the County.

Although Monmouth County has been in the path of suburban development for the past four decades, approximately 145,000 acres still remained in an undeveloped state as of 1980. This land is either wooded, vacant, or in agricultural use, and represents 48% of the County's land area (Table 9).

Table 9

LAND DEVELOPMENT TRENDS: 1966 - 1980

Monmouth County

YEAR	DEVELOPED LAND	UNDEVELOPED LAND	CHANGE
1966	97,416 Acs.	204,388 Acs. = 68%	
1974	132,584 Acs.	169,220 Acs. = 56%	-20.0 %
1980	156,549 Acs.	145,255 Acs. = 48%	-12.8 %

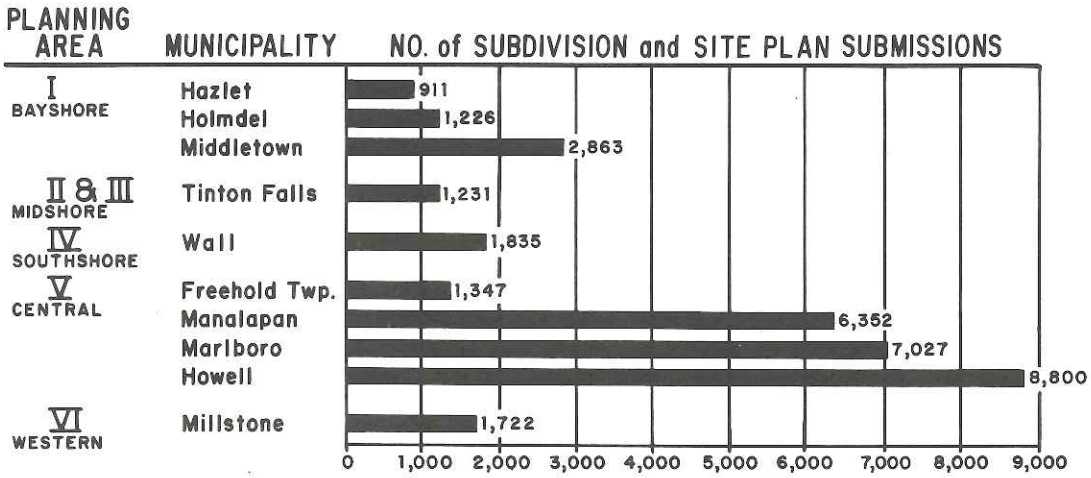
SOURCE: Monmouth County Planning Board's General Development Plan, 1969, Land Use Plans, and estimates

Subdivision and site plan applications submitted for County review are an indicator of the growth patterns in Monmouth County. The municipalities which have had the greatest amount of development pressure in recent years are Howell, Marlboro and Manalapan (Figure 13).

FIGURE 13

HIGH DEVELOPMENT ACTIVITY: 1974-1981

Monmouth County



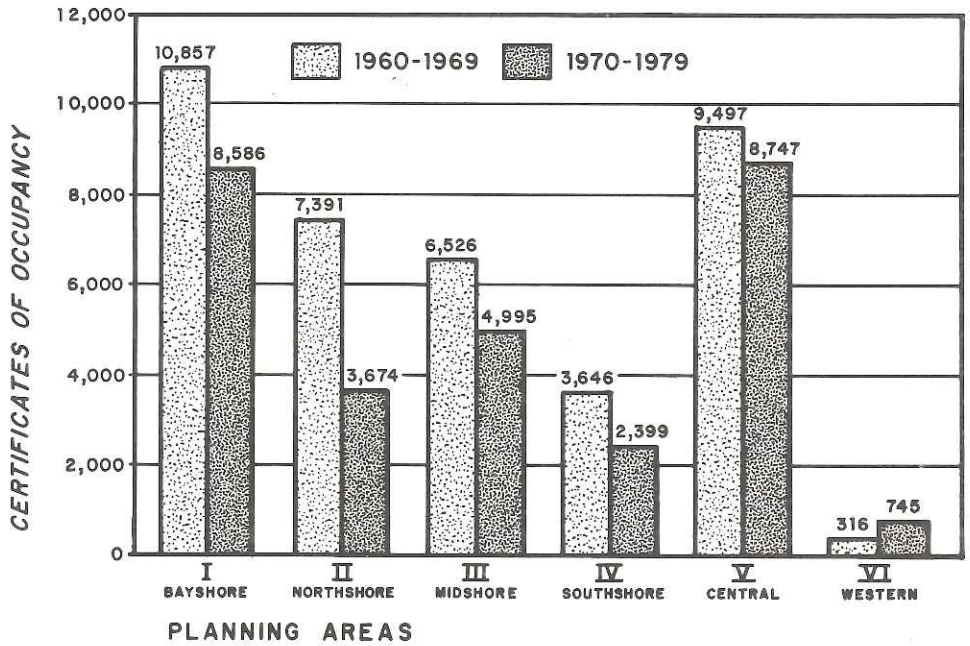
NOTE: Activity does not necessarily denote actual construction.

SOURCE: M.C.P.B. Summaries of Subdivision & Site Plan Activity, 1978 & 1981

Development pressures are strongest in the rural areas of the County. A relatively small amount of activity has taken place in the older, built-up municipalities. Much of this has been high density residential or commercial development.

Residential growth in the County's six planning areas during the most recent decade (1971-1980) reflected the following trends: in Planning Area I, more than one-half of the residential construction occurred in Middletown Township; Ocean Township was the fastest growing municipality in Planning Area III, with over half of that Area's construction activity; and Planning Area V showed high areawide residential growth (Figure 14).

FIGURE 14
RESIDENTIAL GROWTH BY PLANNING AREAS: 1960-1979
Monmouth County



SOURCE: Certificates of Occupancy data for new dwelling units, 1960-1979

The Route 34 and 79 corridors in Holmdel and Colts Neck have experienced development pressure for the conversion of farmland to single-family and some multi-family development. The development pattern in these and other rural areas of Monmouth County continues to be of a sprawl type, predominately single-family homes on large lots.

The majority of industrial growth in Monmouth County in the past two decades occurred in Howell, Wall, Freehold Township, Tinton Falls and Eatontown. Howell's industrial development locations are related to rail freight lines which traverse the Township. Industrial development in Wall has taken place in the area around Monmouth County Airport. Industrial development in Freehold Township, Tinton Falls and Eatontown has concentrated in various industrial parks.

Commercial development continues along the more heavily traveled highways, Route 35, the northern section of Route 34 and Route 9. Development has followed both a strip and clustered pattern. Monmouth Mall, at the intersection of Routes 35 and 36 in Eatontown, has expanded to a regional shopping facility. Many smaller shopping centers, including Seaview Square Mall in Ocean Township, have been constructed nearby to take advantage of the regional market.

2.1.8 Urban Communities

In the last century and the early part of this century, the urban communities of Monmouth County were thriving centers of commercial activity. The coastal communities were shipping, fishing and summer resort centers, and the inland communities served the surrounding farm populations as well as being centers for industry.

The past several decades have produced changes in urbanized communities which contrast sharply with the dynamic growth taking place in the formerly rural townships. The older communities have been faced with physical deterioration of housing, infrastructure and the downtown areas; loss of major employers; and a concentration of the poor and elderly. These factors result in an erosion of the tax base and have a negative effect on the ability of these municipalities to attract middle class and middle aged residents.

Retail sales figures are an important indicator of the vitality of an urban community. Competition from easily accessible, modern highway shopping facilities has proven difficult to withstand, and has resulted in a loss of retail establishments in the urban communities. Increased emphasis has been placed upon a shift from manufactured goods, such as furniture and apparel, to service and specialty businesses which can provide a regional attraction for the older central business districts. Red Bank has been successful in the revitalization of its downtown and is developing into a regional financial center as well as a major antique center. Freehold has found that the trend to service businesses can provide a new identity to help maintain a viable business district. In Long Branch, there has been a revitalization of the beachfront and the West End. Long-term decline has not, however, been reversed in the Long Branch central business district. Asbury Park is in the process of rehabilitating its downtown area to attract new business and commercial enterprises of a regional type.

Most of the urban communities experienced a population decline during the past decade, reversing a long period of growth. This was a decade of apartment growth in what had previously been single-family communities. The urban communities have a higher rental unit ratio than the County average. For example, seventy-one percent of the dwellings in Asbury Park are rentals. Conversions of single-family units to multi-family units has been an important trend. Other notable demographic factors are a rise in median population age, an increase in shelter care housing, and family income levels below the County average.

The majority of the single-family housing stock in the urban communities of Monmouth County was built prior to 1939. In Freehold and Red Bank, victorian and colonial residences near the central business districts have been converted to professional offices. Neighborhood preservation and rehabilitation programs undertaken by partnerships consisting of County and local governments, civic groups, residents, local business and lending institutions are underway in several municipalities.

Vacant manufacturing plants from a former era may cause blight in the urban communities. Industrial zones are located along rail lines which are no longer active. Innovative reuse of these buildings should be studied.

Statistics which give a picture of the urban communities relative to the remainder of the County are shown in Table 10.

Table 10

SELECTED CHARACTERISTICS FOR MAJOR URBAN COMMUNITIES
Monmouth County

	1960 - 1980 POPULATION CHANGE	1980 MEDIAN VALUE of HOUSING	1970 MEDIAN FAMILY INCOME	1980 RENTAL UNITS	1980 POP. OVER 65 YRS.	1980 NON-WHITE POPULATION
ASBURY PARK	- 2.0%	$32,300	$ 6,972	79%	20%	54%
FREEHOLD BORO	+ 9.6%	$49,800	$11,125	40%	14%	23%
KEYPORT BORO	+15.1%	$45,600	$10,076	52%	16%	10%
LONG BRANCH	+13.7%	$46,000	$ 8,950	59%	14%	26%
MATAWAN BORO	+73.4%	$66,000	$12,344	40%	9%	8%
RED BANK BORO	- 3.6%	$47,300	$ 9,980	58%	22%	28%
COUNTY AVERAGE	+50.5%	$65,500	$11,635	31%	12%	11%

SOURCE: U. S. Census of Population and Housing, 1960 - 1980

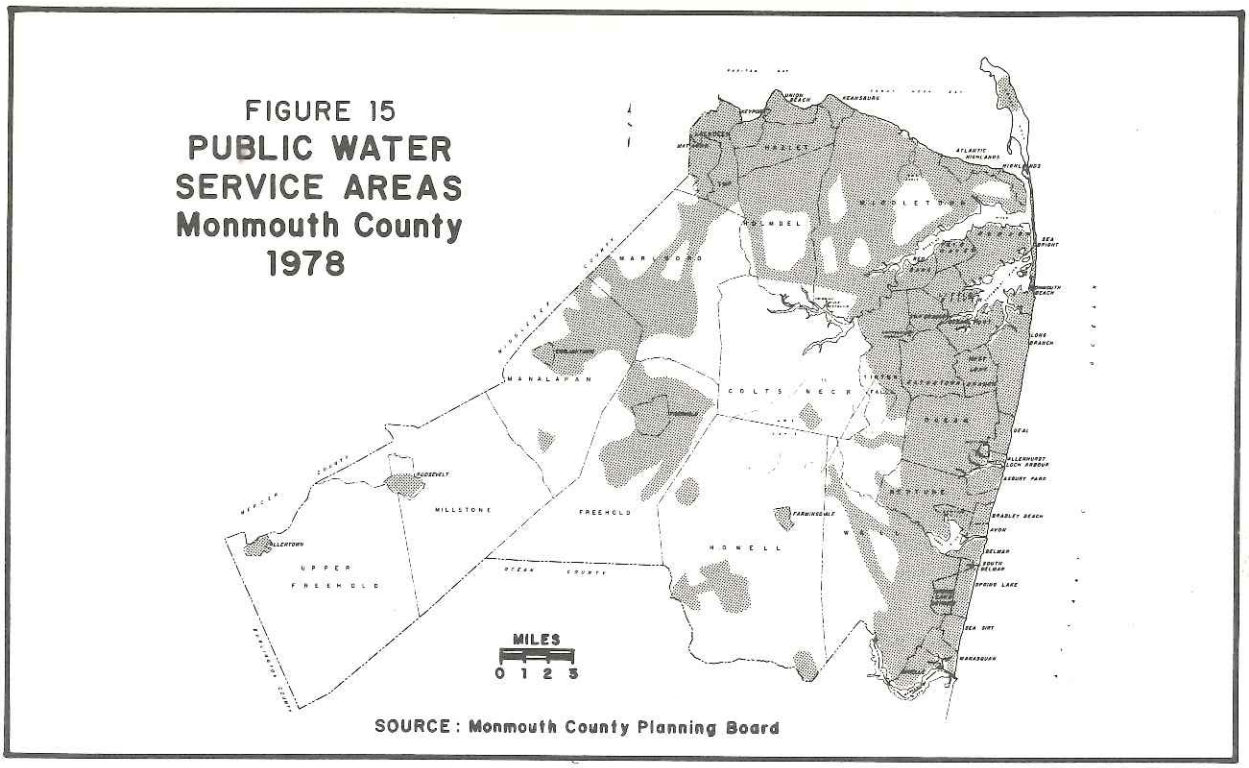
2.1.9 Utilities

The urban character of Monmouth County is reflected in the availability and quality of utility service. As the County's population density increases, service areas, once fragmented into political jurisdictions, are combined for economic efficiency. Thus modern systems utilizing state-of-the-art technology are encouraged.

The solid waste disposal needs of Monmouth County municipalities are served by two sanitary landfills. Most municipal and private landfills have been closed during the past three years in response to rising operational and environmental costs. The Monmouth County Reclamation Center, opened by the County in October, 1976, handles approximately 80% of all wastes produced in the County. Participation by local residents in source separation programs for newspaper, glass and other materials reduces the demand on available landfill capacity, while moderating disposal costs. In order to meet projected future needs for landfill space, the County is expanding its present operations and is investigating the feasibility of a refuse-burning and energy recovery facility which could reduce volume requirements by 90%. If recycling and energy recovery cannot effectively reduce solid waste volumes, new landfill acreage may become necessary by the 1990's.

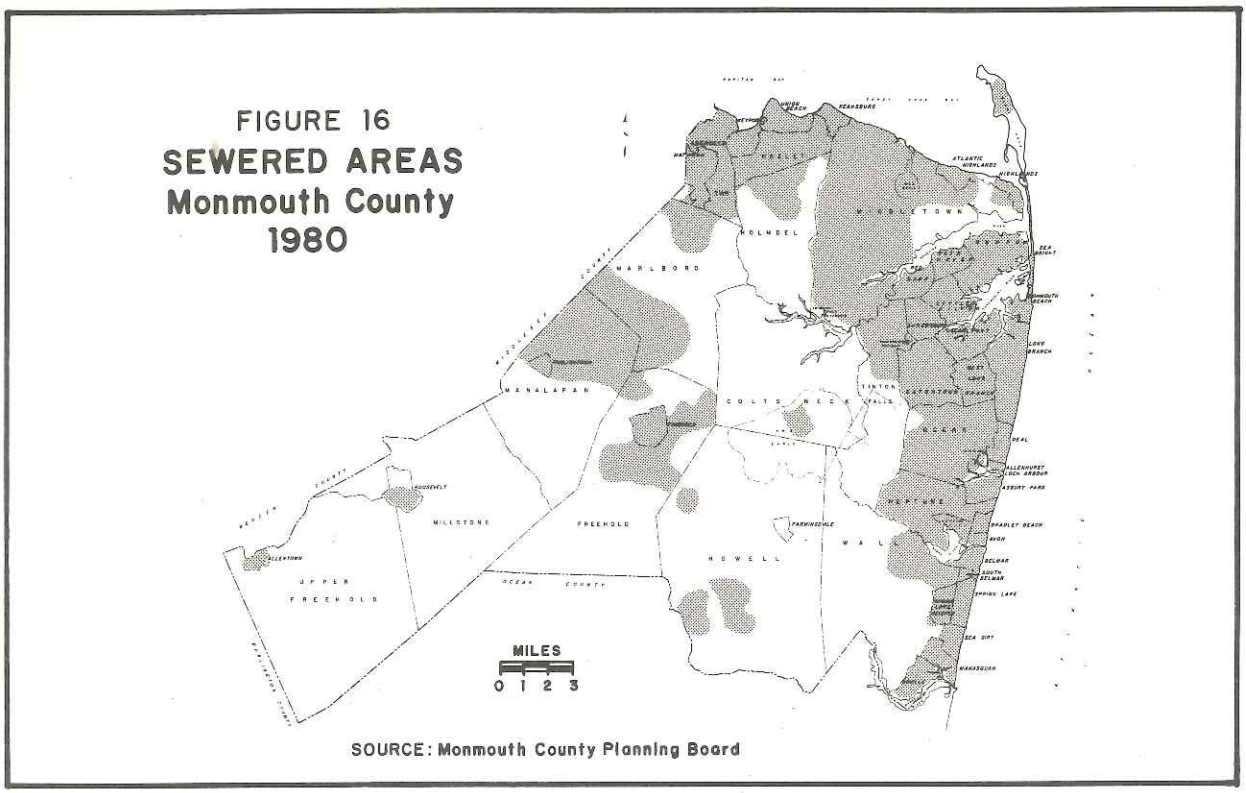
As areas of the County became more densely populated, the supply of potable water became a public function. Today, while the relatively undeveloped areas of the County rely on domestic sources, which account for ten percent of the County's water use, there are thirty public water supply purveyors. Public supply and domestic use account for eighty-two percent of the total water used in Monmouth County. Irrigation, industrial and other categories account for nine, four and five percent, respectively.

Most communities which have public water systems derive their supplies from subsurface sources. However, the heavily developed central coastal area of the County is serviced by Monmouth Consolidated Water Company. With a larger water diversion than all other twenty-nine purveyors combined, it has developed surface water supplies. In 1977, average daily County diversion was fifty-three percent surface water and forty-seven percent ground water for a total of fifty-six million gallons per day. Diversion rights of surface water were nearly depleted while nearly half of the ground-water diversion rights were unused. Development of ground water supplies throughout the County where feasible is encouraged by the Monmouth County Master Water Plan[6] (Figure 15).

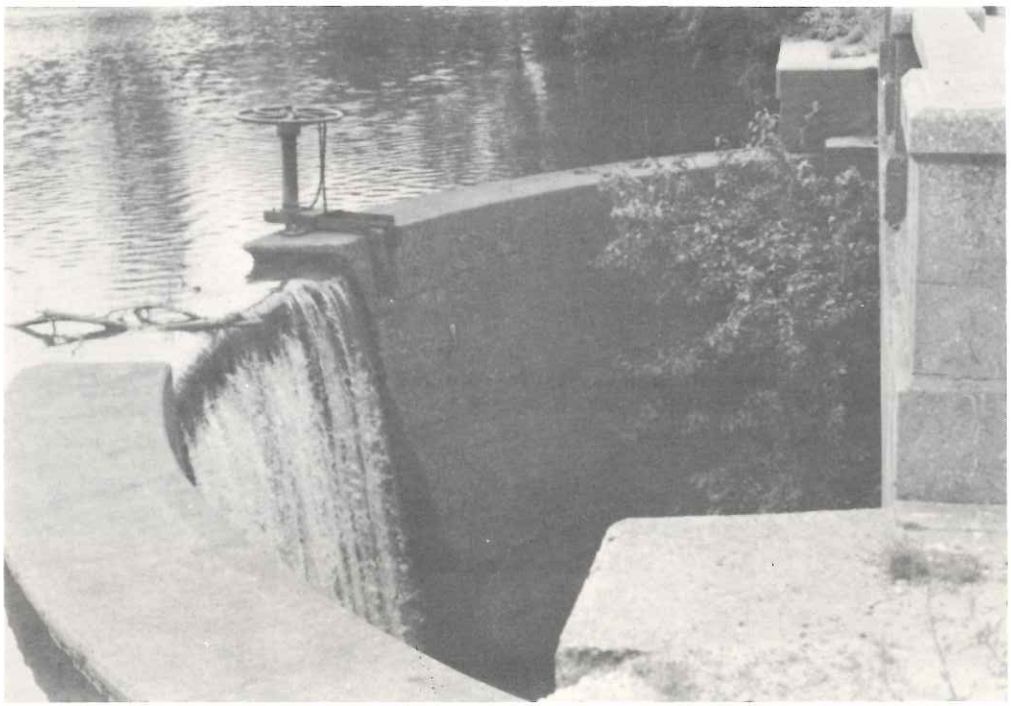


The Statewide Water Supply Master Plan[7] points to a current need for additional 12 million gallons daily (mgd) due to surface and groundwater stresses in the Monmouth/Ocean County area. The proposed 35 mgd Manasquan River Reservoir is needed to meet the increased demand for water in the future and provide supplemental supplies in the event of well contamination resulting from saltwater intrusion or indiscriminate dumping. With the construction of the Manasquan Reservoir, supplies in most areas of the County should be adequate through the early part of the next century.

Monmouth County is presently in a transition stage with regard to sewage treatment. Until recent years, each of the more densely developed and populated municipalities in the County provided independent facilities for the collection, treatment and disposal of sewage. The 55 existing primary and secondary municipal treatment plants are being replaced by regional and subregional sewerage authorities. Thirteen authorities are planned for the County. Presently, 10 of these sewerage authorities are in operation. Two major areas of the County are not included in a sewerage authority because they are presently unsewered. They are (1) Colts Neck Township and the southern portion of the Holmdel Township; and (2) Upper Freehold and Millstone Townships. Other areas of the County presently unsewered include portions of the following municipalities: Tinton Falls and Freehold, Howell, Manalapan, Marlboro, and Wall Townships (Figure 16). In terms of future demands, the design capacities of the sewerage systems in the County will be adequate to handle a population of 620,000 persons in the year 2000.



SOURCE: Monmouth County Planning Board



2.2 THE CHALLENGES

After three decades of rapid growth, the pace of development in Monmouth County is slowing down. The projections and expected increases of the early 1970's have been tempered by economic uncertainties.

The major challenges for the County in the next few decades are to retain and expand the economic base and to channel growth and development in optimal directions. Strategies must account for the urban, suburban and rural nature of the County and must seek to maintain the quality of life which makes Monmouth County a desirable place to live.

The importance and viability of the historic foundations of the County's economy (agricultural and resort industries) should be maintained. The influx of new residential development into productive farmland areas should be discouraged. The scenic and natural resource value of waterfront areas must be protected against overdevelopment. The challenge is to direct expected growth into areas where increased densities will provide fuller utilization of existing infrastructure.

The challenge in many of the older urban centers of the County is not how to accommodate future growth and expansion, but how to reverse current trends towards population and economic decline, and resultant tax base erosion.

Monmouth County is shifting from a manufacturing based economy to a service based economy. Industrial development strategies should focus on this trend. It is also important to cluster prospective facilities where transportation, sewer and water services are provided. The challenge in this regard is to attract rateables, but prevent the spread of new industrial sites into the open countryside and prime farmlands. Commercial development should also be channeled towards existing clusters and downtown business districts, rather than increasing the amount of strip commercial development along major highways.

Life style changes, demographic trends and economic factors present a challenge to the traditional housing types constructed in Monmouth County in the past decades. The needs of smaller families, single person households and a larger number of retired persons must now be considered. The increasing cost of a single-family detached house necessitates other forms of home ownership for suburban dwellers.

Monmouth County has adopted plans for water supply, sanitary sewers, solid waste management and transportation to serve the needs of present and future residents. Growth should be directed towards the full use of planned facilities, but overuse must be avoided. Care must be taken to protect aquifers from salt water intrusion due to overpumping and from the contamination by pollutants.

Decisions made in one portion of the New York Metropolitan Region have repercussions elsewhere. Population shifts in New Jersey will require Monmouth County to take a more active role in regional planning. Future resources to assist in carrying out regional needs are likely to be more modest than in the past. Monmouth County should take the opportunity for increased input into regionwide commitments and actions.

PART 3
THE GROWTH MANAGEMENT GUIDE

Make no little plans; they have no magic to stir men's blood.
Make big plans; aim high in hope and work.

Daniel Burnham

It is absurd for the landowners of the region to be always acting individually in ways in which none of them would act were he the owner of the whole.

Unknown

3.1 GENERAL GOALS AND OBJECTIVES

3.1.1 Land Use

GOAL: PROVIDE A PATTERN OF LAND USE THAT INCLUDES A VARIETY OF USES, DEVELOPMENT DENSITIES AND OPEN SPACE BASED ON THE PHYSICAL CHARACTERISTICS OF LAND AND THE AVAILABILITY OF PUBLIC FACILITIES AND SERVICES.

OBJECTIVE 1. The provision of service areas designated to channel new growth in accordance with density criteria.

2. Redevelop vacant or underutilized lands through short-term adaptive reuse and longer range redevelopment planning.

3. Strengthen existing core areas and older built-up communities.

4. Provide for open space between the urban service areas.

5. Preserve prime agricultural land.

6. Limit development in coastal areas based on building suitability and environmental criteria.

3.1.2 Housing

GOAL: ADEQUATELY HOUSE THE RESIDENTS OF MONMOUTH COUNTY.

OBJECTIVE 1. Increase the supply of adequate housing units.

2. Reduce the overall cost of housing.

3. Improve the quality of housing by eliminating substandard housing.

4. Create and/or maintain viable neighborhoods in conjunction with housing rehabilitation.

3.1.3 Economic Base

GOAL: PROVIDE FOR AN ECONOMIC SECTOR WHICH OFFERS A DIVERSIFIED BASE OF EMPLOYMENT, GOODS AND COMMERCIAL SERVICES.

OBJECTIVE 1. Expand the industrial employment opportunities within the County.

2. Expand office research employment opportunities within the County.

3. Centralize retail and service activities in existing highway and downtown centers.

4. Maintain and expand the agricultural potential of the County.

5. Expand the resort potential of the County.

6. Improve and expand the commercial fishing industry.

7. Retain existing Federal facilities which contribute to the local economy.

3.1.4 Transportation

GOAL: ENCOURAGE THE EFFICIENT AND ECONOMICAL USE OF TRANSPORTATION FACILITIES THROUGHOUT THE COUNTY IN AGREEMENT WITH ADOPTED GROWTH POLICIES

OBJECTIVE 1. Complete an integrated system of freeways within Monmouth County.

2. Improve primary arterial highways.

3. Improve and expand the secondary arterial and collector road systems.

4. Improve local public transportation.

5. Improve commuter public transportation.

6. Maintain viable freight rail services.

7. Meet the needs of increasing general aviation demand with adequate, modern facilities.

8. Encourage commuter water transportation service between Monmouth County and the Battery Park area of New York City.

3.1.5 Environment

GOAL: PROVIDE ALL RESIDENTS AND VISITORS TO MONMOUTH COUNTY WITH A SAFE AND POLLUTION-FREE ENVIRONMENT, AND CONSERVE VALUABLE RESOURCES

OBJECTIVE 1. Protect and conserve tidal and freshwater wetlands for wildlife habitat, water pollution control and groundwater recharge.

2. Provide for public access to bay and ocean beaches, stream corridors and riverbanks.

3. Protect and conserve all natural stream floodplains and stream corridors.

4. Discourage development on steep or geologically unstable slopes.

5. Protect major aquifer recharge areas.

6. Limit development in coastal areas based on building suitability and environmental criteria.

7. Protect those areas in the County which are of a unique ecological nature.

8. Protect significant historic structures and sites.

3.1.6 Utilities

GOAL: PROVIDE ADEQUATE, ECONOMICAL AND ENVIRONMENTALLY ACCEPTABLE WATER SUPPLIES AND SOLID WASTE, SEWER AND ENERGY FACILITIES FOR ALL COUNTY RESIDENTS

OBJECTIVE 1. Protect existing and potential sources of potable water.

2. Conserve existing water supplies and develop new water sources.

3. Plan for the treatment of wastewater in an economically and environmentally sound manner.

4. Upgrade existing solid waste collection and disposal practices.

5. Support the maximum practicable use of high and low technology resource recovery.

6. Encourage and promote energy conservation and the development of alternate energy sources.

3.2 PARAMETERS FOR GROWTH MANAGEMENT

Decisions are shaped by ideas and ideas by ideals. The ideal behind the Growth Management Guide is the desire for orderly growth of the population in a manner that is beneficial to all and non-disruptive to the physical and human environment. From this broad ideal ideas flow which distill the policy of the Planning Board into a physical plan. The visionary ideal is molded and shaped by parameters of measured growth until the end product emerges. On this end product the decisions for implementation are based.

Some regions of land are best left undeveloped, while others can be utilized at a high density. The basic parameters of growth management in this revised master plan include protection areas, environmentally sensitive areas, development patterns, utilities, transportation and employment centers. These parameters form the underlying theme which governs the shape of the Growth Management Guide.

3.2.1 Protection Areas

Protection areas are those lands of such ecologic value that they should never be developed but rather kept as open space. Such protection areas include parks, watershed areas, floodplains and fish and wildlife preserves and represent a significant public commitment to provide open space for recreation and habitat preservation.

Certain protection areas provide insurance against riverine flooding. These areas include floodplains and watersheds such as the Assunpink Wildlife Management Area, which provides flood protection for portions of Mercer County and the City of Trenton. Floodplains not only give protection against flooding but also provide needed land for wildlife habitat. Floodplains and stream valleys may also function as a network of linear parks and buffers between developed areas. By developing and otherwise destroying these areas, not only can flooding problems be compounded, but valuable open space lost.

Other protection areas serve as buffers around water supply reservoirs. Such areas represent a significant public investment towards present and future water supply and must be protected from development encroachment.

Lastly, certain protection areas serve mainly as wildlife habitat and preservation zones. In an urbanizing county such as Monmouth, areas must be set aside to provide for wildlife. Tidal wetlands provide habitat for many species of fish, shellfish and birds. Freshwater wetlands likewise provide valuable habitat for wildlife. Freshwater wetlands also serve as aquifer recharge areas and thus help replenish groundwater resources.

Established protection areas are scattered throughout the growth and limited growth areas. With the exception of Allaire State Park, established protection areas have remained free from highway intrusions. In the case of Allaire, the recently completed Interstate 195 bisects the park. Since the highway divides and separates camping areas from day use areas, this intrusion is considered compatible.

Large parks such as Battleground State Park in the Central Growth Corridor and Gateway National Recreation Area in the Coastal Growth Corridor provide recreational opportunities close the the bulk of the County population.

Protection areas located in or planned for the Limited Growth Areas include the Assunpink Wildlife Management Area and the Turkey Swamp Hunting and Fishing Grounds as well as several County parks. Such recreation areas located in more rural areas of the County provide opportunities for hunting and fishing not easily provided in urban settings.

3.2.2 Environmentally Sensitive Areas

While all development in environmentally sensitive areas is not necessarily a detriment, careless development can result in the destruction of the very environmental factors which may have attracted the developer in the first place. For example, a prospective resident may wish to construct a home on a steep slope with a view. Careless construction practices can cause the loss of vegetative cover and a severe erosion problem. The end result being, at the least, a degradation of the environment and quite possibly the destruction of the building.

The Growth Management Guide Map designates several environmentally sensitive areas. These areas include high risk erosion areas as delineated by the U.S. Army Corps of Engineers, along the coastlines; areas of steep slopes in Holmdel, Marlboro and Middletown; and areas of unstable slopes and slump features in Atlantic Highlands, Highlands and Middletown.

With the exception of the Pleasant Valley area of Holmdel and Marlboro, all of those areas designated as environmentally sensitive lie within the Coastal Growth Corridor. As mentioned earlier, special care should be taken in these areas so that the land is not degraded. Also, carelessness can result in severe property damage. Construction too near the water subjects the buildings to storm damage. Likewise, unrestricted development in areas with a history of slumping and land movements can periodically result in the loss of public and private property. Such losses can be mitigated or eliminated simply by proper planning.

3.2.3 Development Patterns

Theoretically, growth management is the main force which shapes and directs development patterns. But more often than not, development patterns are controlled by the presence of favorable soils, slopes, water or natural resources. In Monmouth County, development patterns have evolved as a result of these plus the attraction of the ocean beaches.

Once development patterns are set, they are reinforced by zoning and land use decisions. As a region is partially developed, further development is encouraged by the presence or projected construction of utilities and transportation links.

Since many development patterns have long been established and represent a major private and public investment they need to be maintained. It simply does not make sound fiscal sense to ignore an area already supplied with highways, sewers and water to exploit farms or woodlands.

3.2.4 Sewerage Systems and Water Supply

The presence of sewerage and water supply systems is an important factor in growth management. While low density development is possible without centralized utilities, when higher densities are planned, water and sewerage service becomes an essential factor.

By controlling the installation of sewer and water lines, growth can be limited to those portions of the County which can best carry the additional population in a cost effective manner. This is an especially effective means of controlling high density growth. In Monmouth County the most cost effective areas for further development are in the Growth Corridors. Here large public and quasi-public investments in water and sewerage systems are currently in place and the extension of services is best done through a process of infilling.

The Limited Growth Areas on the other hand are not suitable for high density development because of a lack of water and sewerage systems. The Central Limited Growth Area contains major watershed areas which provide potable water to a large segment of the County's population. These watersheds must be protected from intensive development in order to protect these water resources.

3.2.5 Transportation Network

As in the case of utilities, the presence of a modern transportation network is an important factor in growth management and represents a major public investment. However, unlike utilities, the absence of transportation

links does not necessarily preclude all development. While it is true that the completion of a major highway, such as the Garden State Parkway in the early 1950's, can act as a catalyst for suburban development, other factors may be equally important.

In Monmouth County a strong transportation net has developed in the Growth Corridors. These transportation links have tended to strengthen the ability of the Growth Corridors to attract higher density housing, commercial and office facilities. Rail, bus and highway facilities enable residents in these areas to commute to jobs outside of the County. Thus the Corridors themselves act as a magnet to draw additional population.

The situation in the Limited Growth Areas is similar but not to the same degree. The same pressures for development exist here as in the Growth Corridors except that a lack of bus and rail service means that residents either have to drive all the way to their jobs or they have to drive to bus and rail pickup points. Roads in these Limited Growth Areas are rural in nature and of low capacity and, therefore, are not able to accept large volumes of traffic.

3.2.6 Employment Centers

The presence of a major employer can act as an important catalyst for regional development. Such development has no political boundaries and is limited only by commuting distance, availability of land and the presence or absence of the required infrastructure. Thus, while growth stemming from the completion of a regional sewerage system is limited to the service area, growth induced by the introduction of a major employer has no such limits.

In Monmouth County a sizable portion of employees commute to jobs outside of the County. While the employment base within the County has been increasing, much needs to be done. Therefore, the continued development of existing employment centers, especially those in the Urban Centers, is strongly encouraged.

3.3 PHASED GROWTH MANAGEMENT

Phased growth management is a land use tool used to foster orderly and planned growth in rapidly developing regions to prevent suburban sprawl and the overloading of public services. Even within the Growth Corridors land should be developed only as needed, one area at a time. Farmlands are among the areas which should be developed last.

Phased growth management can take several forms. Basically, it entails a process of allocating the approval and construction of housing units in certain areas over a period of time. For example, in a rapidly developing area growth rings might be drawn around a town center. All growth within a two-year period would be confined to the first ring, the

next two years to a second ring and so on. A second way of allocating growth in a region is by a point system. Standards for the issuance of development permits are based on factors such as the availability of sewer and drainage facilities, roads, schools, firehouses and recreational facilities. If a proposed development is within a certain distance of these facilities, it will receive a number of points. The closer the facilities, the higher the points. The proposed projects with the greatest number of points would receive approval for construction.

During the late 1960's and early 1970's, two towns developed growth management ordinances. Ramapo, New York and Petaluma, California were experiencing rapid growth and sought a means of channeling that growth into areas where the necessary infrastructure was either in place or planned.

The Ramapo growth management plan was initiated in 1969 and was one of the first such programs in the country. There are three key parts in the Ramapo plan: the master plan, the capital budget and the growth management ordinance. In the master plan broad goals and development policies were spelled out. One such goal was that the population increase be kept to a moderate level so that the overall character of the town could be maintained and that existing and projected public facilities would not be overwhelmed (Emanuel[8]).

The capital budget and plan provided for the location and sequence of capital improvements for an eighteen year period. The capital improvements anticipated the full development of the town in accordance with the master plan (Emanuel[9]).

The Ramapo growth management plan requires a developer to have fifteen points in order to have his project approved. If he doesn't have the required number of points he can make capital improvements as specified in the towns capital improvement plan and thus acquire additional points.

In the early 1970's Petaluma, California, also experiencing explosive growth, developed a growth management plan similar to that of Ramapo. In the Petaluma plan, the town set up a maximum growth rate of 500 units per year which also was based on an intricate point accumulation system. Exemptions were made for all residential projects of four units or less. As with the Ramapo plan, the Petaluma ordinance geared all proposed development to an overall master plan and capital improvement plan. Both towns have been challenged in the courts and both growth management plans have been upheld. Most importantly, both plans work and have accomplished their intended function.

In Monmouth County phased growth management plans would be most appropriate for communities in the Growth Corridors or which contain Town Centers and Town Development Areas. Such municipalities as Marlboro, Manalapan, Freehold and Howell Townships contain substantial undeveloped lands but essentially lie within the Central Growth Corridor. These towns would greatly benefit from a phased growth management plan.

3.4 LAND USE DESIGNATIONS AND POLICY

3.4.1 Growth Areas

As in the General Development Plan 1969-1985[10] two Growth Corridors are identified. The Corridors have, to date, absorbed the bulk of the suburban growth that Monmouth County received during the 1950 to 1980 period. While primarily suburban in nature, these two growth regions also contain five designated Urban Centers.

The Coastal Growth Corridor lies mainly east of the Garden State Parkway and parallels the Atlantic Ocean. This growth region historically includes some of the older development in the County as well as newer suburban growth along its western edge. The Coastal Corridor also encompasses the Monmouth County bayshore area east and north of the Garden State Parkway. It includes the older resort oriented towns along the Raritan Bay as well as the suburban areas between Route 36 and the Parkway.

The Central Growth Corridor principally follows Route 9 through the central portion of the County from the Middlesex County line southward to the Ocean County line. At its northern margin, the Central Corridor merges with the bayshore portion of the Coastal Growth Corridor, and at its southern extremity, extends eastward to the Howell-Wall Township line.

The two growth corridors have been delineated by four planning and development criteria: existing infrastructure is currently in place or can easily be extended; proximity to existing major population and employment centers; proximity to established urban centers; and the area is served by public transportation. All residential densities designated in the GMG are net as opposed to gross. Net density refers only to that portion of the county to be developed as residential and includes only internal streets and other uses exclusive to the development.

Growth Area Policy

■ ENCOURAGE DEVELOPMENT IN TWO GROWTH CORRIDORS - THE COASTAL GROWTH CORRIDOR AND THE CENTRAL GROWTH CORRIDOR (LU/1-1)*

These Corridors have urban services such as public water supply, public sewerage system, public transportation, shopping facilities, fire and police protection, schools, employment opportunity and road access. This strategy serves the dual purpose of allowing services and facilities to be provided more efficiently and economically to concentrations of population while preserving areas desirable as open space. Sprawl development provides neither the economies of scale of the city nor the open lands of the countryside.

*Land Use/Objective 1 - Policy 1

3.4.2 Urban Centers

Urban Centers are major concentrations of mixed-use activities serving County-wide needs. Mixed-use activities include high-density residential development such as highrises, apartments and townhouses as well as single-family houses on small lots. High density is defined as an average of seven units per net acre. This density refers only to residential sections and not the overall Urban Center. Other uses within the Urban Center would include central business districts with a wide diversity of retail and wholesale businesses, professional offices, office-research facilities, light industry, transportation centers, cultural facilities, institutional and governmental centers, as well as parks, playgrounds and other open spaces.

Five Urban Centers are designated on the Growth Management Guide Map. All are located within the two Growth Corridors and are surrounded by extensive suburban development. The Urban Centers are Keyport/Matawan, Red Bank, Long Branch, Asbury Park and Freehold.

Urban Center Policies

■ ENCOURAGE THE REDEVELOPMENT OF INDUSTRIAL USES WHICH PROVIDE JOBS IN THE URBAN CENTERS THAT ARE ACCESSIBLE THROUGH MASS TRANSIT (LU/2-1)

Industrial locations which allow employee access by mass transit should be given priority for development. Since many municipalities outside the Urban Centers require larger lots and floor area in their industrial zones, the Centers can emphasize the availability of smaller areas and existing buildings to attract small firms.

■ ENCOURAGE THE ADAPTIVE REUSE OF VACANT BUILDINGS AND ABANDONED PUBLIC FACILITIES FOR NEW AND MORE PRODUCTIVE USES (LU/2-2)

Vacant buildings such as warehouses, factories, department stores and schools can be reused and refitted for new uses. Urban Centers should carefully evaluate their assets (employment base, access, retail demand) in developing adaptive reuse strategies.

■ ENCOURAGE THE REDEVELOPMENT OF THE URBAN CENTERS THROUGH HOUSING REHABILITATION, REUSE OF BUILDINGS AND CHANNELING OF COMMERCIAL USES INTO DOWNTOWN AREAS (LU/3-1)

Government subsidies and loans should continue for housing rehabilitation. Private neighborhood rehabilitation should also be encouraged. When rehabilitating housing in Urban Centers, impacts on low-income residents should be considered. Displacement of low-income households by high-income households may occur when property values rise.

Local governments should seek out prospective businesses and industry and provide information on available sites and buildings and financial programs.

Local governments should bring business leaders together and concentrate on community revitalization. These individuals could work with municipal, County, and civic leaders to determine what steps are needed to create a viable Center suited to their staff and investment. Businesses should be given incentives to locate in Urban Centers. All government funding and subsidy proposals should be scrutinized to assure they are not assisting in the movement of businesses from the Centers.

State government should require businesses who wish to locate on state highways in suburban areas to present reasons why they cannot locate in an Urban Center. If locating on the highway is not justified, the firm should not be allowed access to the highway.

■ ENCOURAGE EXPENDITURE OF PUBLIC MONIES FOR REHABILITATION AND/OR COMPLETION OF PUBLIC FACILITIES (LU/3-2)

Local governments must upgrade and maintain public facilities. Municipalities should pressure the State and Federal governments to continue subsidies to make public transportation facilities convenient and attractive. Government and educational facilities and offices should be located in or near Urban Centers.

■ CONTINUE THE URBAN COMMUNITIES STUDY SERIES (LU/3-3)

The Urban Communities Study Series[11] concentrates on particular urban municipalities, identifies their problems and assets, and suggests alternative strategies to address their individual needs. Through these

studies innovative plans for physical re-design, employment creation and housing programs can serve as the catalyst for community action. Future studies should concentrate on involving local residents and businesses in the development of strategies.

■ ENCOURAGE LOCATION OF MANUFACTURING AND WHOLESALING EMPLOYMENT OPPORTUNITIES IN THE URBAN CENTERS (EB/1-2)

Suburban industrial growth reflects the need of the modern industrial firm for space and accessibility to major rail and truck routes. However, some firms will continue to require access to less skilled labor markets and local retailers, which the Urban Centers of Monmouth County can offer.

Encouraging firms to locate in the Urban Centers is not solely a public policy designed to reduce unemployment and bolster dwindling local tax bases. Some firms do not require the space for modern production lines and, therefore, leasing space in older buildings may meet their needs. For wholesale activities, an urban location may reduce transportation cost by offering a location near both the downtown retail districts and suburban shopping centers.

■ ENCOURAGE LOCATION OF OFFICE FACILITIES IN THE URBAN CENTERS (EB/2-2)

During the past decade downtown strategies have focused on alternatives to the traditional retail function of the central business district (CBD). One alternative for older districts losing their retail function to suburban shopping malls is to attract government and small office uses.

Red Bank is an example of where retail conversion to office functions has occurred. Insurance and investment firms have located in Red Bank and are occupying remodeled facilities which were formerly retail firms or private homes. The same potential can be developed in other Urban Centers in Monmouth County, particularly where, unlike Red Bank, these municipalities no longer serve a regional retail market. Efforts should be made to identify the firms that favor downtown locations and recognize that they may not be seeking corporate headquarters but rather smaller facilities. This strategy can be beneficial to the firms as well as to the Urban Centers in which they locate.

■ EXAMINE THE URBAN CENTERS' DOWNTOWN DISTRICTS TO DETERMINE THEIR INDIVIDUAL ECONOMIC ASSETS (EB/3-2)

On the surface, all of the Urban Centers identified by the Growth Management Guide appear similar. A closer inspection however reveals that each has certain attributes around which development or redevelopment can be focused. Freehold, Long Branch, Red Bank and Asbury Park for example are locations of major medical facilites. Such Centers are choice sites for medical support services such as professional offices (doctors, dentists, etc.), laboratory facilities, etc. Keyport has a large municipal harbor which could be used as a focal point for the development of marine-related activities.

■ IMPROVE THE ACCESS TO THE URBAN CENTERS THROUGH IMPROVED PUBLIC TRANSPORTATION AND ROADS (EB/3-4)

Congestion is a major deterrent to downtown activities. Removal of main street parking and control of loading zones are among the ways of combating downtown congestion without major reconstruction. Bypass roads divert through-traffic from the downtown area and reduce congestion. More consideration should be given to trip origins as well as downtown destinations when planning routes for public transportation.

■ CHANNEL SUBURBAN PURCHASING POWER INTO THE URBAN CENTERS' BUSINESS DISTRICTS (EB/3-5)

Investment and other firms consider the location of wealthy suburban markets in their siting analysis. A central location surrounded by more affluent suburban communities may make a downtown business district an attractive location. Similarly, an attractive downtown retail district with a "village" atmosphere may hold an attraction not available in a modern shopping center. Specialty shops are the types of businesses which may draw suburban residents back to downtown areas.

■ ENCOURAGE ALTERNATIVE USES FOR FACILITIES SUCH AS RACETRACKS AND CONVENTION CENTERS IN RESORT COMMUNITIES (EB/5-2)

Accessibility to Manhattan and Northern New Jersey and the development of new hotel facilities could make the County attractive as a convention and

business conference center. The rising cost of accommodations in traditional convention cities could prove beneficial to a convention center in Asbury Park. Other alternatives, including concerts and trade shows, should be explored and promoted for off-season periods.

■ ENCOURAGE THE COMPLETION OF NEEDED BYPASS ROUTES (T/1-2)

Bypass routes are designed to alleviate traffic congestion in areas already experiencing high traffic volumes. By circumventing such congestion, through-traffic would not mix with local traffic.

The Route 33 Freehold Bypass was originally proposed to rejoin Route 33 east of Fairfield Road in Howell Township. Currently, the bypass terminates at an extremely congested intersection and forces numerous vehicles through the downtown section of Freehold Borough.

■ PROVIDE MOBILITY FOR THE TRANSPORTATION DISADVANTAGED (T/4-2)

Local transit is essential for the transportation disadvantaged groups such as the elderly and handicapped, teenagers below driving age, and lower income persons. Integration of special transportation is necessary to ensure economies of scale in transit operations and provide equal transportation opportunities.

3.4.3 Suburban Settlement

Areas of Suburban Settlement include primarily single-family residential housing with some multi-family units. An overall density for residential development would be a minimum of four dwelling units per net acre. This density would justify serving such areas with water, sewers and some type of public transportation. The gross density for the entire Suburban Settlement area will be somewhat less than the four units per net acre in the residential areas.

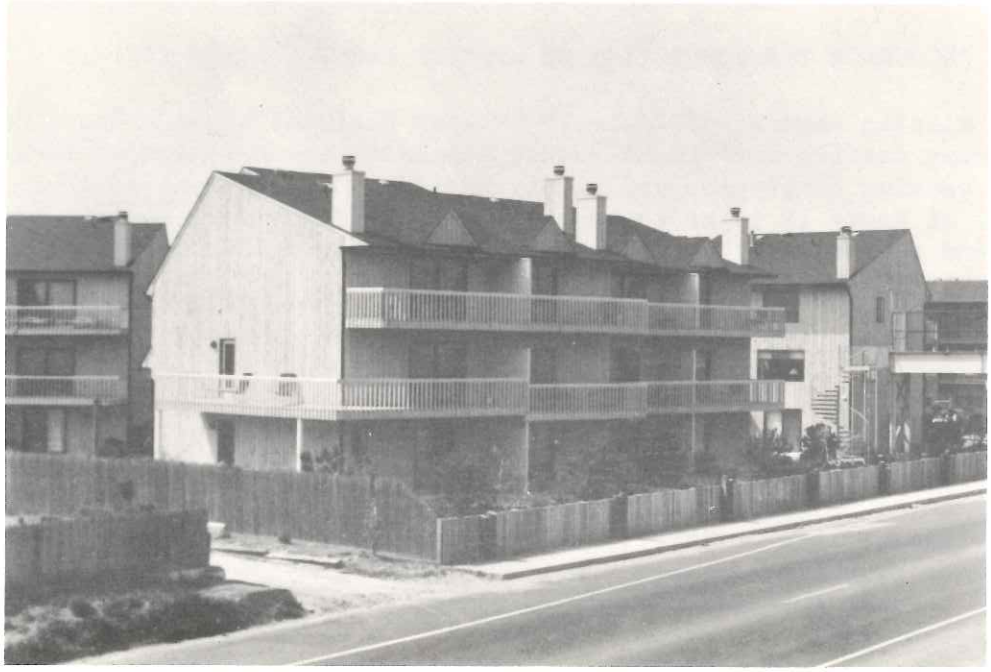
Other types of uses appropriate for areas of Suburban Settlement include regional highway commercial centers, neighborhood shopping centers, industrial parks, office-research parks and limited areas of farmlands.

The areas of Suburban Settlement are limited to the two Growth Corridors and are dependent on the Urban Centers for mass transit and employment centers as well as other activities.

Suburban Settlement Policies

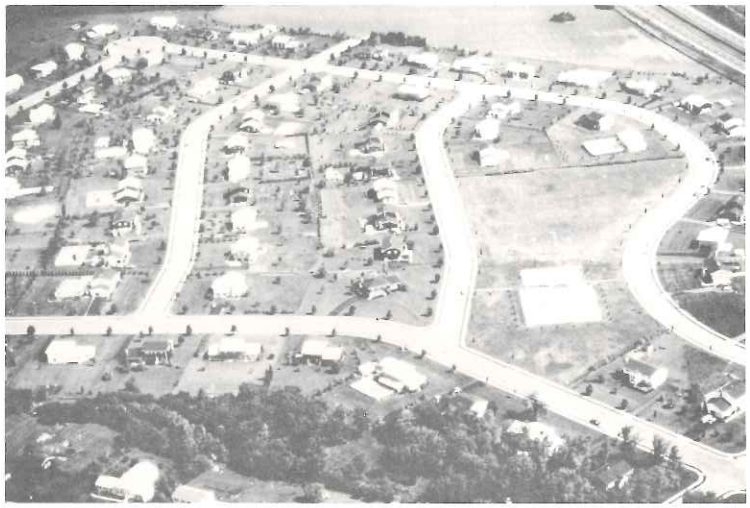
■ ENCOURAGE A VARIETY OF RESIDENTIAL TYPES IN THE SUBURBAN SETTLEMENT (LU/1-4)

Varying housing densities and types will prevent monotonous development which has occurred in some areas of Monmouth County and also provide a selection of housing to suit the diversity of individual preferences and budgets.



■ ENCOURAGE THE USE OF THE NEIGHBORHOOD UNIT IN THE SUBURBAN SETTLEMENT (LU/1-5)

Local parks, schools, variety of housing types and lot sizes and recreation areas are an integral part of each neighborhood unit. It has been noted in existing residential development, when these aspects are not considered, the result is a monotonous type of development that lacks an adequate focal point for neighborhood and community activities. This type of development tends to create a uniform population density that is uninterrupted by green areas or open space for recreational and conservation purposes.



■ ENCOURAGE THE COMPLETION OF MISSING FREEWAY LINKS (T/1-1)

The missing segment of Route 18 between Deal and Wayside Roads now forces freeway traffic onto local roads, straining the capacity of these roads and causing congestion and safety hazards. The current southern terminus of Route 18 is at Route 38, but State plans call for the highway to extend to the Brielle Circle in Wall Township. If completed to this point, Route 18 will connect to both Routes 35 and 70.

■ ENCOURAGE THE USE OF CLUSTER DEVELOPMENT IN ALL PARTS OF THE COUNTY (LU/1-6)

Cluster development enables the developer to reduce the lot area for each house as long as the density for the overall subdivision does not exceed the maximum set for the zone. Benefits derived from cluster development include preservation of open space, limited impervious surface resulting in less runoff and greater infiltration, lower unit cost through more efficient land planning and aesthetic appeal (Cluster Development[12]).

3.4.4 Limited Growth Areas

Two Limited Growth Areas are identified for the County. The Central Limited Growth Area separates the Coastal Growth Corridor and the Central Growth Corridor and roughly includes those areas tributary to the Swimming River Reservoir and the proposed Manasquan River Reservoir system. It also includes significant areas with prime agricultural soils.

The Western Limited Growth Area is located west of the Central Growth Corridor and is so designated because of the presence of prime agricultural soils and a viable agricultural community. The proximity of significant food producing areas to County population centers provides an important planning consideration for limited growth status.

The two Limited Growth Areas are delineated according to the following criteria: absence of infrastructure, such as public water or sewers; presence of significant areas of environmentally sensitive or special use lands and lack of public transportation.

Limited Growth Area Policy

■ ENCOURAGE THE USE OF CLUSTER DEVELOPMENT IN ALL PARTS OF THE COUNTY (LU/1-6)

Cluster development enables the developer to reduce the lot area for each house as long as the density for the overall subdivision does not exceed the maximum set for the zone. Benefits derived from cluster development include preservation of open space, limited impervious surface resulting in less runoff and greater infiltration, lower unit cost through more efficient land planning and aesthetic appeal. Although cluster ordinances are usually associated with low-to-medium density zones, such techniques may be used in areas zoned for larger lots. Clustering can be mandatory as well as optional (Cluster Development[13]).

■ DISCOURAGE AND/OR LIMIT THE INSTALLATION OF PUBLIC FACILITIES AND SERVICES IN THE LIMITED GROWTH AREAS (LU/1-7)

The haphazard extension of public facilities and services contributes to sprawl development on critical lands. When development spreads, public services may become over-extended and costly. This form of development makes public transportation impractical, thereby requiring virtually total dependence on automobiles. Expansion into previously undeveloped areas may precipitate a decline in older urban areas. Development should be directed to utilize available buildings, land and services within the two Growth Corridors. This would economize on space, time, energy and public services. Efforts must be made to conserve land and energy and promote a tighter pattern of growth in the future.

■ DETERMINE DENSITIES AND USES APPROPRIATE FOR GIVEN AREAS OF THE COUNTY THROUGH USE OF THE RESIDENTIAL LOCATION TIMING CRITERIA METHOD OF ZONING AND DEVELOPMENT (LU/1-8)

In 1977, the Monmouth County Planning Board adopted and released a position paper entitled Residential Location Timing Criteria[14]. These criteria determine, by a point rating system, those areas in which higher densities of development would be favorably considered for County Planning Board support. A proposed development, or zoning change, is allotted points depending on its location in relation to existing and planned urban services, such as public water supply, sewerage treatment systems, public transportation, convenience shopping facilities, fire protection and site access.

■ ENCOURAGE PUBLIC ACQUISITION OF LAND IN LIMITED GROWTH AREAS (LU/4-1)

Acquisition of land in Limited Growth Areas will help prevent sprawl development, protect watershed areas, provide for groundwater recharge, conserve wildlife and maintain the quality of life in Monmouth County. Securing land along stream valleys protects the natural drainage system, provides linear parks adjacent to stream corridors and ensures detention areas for storm water control.

3.4.5 Agriculture/Conservation Areas

Agriculture/Conservation Areas generally coincide with the Limited Growth Areas designated on the Growth Management Guide Map. These Areas consist primarily of farmlands and woodlands and are important for wildlife as well as agriculture. Residential growth should be channelled to those areas designated as Town Centers, Town Development Areas, and Villages.

Agriculture/Conservation Areas could be protected by innovative land conservation techniques such as agricultural clustering and/or districting, density transfers, and purchase of development easements. These techniques are discussed further in the policy section below. While traditional large-lot zoning can be used to support these techniques by controlling overall densities, it has been largely ineffective as a deterrent to rural development when used alone.

In order to preserve substantial farming districts, development pressures must be minimized. To this end, major farming regions must be delineated for limited growth. This is the rationale behind the Agriculture/Conservation designation.

Agriculture/Conservation Area Policies

■ DEVELOP WITH THE STATE AND OTHER REGIONAL GOVERNMENTS, A REGIONAL PERSPECTIVE FOR FARMLAND CONSERVATION (LU/5-1)

The County can discourage development of farmland by ensuring that its own capital projects, economic development activities, and grants to municipalities are consistent with farmland preservation goals.

The County can also work with State and regional planning agencies and adjacent counties on joint farmland preservation programs.

■ ENCOURAGE MUNICIPALITIES TO DESIGNATE AGRICULTURAL ZONES IN THEIR MASTER PLANS AND LAND USE ORDINANCES AND ENCOURAGE THE FORMATION OF AGRICULTURAL DISTRICTS (LU/5-2)

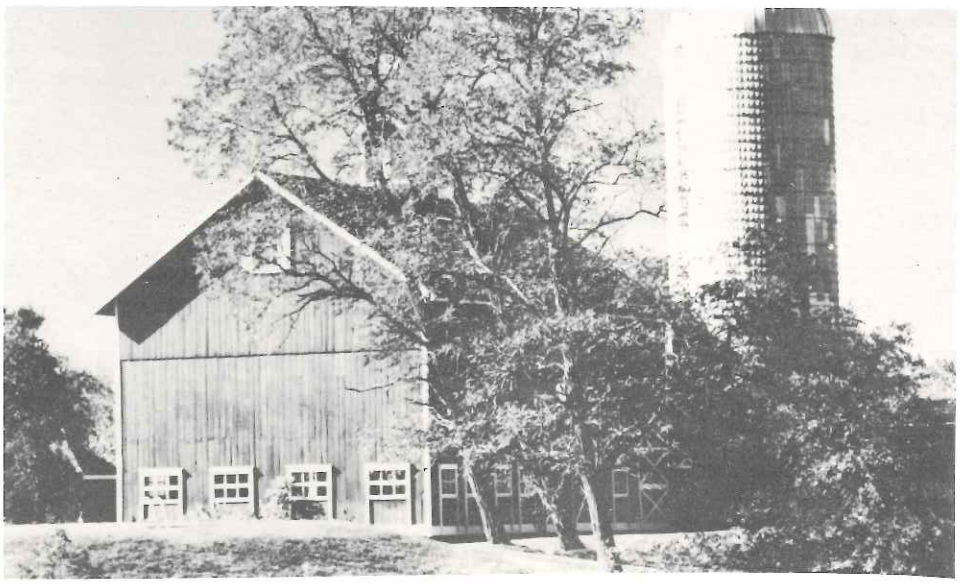
Haphazard residential development in traditionally rural areas fragments and isolates large, contiguous tracts of farmland. It also leads to land use conflicts which have frequently caused the adoption of municipal ordinances restricting the farmer's right to farm. New residents often complain of noise, dust and odors and farmers encounter problems with trespassers and crop damage. Designation of large agricultural areas will increase the farmer's confidence in the prospects for sustained profitability. This will help maintain a core of land and growers necessary to support an agricultural economy.

It is important to recognize an agricultural land use category in which farming is the priority use. The Growth Management Guide suggests two Limited Growth Areas which are intended to encourage farmland retention.

Extensive areas in Upper Freehold and Millstone Townships and portions of Freehold, Manalapan, Marlboro, Holmdel, Colts Neck and Howell Townships are prospective candidates for agricultural districts.

Efforts to limit development in farm areas can be reinforced by growth management plans and land banking programs. The County Planning Board's Residential Location Timing Criteria[15] provides an example of one growth management approach.

Municipalities can also assist farmers in delineating agricultural districts. Districts would be formed in response to petitions by farmers upon the approval of the municipal governing body and the County Agriculture Development Board. In return for an eight-year agreement to keep their land in agriculture and to employ soil conservation measures, the farmers would receive financial benefits and be guaranteed the right to farm (Grassroots[16]).



■ ENCOURAGE PUBLIC ACQUISITION OF WORKING FARMS OR FARMLAND WHICH MAY BE LOST TO DEVELOPMENT FOR THE PURPOSE OF CONTINUING FARMING OPERATION (LU/5-4)

As stated above, strategic parcels in Limited Growth Areas can be purchased by public agencies. The land may be acquired in fee simple and leased, resold with deed restrictions, or the municipality may simply purchase development rights from the current owner.

Farmland can be acquired through private organizations such as the New Jersey or Monmouth Conservation Foundations and held until public funding is available. Although the acquisition of farmland is not a priority item under the State Green Acres Program, matching funds may be used for the acquisition of easements on working farms which possess important scenic value or enhance the value of adjacent Green Acres properties. Donated property may be used as the matching share for an equivalent parcel acquired through the Green Acres Program.

3.4.6 Town Centers

Town Centers are multi-use activity cores serving the Limited Growth Areas. Town Centers are limited in size, depending on the availability of public water and sewer service. They include a small central business district, professional offices, small-scale light manufacturing facilities, and mixed residential uses.

Residential development may include multi-family units (apartments and townhouses) as well as single-family houses on small lots. Overall residential densities should average five units per net acre.

Three Town Centers are designated on the Growth Management Guide Map: Farmingdale, Allentown and Roosevelt.

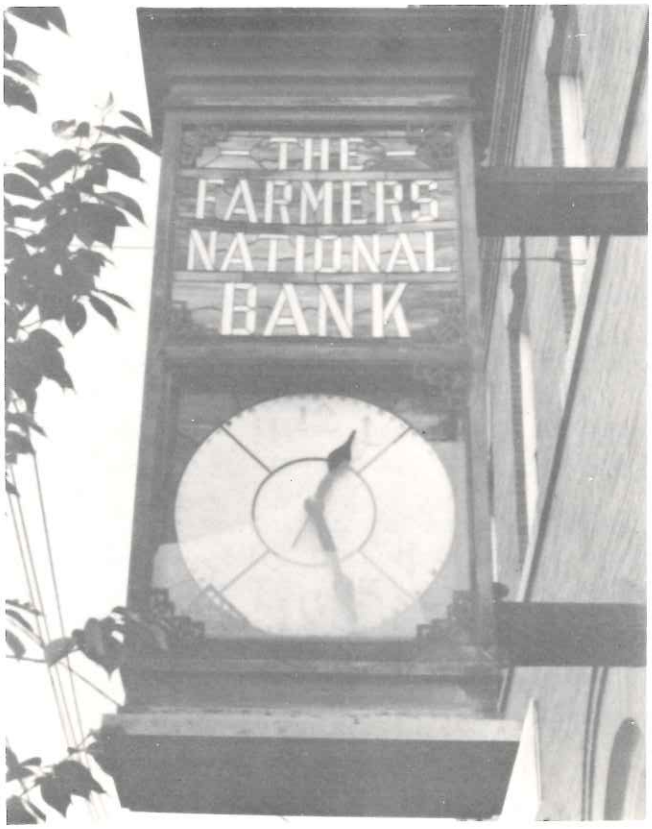
Town Center Policy

■ LIMIT RESIDENTIAL DEVELOPMENT IN RURAL AREAS THROUGH CLUSTERING IN VILLAGES AND TOWN CENTERS (LU/5-3)

Clustering rural development in Villages and Town Centers will allow farm communities to retain agriculture as the basic land use while meeting rural housing needs. Village size would range from 50-200 units each on small lots.

Town Centers could support larger populations and provide commercial services to the surrounding farm community. These Centers would be town-oriented rather than suburban in character.

Although cluster ordinances are usually associated with low-to-medium density zones, such techniques may be used in areas zoned for larger lots. Clustering can be mandatory as well as optional.



3.4.7 Town Development Areas

Those areas immediately surrounding Town Centers are known as Town Development Areas, and consist of small-lot, single-family housing with an overall density of at least four units per net acre. As in the case of Suburban Settlement areas such densities would justify extending water and sewer lines, on a limited basis, from Town Centers.

It is intended that Town Centers and Town Development Areas will absorb the bulk of future growth within the Limited Growth Areas. Thus suburban sprawl can be confined to the Growth Corridors and the Town Development Areas without halting development on a County-wide basis.

Town Development Area Policy

CHANNEL THE PRESSURE FOR SUBURBAN DEVELOPMENT TOWARD THE TOWN DEVELOPMENT AREAS SURROUNDING EXISTING POPULATION CONCENTRATIONS IN ALLENTOWN, FARMINGDALE AND ROOSEVELT BOROUGHS (LU/1-2)

Development pressures in the Limited Growth Areas are a direct result of major freeway construction and the desire of large research and manufacturing firms for a rural, campus-type facility. Housing construction naturally follows.

To prevent haphazard sprawl, housing should be concentrated in the Town Centers and Town Development Areas where public facilities and services (sewers, water, police, fire) are readily available. This not only helps reduce costs through the use of existing infrastructure, but helps maintain open space and agricultural production in Limited Growth Areas.

3.4.8 Villages

Villages consist of small nodes of residential development scattered throughout the Limited Growth Areas. Such development should be limited to a maximum of 200 single-family homes on small lots. These Villages could be served by a general store or neighborhood shopping center.

Because of a relatively high residential density in the small area of a Village, individual septic tanks are not appropriate. Community septic systems or package sewage treatment plants can serve small neighborhoods, provided they are properly maintained and operated.

Eight Villages are indicated on the Monmouth County Growth Management Guide Map. These include Holmdel, Holmdel Township; Colts Neck, Colts Neck Township; Allenwood, Wall Township; Smithburg, Freehold Township; Clarksburg and Perrineville, Millstone Township; Imlaystown and Hornerstown, Upper Freehold Township. These small population centers are intended to serve surrounding rural agricultural areas with limited services while providing nodes in the two Limited Growth Areas for small-scale residential development.

Village Policies

■ VILLAGES SHOULD SERVE AS FOCAL POINTS FOR RESIDENTIAL, COMMERCIAL AND MUNICIPAL GOVERNMENT DEVELOPMENT TO DISCOURAGE THE ENCROACHMENT ON AGRICULTURAL DISTRICTS (LU/1-3)

Villages, such as Clarksburg, can supply limited services to farming communities. These areas do not contain the sewer, water and other support facilities found in urbanized areas. One Village in Upper Freehold and one in Millstone could serve as municipal government centers. This would help unify these municipalities.

■ LIMIT RESIDENTIAL DEVELOPMENT IN RURAL AREAS THROUGH CLUSTERING IN VILLAGES AND TOWN CENTERS (LU/5-3)

Clustering rural development in Villages and Town Centers will allow farm communities to retain agriculture as the primary land use while meeting rural housing needs.

3.4.9 Protection Areas

Protection areas are those portions of the County which should be kept as open space and never developed.

Two sub-categories indicated on the Growth Management Guide Map include (1) those lands that have been acquired for County, State or Federal parks and wildlife management areas, and (2) those areas which should be acquired by public or private groups for open space and habitat protection purposes.

Lands proposed for the designation of Protection Areas include: tidal wetlands and mudflats; major freshwater wetlands; river and stream floodplains; and private inholdings in County, State or Federal parks.

Protection Area Policies

■ ENCOURAGE THE PUBLIC ACQUISITION OF BEACH AREAS ALONG THE BAY AND OCEANFRONT (LU/6-1)

Increased access to ocean and bay beaches has been encouraged by a number of court decisions and State policies. Municipalities receiving shore protection grants must develop plans to provide for such access. Some municipalities have already begun to acquire private beaches for public use.

■ ENCOURAGE PUBLIC ACQUISITION OF UNIQUE FRESHWATER WETLANDS FOR CONSERVATION AND GROUNDWATER RECHARGE (E/1-4)

As a result of their natural beauty and many practical functions, wetlands serve as an important resource for education, research, recreation and nature appreciation. Governmental agencies should be encouraged to preserve wetlands for present and future generations.

■ CONTINUE THE POLICY OF SUPPORTING A COUNTYWIDE SYSTEM OF LINEAR GREENBELTS ALONG PRIMARY AND SECONDARY STREAMS (E/3-1)

The Planning Board, through its subdivision and site plan review process, should continue its policy of recommending that municipalities require drainage and stream maintenance easements along watercourses passing under County bridges and culverts.

The County Parks System has begun planning for a stream corridor greenbelt between major County parks. The system should be encouraged to achieve this goal.

In general, floodplains should be acquired for open space, flood control, wildlife habitat or utility corridors. Where floodplains are not purchased in fee simple, conservation or scenic easements can be utilized to prevent these lands from being developed (The Floodplain[17]).

■ ENCOURAGE PUBLIC ACQUISITION OF LANDS THAT ARE GEOLOGICALLY UNSTABLE AND UNSUITABLE FOR DEVELOPMENT (E/4-2)

Lands that might fall into this category are those in the Navesink Highlands area of Highlands, Atlantic Highlands and Middletown Township; the Mount Pleasant Hills area of Marlboro, Colts Neck and Holmdel Townships; the Hominy Hills area of Colts Neck and Howell Townships and the Clarksburg Hills area of Millstone Township.

■ ENCOURAGE PUBLIC ACQUISITION OF BURNT FLY BOG FOR PROTECTION OF A SIGNIFICANT PORTION OF THE OUTCROP AREA OF THE ENGLISHTOWN FORMATION (E/5-5)

At this time the Englishtown Sand is discharging at its outcrop in the Bog; however, as the aquifer becomes utilized to a greater extent, the outflow to Deep Run could reverse, causing the Bog to become an aquifer recharge area. Contaminated areas in the Bog will need to be cleaned up before this flow reversal occurs so that pollutants are not drawn into potable wells.

3.4.10 Environmentally Sensitive Areas

Environmentally Sensitive Areas are defined as those lands which can be physically developed but only with special restrictions. Such restrictions may include property or building design limitations that would be required not only to protect the building site but also public safety and property.

Areas designated on the Growth Management Guide Map include: steep slopes in the Highlands-Atlantic Highlands area; ocean and bay beaches subject to tidal flooding and erosion; steep slopes in the Pleasant Valley area of Marlboro and Holmdel Townships and steep slopes in the Locust section of Middletown Township.

Environmentally Sensitive Area Policies

■ RESTRICT NON-WATER RELATED DEVELOPMENT IN COASTAL FLOODING AND HIGH-RISK EROSION AREAS (LU/6-2)

Extensive development of the shorelines for uses which do not require a waterfront location interferes with natural coastal processes and consumes land better suited for activities such as swimming, boating and fishing. Development in coastal flood and erosion areas has resulted in increased public expenditures for storm damage claims and shore protection measures. The Federal Flood Insurance Program, which provides subsidized coverage for building damages, has actually encouraged construction in flood hazard areas. Funding for shore protection programs continues to be inadequate in the face of mounting need. Public investments in sewer lines and other infrastructure should be restricted in these areas.

The Flood Insurance Program should be modified to provide for relocation assistance rather than funding for reconstruction in the same location. The elimination of Federal Flood Insurance would be the most important deterrent to unsound development in high hazard areas, as any building would be at the owner's own risk.

■ SUPPORT NONSTRUCTURAL MAINTENANCE OF OCEAN BEACHES BY MEANS OF A PROGRAM OF ANNUAL NOURISHMENT IN CONJUNCTION WITH APPROPRIATE LAND USE CONTROLS (LU/6-3)

Structures such as jetties and groins help keep navigation inlets clear and build beaches. They also deprive beaches downdrift of their normal sand supply. A detailed analysis of the need for shore protection measures is provided in an Army Corps of Engineers proposal for a program of structural works and beach nourishment from Island Beach to Sandy Hook and in the New Jersey State Shore Protection Master Plan[18].

The Planning Board has endorsed the concepts of sand bypasses at inlets and beach nourishment.

■ ENCOURAGE STATE AND FEDERAL GOVERNMENTS TO DEVELOP A COORDINATED COMPREHENSIVE COASTAL MANAGEMENT PROGRAM (LU/6-4)

The New Jersey Coastal Management Program is the product of six years of coastal planning and decision making by the Division of Coastal Resources with considerable input from county and municipal governments, interest groups and individuals. State-local relations are discussed in The Changing Shoreline[19].

In preparing the Coastal Resource and Development Policies, the State has moved toward the consolidation and coordination of existing permit and funding programs. These policies will be used to guide decisions under the Coastal Areas Facilities Review Act (CAFRA), the Wetlands Act, and the Waterfront Redevelopment Act.

■ ESTABLISH A COASTAL DEVELOPMENT DISTRICT TO SET DENSITY, LOCATION, AND USE STANDARDS FOR AREAS ADJACENT TO THE ATLANTIC OCEAN AND THE SANDY HOOK AND RARITAN BAYS (LU/6-5)

The coastal region of Monmouth County includes a variety of land and water features. In order to provide tighter controls within a 1000-foot strip along the waterfront and meet the needs of an urbanized area, the Planning Board proposed in "The Changing Shoreline[20] that the present CAFRA zone be subdivided into a nearshore and upland zone. Existing regulations would be changed to strengthen controls in the nearshore zone and relax controls over residential development in noncritical upland areas. The Planning Board also recommended the delegation of regulatory responsibilities to the County following a bi-lateral acceptance of State and County plans. An effort by the County Planning Board to develop density, use and location standards in cooperation with shorefront communities would complement the activities of the State Division of Coastal Resources. This cooperation should focus on problems such as the cumulative impact of residential construction involving fewer than 25 units, which are not within the jurisdiction of the CAFRA permit program. The County should assist the municipalities in formulating specific plans for enhancing or revitalizing waterfront locations.

■ PROHIBIT HIGHRISE STRUCTURES FROM ALL AREAS EAST OF THE FIRST PUBLIC ROADWAY FROM THE BAY AND OCEAN SHORELINES; AND DISCOURAGE HIGHRISE STRUCTURES (EXCEPT WHERE THEY CURRENTLY EXIST IN ASBURY PARK AND LONG BRANCH) WITHIN 1000 FEET OF THE BAY AND OCEAN SHORELINES (LU/6-6)

Waterfront highrises interfere with the public enjoyment of the shoreline by altering the natural horizon and, in some cases, shading the beach. They also represent a substantial investment in an area which is physically unstable and better suited for recreation. In reviewing future proposals for highrises in areas where they currently exist, consideration should be given to the orientation of the structure's long dimension and shadow effects, the density, scale, and architectural style of the surrounding buildings and its impact on existing vistas. Highrises are more appropriate on inland sites where they constitute a highly efficient form of land use.

■ ALLOW FOR OCEANFRONT DEVELOPMENT OF BEACH-RELATED COMMERCIAL AND RECREATIONAL ACTIVITIES WHERE SUCH USES HAVE TRADITIONALLY LOCATED (LU/6-7)

Uses such as boardwalks and amusement piers are not strictly water-dependent. They have traditionally been one of the major attractions of the Jersey Shore and are usually associated with resort-oriented motels and restaurants. They facilitate the regional use of ocean beaches and contribute to the local economy. Many resort facilities provide evening entertainment for both visitors and permanent residents.

Local plans for the revitalization of ocean resort areas should include an assessment of the need for overnight and weekly lodging. These plans should include schemes for the rehabilitation of older boardinghouses and hotels as well as new construction. Whenever possible, lodging and commercial establishments should be located on streets perpendicular to the oceanfront to prevent the development of a commercial strip along the beach.

■ ENCOURAGE NEW COASTAL DEVELOPMENT COMPATIBLE WITH THE SURROUNDING ENVIRONMENT (LU/6-8)

The proposed Coastal Development District standards, that were previously discussed, should include guidelines to insure that the scale and design of new development are compatible with the built and natural environment. In communities such as Ocean Grove, which seek to preserve an established arthitectural or historical tradition, these guidelines might be incorporated into the municipal zoning ordinance. Where the objective is simply the creation of a nautical atmosphere, (e.g. through the use of common building materials on the facades of waterfront commercial structures), the guidelines might be implemented through the efforts of the local chamber of commerce.

The standards should also ensure the basic compatibility of mixed use activities and encourage appropriate site design.

■ CONTINUE TO PROTECT TIDAL WETLANDS THROUGH STATE AND FEDERAL WETLANDS MANAGEMENT PROGRAMS (E/1-1)

Coastal municipalities should be encouraged to adopt land use ordinances which protect tidal wetlands and provide for a buffer along their upland boundary. The Changing Shoreline[21] discussed the problems relating to the protection of coastal areas such as the loss of wetlands.

■ ENCOURAGE MUNICIPALITIES TO ADOPT ORDINANCES PROVIDING FOR THE PROTECTION AND CONSERVATION OF FRESHWATER WETLANDS (E/1-2)

Municipalities should adopt critical area ordinances and require the preservation of such areas in the approval of cluster developments, planned unit developments (PUD), and similar projects.

Municipalities should identify the location of freshwater wetlands in their development suitability maps and natural resource inventories. Some of these areas are described in the Unique Areas Study[22]. The United States Soil Conservation Service soils maps and Fish and Wildlife Service Wetlands Inventory maps are useful in delineating freshwater wetlands.

■ ENCOURAGE STATE AND FEDERAL GOVERNMENTS TO DEVELOP FRESHWATER MARSH MANAGEMENT PROGRAMS (E/1-3)

Adoption of a State inland wetlands protection act and delegation of management responsibilities by the U.S. Army Corps of Engineers to the State would strengthen the protection of freshwater wetlands. Consideration should also be given to the consolidation of existing water quality, stream and floodplain regulatory programs. Such consolidation might and should lead to a streamlined review process and provide for a sensitive management of water-related natural features.

■ ENCOURAGE MUNICIPALITIES TO ADOPT AND ENFORCE FLOODPLAIN ORDINANCES TO PROTECT LIFE AND PROPERTY AGAINST FLOODWATERS, AND TO PROTECT FLOODPLAINS FROM DEVELOPMENT (E/3-2)

Although many municipalities in Monmouth County have floodplain ordinances, the degree of enforcement varies, and so the net effect is continual degradation of natural and disturbed floodplains. Thus, municipalities should be encouraged to enact and vigorously enforce floodplain ordinances.

■ ENCOURAGE THE SOIL CONSERVATION SERVICE (SCS) AND THE FREEHOLD SOIL CONSERVATION DISTRICT TO WORK MORE CLOSELY WITH FARMERS AND DEVELOPERS IN REDUCING STREAM SILTATION THROUGH RUNOFF AND EROSION CONTROL MEASURES (E/3-3)

Although much excellent work has been done by the SCS in the past, a shift in major crop types and a decline in awareness of area farmers with respect to erosion control measures has led to increased stream siltation in many areas. With the passage of the New Jersey Soil Erosion and Sediment Control Act, some abuse of floodplains is being eliminated. However, the real battle needs to be fought and won on the local level (The Floodplain[23]).

■ ENCOURAGE THE ADOPTION OF LAND USE REGULATIONS RESTRICTING DEVELOPMENT ON STEEP OR UNSTABLE SLOPES (E/4-1)

Such restrictions may include, but not be limited to the use of cluster development, prohibition of development on slopes adjacent to streams and special restrictions on the use of septic tank disposal fields.

■ CLOSELY MONITOR THOSE AREAS WHICH HAVE A HISTORY OF OR POTENTIAL FOR THE FORMATION OF SLUMP BLOCKS (E/4-3)

Slump blocks form in areas where there are extremely steep slopes and poorly consolidated sediments or sediments with internal zones of weakness. Such areas are found in Middletown Township, Atlantic Highlands and Highlands and have the potential for causing considerable property damage.

■ PROTECT UNDEVELOPED AQUIFER RECHARGE AREAS THROUGH THE ENCOURAGEMENT OF APPROPRIATE LOCAL ZONING AND/OR OTHER CONTROL MEASURES (E/5-1)

Major aquifers such as the Englishtown or Wenonah-Mount Laural Formations should be protected from heavy industry and hazardous waste landfills which could damage regional water supplies.

■ MONITOR GROUNDWATER LEVELS, PARTICULARLY AROUND SOUTHERN COASTAL AND BAYSHORE AREA COMMUNITIES, TO PROVIDE AN EARLY WARNING OF SALT WATER INTRUSION (E/5-2)

This strategy is currently being used by the State Department of Environmental Protection, Division of Water Resources and should also be closely followed by the County.

■ DELINEATE AREAS WHERE ADDITIONAL USE OF GROUNDWATER RESOURCES WOULD BE FEASIBLE (E/5-3)

The Englishtown formation is over-developed (for water supply purposes) along the southern shore. It is underutilized in other regions and may actually recharge overlying aquifers. It is possible that the Englishtown Formation could be more heavily utilized in these areas. Careful study needs to be undertaken to determine which portions of the County could be further developed with respect to groundwater supplies.

■ SUPPORT THE CONCEPT OF REUSE OF TREATED WASTEWATER FOR POTABLE WATER IN THOSE AREAS OF THE COUNTY WHERE MAJOR AQUIFERS ARE SERIOUSLY DEPLETED (E/5-4)

This concept was vigorously supported in both the Feasibility Study for an Advanced Wastewater Treatment Plant[24] and in the updated Master Water Plan for Monmouth County[25] and merits further consideration.

3.4.11 Commercial Nodes

Commercial nodes are defined as regional shopping areas that provide extensive variety and selection opportunities for County residents.

Four commercial nodes are designated on the Growth Management Guide Map. These nodes are located in Middletown Township, Eatontown Borough, Manalapan Township and Howell Township. The commercial nodes in Eatontown, Manalapan and Middletown coincide with existing shopping centers. The node in Howell has been designated on the Growth Management Guide Map as a suggested regional service area. It is not intended that the regional nodes compete with or draw patrons from the central business districts of the Urban Centers.

Commercial Node Policies

■ MINIMIZE STRIP COMMERCIAL DEVELOPMENT ON MAJOR HIGHWAYS (EB/3-1)

Aesthetics, traffic safety and energy efficient utilization of land dictate that the strip commercial highway development of the past be reduced. Clustering of both service and retail facilities in centers or nodes reduces the number of turning movements which contribute to traffic congestion. Separation of highway commercial districts with office, residential and open space zones would improve aesthetics and create a safer and more energy-efficient pattern of development (Shopping Facilities Study[26]).

■ EXPLORE ADAPTIVE REUSE TECHNIQUES FOR VACANT RETAIL SPACE IN OLDER HIGHWAY SHOPPING CENTERS (EB/3-3)

Innovation and adaptive reuse should be encouraged through both public and private sectors. Location of government facilities and professional offices in vacant stores are ways of realizing adaptive reuse. Recreational facilities such as health spas and racquetball courts are among the types of tenants which could be attracted to vacant or underutilized buildings.

3.4.12 Office-Research/Light Industrial

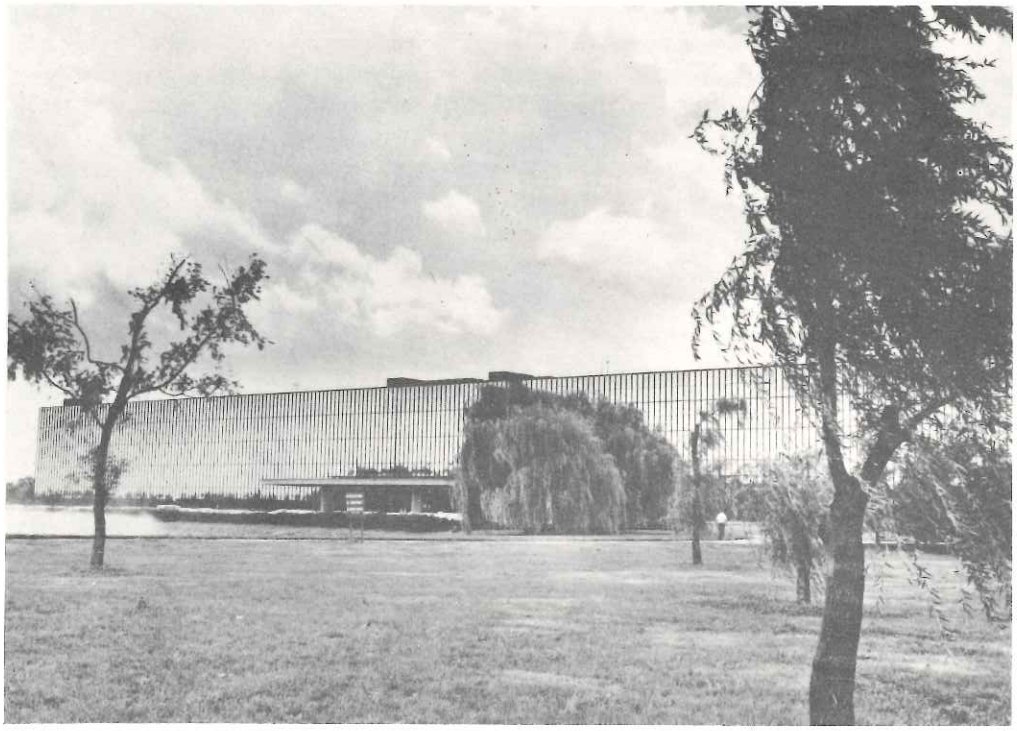
Office-Research/Light Industry zones are shown on the Growth Management Guide Map. The placement of such zones is dependent on several criteria including, but not limited to: proximity to major highways; availability of water supplies; availability of land; and proximity to population and/or employment base.

Light industrial or manufacturing facilities are included in this designation because of the great diversity of industrial processes. A light industrial facility is one that does not produce large quantities of air pollution, water pollution or hazardous wastes. Assembly processes and warehousing are typical activities for this designation.

Office-Research/Light Industrial Policy

■ ENCOURAGE THE LOCATION OF OFFICE/RESEARCH FACILITIES ON SITES OFFERING ACCESS TO MAJOR ARTERIAL ROADWAYS (EB/2-1)

The purpose of this policy is two-fold. Companies locating in such facilities have convenient access to many markets and support industries as well as a labor force. This can in many cases be very economical. It also serves to protect neighborhoods and light-duty streets from excessive traffic and its concomitant problems.



3.4.13 Industrial

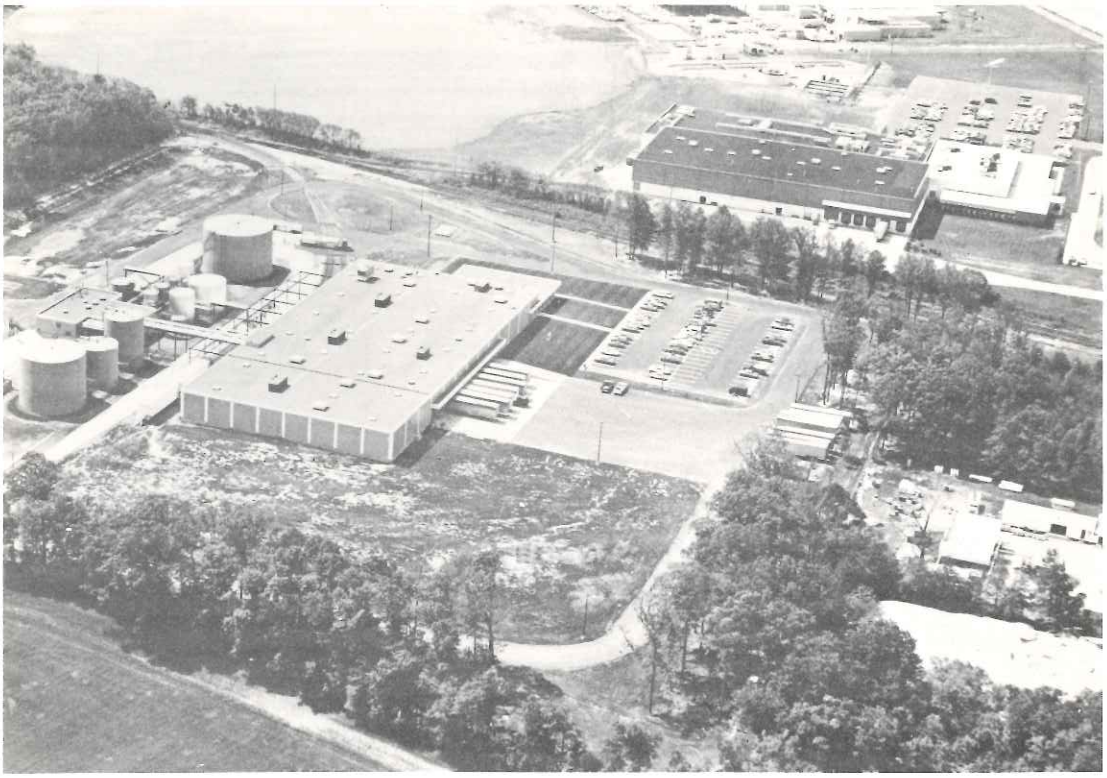
Industrial areas are shown on the Growth Management Guide Map. Several areas indicate existing industrial parks while others suggest sites suitable for such development. The establishment of industrial areas is dependent on: proximity to primary highways; rail access; electric, sewer and water service; population and/or employment base; and availability of land.

This designation is intended to cover heavy manufacturing or industrial processes. Examples could include chemical, glass and food processing industries and those which produce significant amounts of air pollution, water pollution or hazardous wastes.

Industrial Policies

■ ENCOURAGE LEASING OF IDLE INDUSTRIAL LAND AND PARKLAND TO LOCAL FARM OPERATORS FOR THE PURPOSE OF FARMING (LU/5-5)

Industries and government frequently own significant tracts of idle land. By leasing property to farmers, landowners maintain agricultural production and also qualify for property tax reductions under the Farmland Assessment Act.



■ ENCOURAGE REGIONAL WAREHOUSING AND DISTRIBUTION ACTIVITIES SUPPORTIVE OF INDUSTRIAL DEVELOPMENT (EB/1-1)

The completion of Route 18 and Interstate 195 will provide improved connections for local industries between the Garden State Parkway and the New Jersey Turnpike. The opening of the Garden State Parkway to Exit 105 for truck traffic should encourage major trucking firms to locate in this area, particularly in Tinton Falls. Zoning for warehousing and distribution facilities should be included along less densely utilized highway frontage.

■ ENCOURAGE INCREASED USE AND MAINTENANCE OF THE EXISTING FREIGHT SERVICE LINES (T/6-2)

Freight service is important to the economy of Monmouth County in retaining existing industry and attracting new industrial development. It is imperative that the most viable lines be maintained; these are the North Jersey Coast Line and the Southern Branch. If service is abandoned on other lines the rights-of-way should be publicly acquired for future needs. The County will encourage the creation of cluster industrial areas along rail lines as a core system that can most effectively and economically be served.

3.5 COUNTYWIDE POLICY

The previous section recommended policies suitable for the individual land use categories designated on the Growth Management Guide Map. Many policies critical to growth management should be applied Countywide - to all land use categories. These policies are listed below.

3.5.1 Housing

■ ENCOURAGE NEW CONSTRUCTION (H/1-1)

By making new housing units available to the existing population of the County, older units are available through the "filtering down" process.

■ ENCOURAGE THE REHABILITATION OF VACANT STRUCTURES (H/1-2)

There are many sound vacant structures that can add to the supply of housing with a relatively small investment when compared to new construction costs.

■ ENCOURAGE THE USE OF RENT SUPPLEMENT PAYMENTS TO PERSONS OF LOWER INCOME (H/1-3)

Existing rent supplement programs can open the housing market to persons, especially senior citizens, who would otherwise be locked out.

■ ENCOURAGE THE CONSTRUCTION OF A GREATER VARIETY OF HOUSING TYPES (H/1-4)

Apartments, townhouses, row-houses, duplexes, quadruplexes, and mobile homes plus innovations in site design and construction can provide affordable housing to a diverse segment of the population.

■ ENCOURAGE MUNICIPALITIES TO ZONE FOR A VARIETY OF HOUSING TYPES AND DENSITIES (H/1-5)

With proper design, housing other than single-family which will meet health and safety standards can be built in any municipality. A choice of housing should be made available.

■ ENCOURAGE THE USE OF MORE EFFICIENT CONSTRUCTION TECHNIQUES AND MATERIALS (H/2-1)

The cost of labor is proportional to the size of a structure and the complexity of its design. Attached and multi-family designs automatically save labor through shared use. Smaller, no-frills homes can also save money.

■ ENCOURAGE THE REVISION OF VARIOUS LOCAL GOVERNMENT REGULATIONS THAT CONTRIBUTE TO INCREASED COSTS (H/2-2)

Many municipalities require unnecessarily large minimum floor areas, lot sizes, and wide streets with sidewalks and curbs. These requirements add to the final cost of the product. Codes and regulations should be revised to reflect what is absolutely necessary from a standpoint of health, safety and welfare of the general public.

■ ENCOURAGE THE USE OF CLUSTER DEVELOPMENT AND PLANNED RESIDENTIAL DISTRICTS (H/2-3)

Cluster developments are favorable to cost-conscious citizens and the reality of modern land use. Savings are realized from less road construction, utilities, lighting, curbs and sidewalks, and lower cost for street maintenance and garbage removal. Another technique is zoning for a planned residential district (PRD). The zone would simply set an overall density for the entire tract of land. Within the tract, several types of housing could be built at various densities, but the overall density would not exceed the maximum density for the PRD zone.

■ SUPPORT LEGISLATION THAT WOULD SHIFT THE TAX BURDEN FROM THE LOCAL PROPERTY TAX TO A BROAD-BASED SYSTEM (H/2-4)

A complete overhaul of the tax structure is needed. Options which should be considered include State assumption of public education support, and all State-mandated programs, establishment of a uniform property tax and the concept of regional tax base sharing.

■ ENCOURAGE ENERGY EFFICIENT TECHNIQUES IN CONSTRUCTION AND SITING (H/2-5)

Energy efficiency relates to the operating cost of housing which has an impact on overall costs. In the production of housing, energy-conserving hardware features should be considered, such as active and passive solar heating systems. Some of these techniques may have increased production cost, but an overriding and substantial saving is realized in the operational expenses to the resident.

■ ENCOURAGE THE REHABILITATION OF SUBSTANDARD STRUCTURES (H/3-1)

Rehabilitation of existing homes is considerably less expensive than replacement housing with the bonus of no displacement or breaking up of neighborhoods.

■ ENCOURAGE MUNICIPALITIES TO ENFORCE EXISTING CONSTRUCTION CODES THROUGH AN ACTIVE CODE ENFORCEMENT PROGRAM (H/3-2)

Active code enforcement programs should be developed by all municipalities, especially those which are receiving housing rehabilitation grants.

■ ENCOURAGE MUNICIPALITIES TO TAKE ADVANTAGE OF THE STATE TAX EXEMPTION PROGRAM FOR HOME REHABILITATION (H/3-3)

The State Tax Examption Program (P.L.1975,c.104) allows five-year tax exemptions for building improvements. This provides property owners with an opportunity to upgrade their residential properties without paying additional real estate taxes.

■ ENCOURAGE THE INSTALLATION, REPAIR, AND MAINTENANCE OF PUBLIC FACILITIES WITHIN THE NEIGHBORHOOD (H/4-1)

It has been shown that public improvements in a neighborhood induce property owners to maintain their property. This show of commitment by government increases the confidence of private parties in the future of the neighborhood.

■ ENCOURAGE THE BUILDING OF YOUTH/SENIOR/NEIGHBORHOOD CENTERS AND DEVELOPMENT OF PARKS WITHIN WALKING DISTANCE OF HOMES (H/4-2)

Too often, these facilities are located in areas inaccessible to the residents of a neighborhood.

3.5.2 Economic Base

■ PROTECT CROP, LIVESTOCK AND HORSE FARMS AND NURSERIES (EB/4-1)

These activities should be protected from further encroachment through zoning, agricultural districting and other land use controls.

■ WORK FOR THE ESTABLISHMENT OF FOOD PROCESSING FIRMS (EB/4-2)

Food processing firms could provide increased demand for local crop production, which could aid in slowing the transition of cropland to other uses, particularly in the municipalities located in Planning Area VI (Figure 4).

■ PROMOTE ACCESSIBLITY OF THE RESORT BUSINESS (EB/5-1)

Resort advertising should emphasize access via Interstate 195 and the Garden State Parkway, and future marketing should concentrate on the Trenton and New Brunswick areas. Monmouth County should cooperate with State transit officials in promoting special summer transit programs.

■ PROTECT ESTABLISHED COMMERCIAL FISHING ACTIVITIES FROM ENCROACHMENT BY RESIDENTIAL DEVELOPMENT (EB/6-1)

The general incompatibility of these uses dictates separation of population and fishing activities.

■ SUPPORT POLLUTION CONTROL MEASURES WHICH WOULD INCREASE FISH PRODUCTION (EB/6-2)

Improved sewage treatment practices will increase the production of fish and revitalize the local shellfish industry.

■ SUPPORT LOCAL MILITARY FACILITIES (EB/7-1)

Local officials should maintain an understanding of military installation objectives and should be aware of alternative commands which could replace existing facilities.

3.5.3 Transportation

■ DISCOURAGE ADDITIONAL FREEWAYS WHICH WOULD HAVE SUBSTANTIAL NEGATIVE IMPACTS (T/1-3)

The main goal of the Monmouth County Growth Management Guide is to channel new growth into the two Growth Corridors where adequate public facilities and services currently exist. Highways in the Agriculture/Conservation Area will foster unwanted growth in the Limited Growth Areas.

■ SEEK DUALIZATION OF EXISTING PRIMARY ARTERIAL HIGHWAYS WHERE NEEDED (T/2-1)

Several single-lane major highways, adequate when originally constructed, require dualization to handle the current traffic volumes.

■ IMPROVE INTERSECTIONS WHERE NEEDED (T/2-2)

Numerous intersections require that improvements be made using both traffic safety and air quality improvement criteria.

■ IMPROVE TRAFFIC CIRCLES WHERE NEEDED (T/2-3)

Traffic safety and congestion are adversely affected by many traffic circles. Traffic circles incapable of accommodating current volume require improvement.

■ PHYSICALLY SEPARATE DUAL HIGHWAYS (T/2-4)

Placement of longitudinal physical barriers is generally included in highway dualization plans and is encouraged.

■ UPGRADE EXISTING ROADS TO HIGHER DESIGN STANDARDS (T/3-1)

These projects involve increasing roadway width (either over the entire route or in selected portions) intersection improvements, traffic channelization, increased lateral clearance, improved surface conditions and providing continuous routes.

■ PROVIDE BYPASS ROUTES AROUND CONGESTED AREAS (T/3-2)

Bypass routes can relieve congested traffic conditions on local streets in the County's activity centers.

■ CREATE, WHERE APPLICABLE, NEW SECONDARY ROAD ALIGNMENTS WHERE REALIGNMENT IS NECESSARY AS AN ALTERNATIVE TO WIDENING (T/3-3)

This strategy is applicable where dangerous intersections should be avoided, where a road cannot be improved as aligned because of sensitive entironmental conditions, or where portions of the roadway have jogs and offsets and do not connect in a linear manner.

■ INCREASE THE ROADWAY CAPACITY IN URBAN AREAS BY USING TRANSPORTATION SYSTEM MANAGEMENT STRATEGIES (T/3-4)

Transportation System Management[27] strategies consist of various low-cost actions which can be implemented in a relatively short time. These strategies can increase the efficiency of existing roadway space and avoid the need for roadway expansion.

■ SEEK ALTERNATIVE USE OF UNUSED OR ABANDONED RAILROAD RIGHTS-OF-WAY (T/3-5)

Abandoned rail rights-of-way have potential for accommodating other transportation modes such as bicycles or light rail transit.

■ ENCOURAGE THE CONSTRUCTION OF MARGINAL ACCESS ROADS ALONG LIMITED ACCESS HIGHWAYS WHERE NEEDED (T/3-6)

Marginal or frontage roads can reduce volume on freeways and dualized highways by removing short-trip traffic from these routes.

■ CONTINUE REVIEW OF LOCAL BUS ROUTES AND SCHEDULES TO ADDRESS POTENTIAL RIDERSHIP DEMAND AND DESTINATION NEED (T/4-1)

As the County develops, review of bus routes is necessary to identify changing ridership patterns. Existing route design should be modified to serve current needs.

■ ENCOURAGE THE IMPROVEMENT OR CONSTRUCTION OF PARK AND RIDE FACILITIES AT RAILROAD STATIONS OR ALONG BUS CORRIDORS (T/5-1)

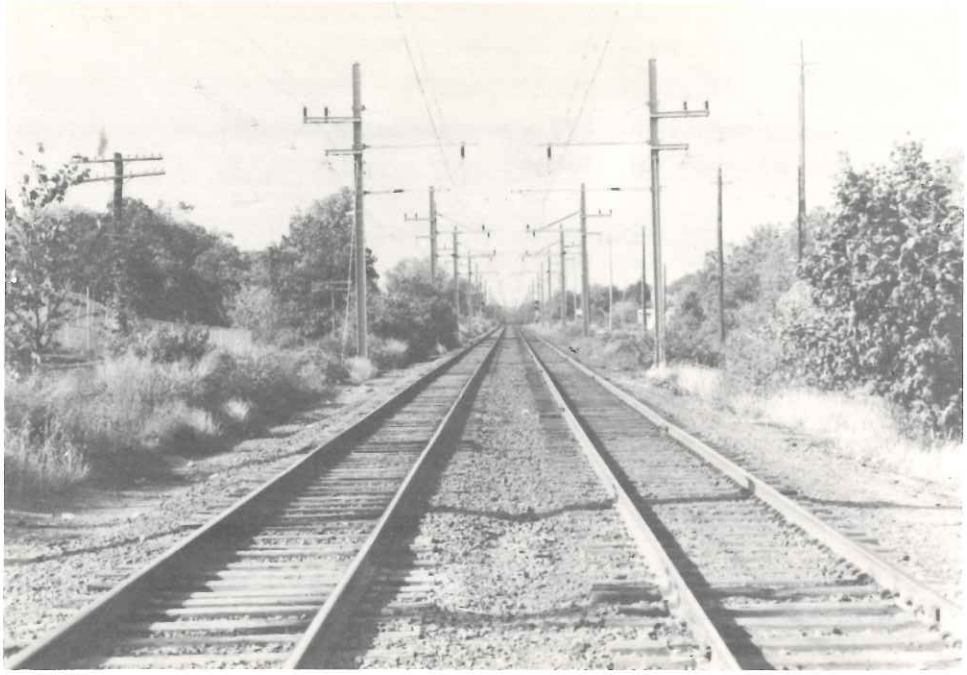
The County encourages park and ride facilities along major commuter corridors to improve passenger access to public transportation and promote greater mass transit use.

■ ENCOURAGE THE IMPROVEMENT OR CONSTRUCTION OF RAIL STATIONS, BUS SHELTERS AND PARKING SUPPORT FACILITIES (T/5-2)

Multiple use of rail stations could offset municipal expenses for maintenance and security. Attractive and well-maintained stations with sufficient parking facilities can encourage ridership. Weatherproof shelters along bus routes should serve to increase the attraction of this travel mode. Parking facilities associated with the bus shelter locations could serve to develop transportation focal points.

■ SUPPORT THE ELECTRIFICATION AND IMPROVEMENT OF THE NORTH JERSEY COAST LINE TO THE BAY HEAD TERMINUS (T/5-3)

Electrification of the North Jersey Coast Line will provide faster, more efficient, and more comfortable service. Electrification of the entire route can better serve the growing demand for improved commuter service.



■ USE PARA-TRANSIT FEEDERS TO REGIONAL COMMUTER FACILITIES (T/5-4)

Para-transit access to mass transit is limited in many portions of the County. Feeder service may provide an alternative to the automobile by increasing the capacity of roadways and the construction of new park and ride facilities.

■ DISCOURAGE FREIGHT LINE ABANDONMENTS (T/6-1)

Cost of reacquiring and improving rail rights-of-way emphasizes the need to preserve rail lines. Special emphasis should be placed on the North Jersey Coast Line and the Southern Branch. The County should lobby with State and Federal rail agencies for rail banking. This involves the preservation of inactive rail lines and rights-of-way.

■ ENCOURAGE INCREASED USE AND MAINTENANCE OF THE EXISTING FREIGHT SERVICE LINES (T/6-2)

Increased costs of trucking and highway maintenance as well as air pollution problems will increase rail freight demand. Efforts should continue to encourage firms located along existing freight lines to use local freight service. Additionally, new rail users should be encouraged to cluster for more effective and economical service.

■ SEEK FUNDING STABILITY THROUGH BOTH PUBLIC AND PRIVATE SOURCES (T/6-3)

Originally, funds were intended as a transitional tool in developing an economically viable, self-sustaining rail facility, where user charges would be used to meet operating costs. Efforts should be made to pool both public and private funds to support service on particular segments of branch lines.

■ ENCOURAGE COMPETITIVE RAIL SYSTEM SERVICES (T/6-4)

When not encumbered by certain federal regulations or union agreements, these private companies can operate on a lower overhead, making short line service economically feasible based on its limited scope and concentrated nature.

3.5.4 Environment

■ ENCOURAGE PUBLIC ACQUISITION OF UNIQUE FRESHWATER WETLANDS FOR CONSERVATION AND GROUNDWATER RECHARGE (E/1-4)

As a result of their natural beauty and many practical functions, wetlands serve as an important resource for education, research, recreation and nature appreciation. Governmental agencies should be encouraged to preserve wetlands for present and future generations.

■ ENCOURAGE MUNICIPALITIES TO INCREASE PUBLIC ACCESS TO WATERFRONT PROPERTY (E/2-1)

Local governments should secure access to waterfront property by easements or other methods to provide for footpaths, boat ramps and other public uses.

■ ENCOURAGE MUNICIPALITIES TO INSTITUTE OPEN SPACE REQUIREMENTS IN THEIR LAND DEVELOPMENT ORDINANCES THAT PROVIDE FOR OPEN SPACE ALONG WATERWAYS (E/2-2)

Local governments should provide visual and physical access to their waterfronts by instituting open space requirements in their land development ordinances. Coastal communities should be encouraged to adopt special building restrictions for high-risk erosion areas.

■ ENCOURAGE THE UTILIZATION OF COUNTY BRIDGES FOR RECREATIONAL PURPOSES (E/2-3)

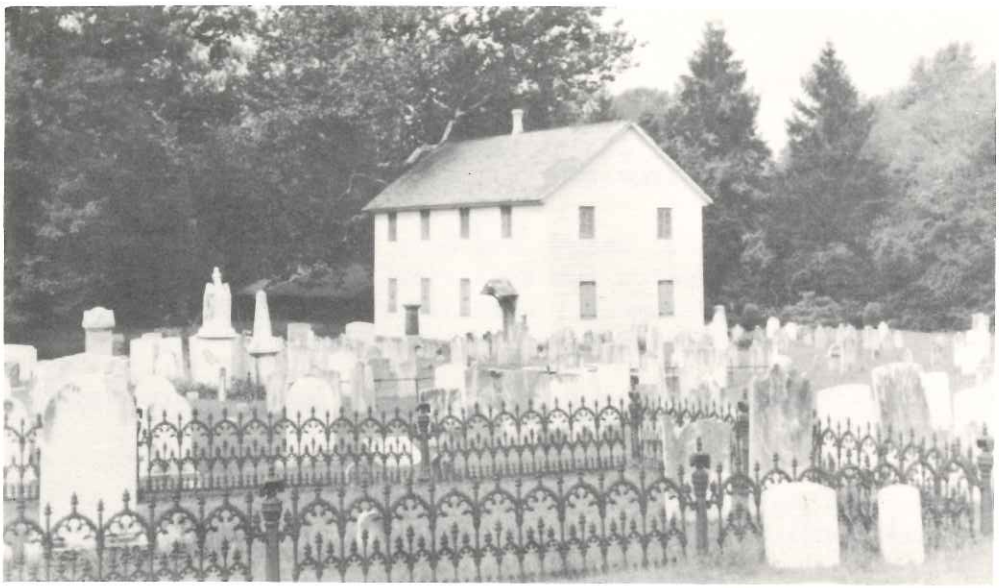
The County should, when feasible, provide catwalks along the sides of bridges as well as small parking areas nearby. With the development of mini-parks at the entrance of the bridges, these areas could also serve as points of entry to stream corridor trails.

■ ENCOURAGE MEASURES TO PROTECT THOSE AREAS IDENTIFIED AS UNIQUE AREAS BY THE MONMOUTH COUNTY PLANNING BOARD AND THE AREAS OF PARTICULAR CONCERN ADOPTED BY THE NEW JERSEY DEPARTMENT OF ENVIRONMENTAL PROTECTION (E/7-1)

Such measures may include the purchase of scenic or conservation easements of freshwater marshes, pond shorelines and areas of unique vegetation. Strategies for the protection of the oceanfront are discussed in the Final Environmental Impact Statement for the New Jersey Coastal Management Program (pgs. 263-268)[28].

■ CREATE A "COUNTY REGISTER OF HISTORIC STRUCTURES AND SITES" IN COOPERATION WITH HISTORIC ORGANIZATIONS (E/8-1)

The criteria for screening potential sites could be based on those of the Federal and/or State offices of historic preservation.



■ SUPPORT THE CREATION OF HISTORIC DISTRICTS (E/8-2)

The Planning Board should work closely with municipalities to gain State and Federal recognition in designating historic districts.

■ ENCOURAGE AND SUPPORT GRANT APPLICATIONS FOR THE PROTECTION AND RESTORATION OF HISTORIC STRUCTURES AND SITES (E/8-3)

Such activities could be closely coordinated between the local historic groups, other County groups, and State and Federal Agencies.

■ ENCOURAGE ALL LEVELS OF GOVERNMENT TO ADOPT MEASURES WHICH WOULD PROVIDE FINANCIAL INCENTIVES FOR THE PRESERVATION AND ADAPTIVE REUSE OF HISTORIC STRUCTURES AND SITES (E/8-4)

Tax abatements or credits could be given to individuals who preserve or rehabilitate significant historic structures. Tax relief could also be provided for the preservation of the exterior of a structure while remodeling or replacing the interior.

■ ENCOURAGE ALL LEVELS OF GOVERNMENT TO CONSIDER MOVING HISTORIC STRUCTURES AS A MEANS OF PRESERVATION (E/8-5)

If a structure, not in a historic district, may prevent the completion of a needed public or private improvement, the structure could be moved into a nearby historic district or park. At the new site the structure could be preserved or altered for adaptive reuse.

3.5.5 Utilities

■ INVESTIGATE EXISTING AND POTENTIAL SOURCES OF POLLUTION OF OUR AQUIFERS AND WATERSHEDS FEEDING SURFACE RESERVOIRS (U/1-1)

The County can and should act effectively as the coordinating agency between local jurisdictions, special authorities and the State in working towards the goal of maintaining clean, safe water supplies.

■ DEVELOP A POINT SOURCE AND NON-POINT SOURCE CONTROL STRATEGY (U/1-2)

The County should work with and encourage all agencies to monitor point and non-point source discharges and to report any violations of water pollution statutes to the appropriate regulatory authorities.

■ CONTINUE THE DEVELOPMENT OF SURFACE AND GROUNDWATER SUPPLIES (U/2-1)

Inter-connections between our larger purveyors and smaller municipal systems should be pursued as a backup in times of dwindling water supplies and protection against potential contamination of systems dependent upon limited capacity (Natural Features Study[29]). Development of the Manasquan River Reservoir is strongly supported as a major new supply of surface water.

■ ENCOURAGE A REDUCTION OF WATER USE AND ASSOCIATED WASTEWATER TREATMENT REQUIREMENTS (U/2-2)

Water conservation should be promoted wherever possible, including the use of water saving devices, recycling of industrial process water and the reduction of infiltration and inflow in older sanitary sewer systems.

■ ENCOURAGE THE USE OF TREATED WASTEWATER EFFLUENT FOR GROUNDWATER RECHARGE VIA SURFACE APPLICATION AND SOIL INFILTRATION (U/2-3)

Advanced treatment and monitoring of wastewater effluent may indicate the potential for reuse as potable water in those areas of the County where overpumping of groundwater had led to saltwater intrusion or the lowering of the groundwater table. Such water reuse could be through surface infiltration to ensure sufficient groundwater recharge.

■ ENCOURAGE MUNICIPALITIES TO MATCH DEVELOPMENT WITH EXISTING WASTEWATER TREATMENT FACILITIES AND PROMOTE THE PROPER SEQUENCING OF DEVELOPMENT (U/3-1)

Directing growth to sewered areas first will minimize potential pollution problems and result in an earlier stabilization of user charges. Extension of sewer lines to service new growth should allow for sufficient capacity for later infilling at recommended development densities. The capacities of sewerage facilities should be expanded in phases compatible with realistic forecasts of future population growth.

■ IMPROVE THE EFFICIENCY OF SOLID WASTE COLLECTION AND TRANSPORTATION (U/4-1)

Transfer stations will enable municipalities and private haulers to spend more time in collecting. Such a facility is useful when trucks have to travel more than 10-15 miles to a landfill.

■ ASSURE SUFFICIENT LANDFILL CAPACITY FOR SOLID WASTES GENERATED WITHIN THE COUNTY (U/4-2)

The County must continue to work closely with Federal, State and local agencies to ensure that solid waste is handled in an economically and environmentally sound manner.

■ SUPPORT THE EVALUATION OF MATERIAL AND ENERGY MARKETS FOR RECOVERABLE MATERIALS (U/5-1)

Securing a commitment for the purchase of recovered materials or energy will determine the extent of processing necessary to meet market specifications.

■ SUPPORT AND ENCOURAGE THE CONTINUATION AND EXPANSION OF LOCAL SOURCE SEPARATION PROGRAMS (U/5-1)

Municipalities and the County should encourage the designation of recycling centers and storage/processing areas.

■ SUPPORT THE EXPANSION OF THE PREPROCESSING AND RECOVERY CAPABILITIES OF THE COUNTY RECLAMATION CENTER AND ENCOURAGE PRIVATE LANDFILL OWNER-OPERATORS TO INVESTIGATE SIMILAR APPROACHES (U/5-3)

Private landfill owners and operators should be encouraged to investigate upgrading private solid waste processing facilities to take advantage of advances in preprocessing technology.

■ ENCOURAGE UTILITIES TO EMPLOY LOAD MANAGEMENT PRACTICES AND REVIEW RATE STRUCTURES THAT MAY ENCOURAGE ENERGY WASTE (U/6-1)

By reducing peak demands, the utility is able to limit its need for generating capacity without significantly affecting service. Rate structures allowing bulk discounts should be reviewed and unmetered electrical uses eliminated.

■ ENCOURAGE ENERGY AUDITS FOR RESIDENTIAL, COMMERCIAL, PUBLIC AND INDUSTRIAL STRUCTURES (U/6-2)

New structures should incorporate designs making use of passive energy features such as insulated glass or Trombe walls.

■ ENCOURAGE ENERGY-EFFICIENT BUILDING AND SITE DESIGN (U/6-3)

Municipalities should be encouraged to provide for energy efficient site design in their land development regulations.

■ ENCOURAGE ALL LEVELS OF GOVERNMENT TO PROMOTE ENERGY CONSERVATION THROUGH INDIVIDUAL ACTIONS (U/6-4)

Individuals should be encouraged to institute energy conservation measures such as lowering thermostats or installing insulation.

■ ENCOURAGE ALL LEVELS OF GOVERNMENT TO INVESTIGATE AND DEVELOP ALTERNATE SOURCES OF ENERGY AND TECHNOLOGIES TO MEET FUTURE NEEDS (U/6-5)

Some alternate technologies, such as the conversion of refuse to energy, might be most appropriate as a tie-in to the regional power grid.

■ SUPPORT IMPROVED TRANSPORTATION EFFICIENCY (U/6-6)

More efficient cars, increased use of mass transit, car and van-pooling programs, expansion of freight and passenger train service and reduction in per capita miles traveled can do much to reduce daily oil consumption.

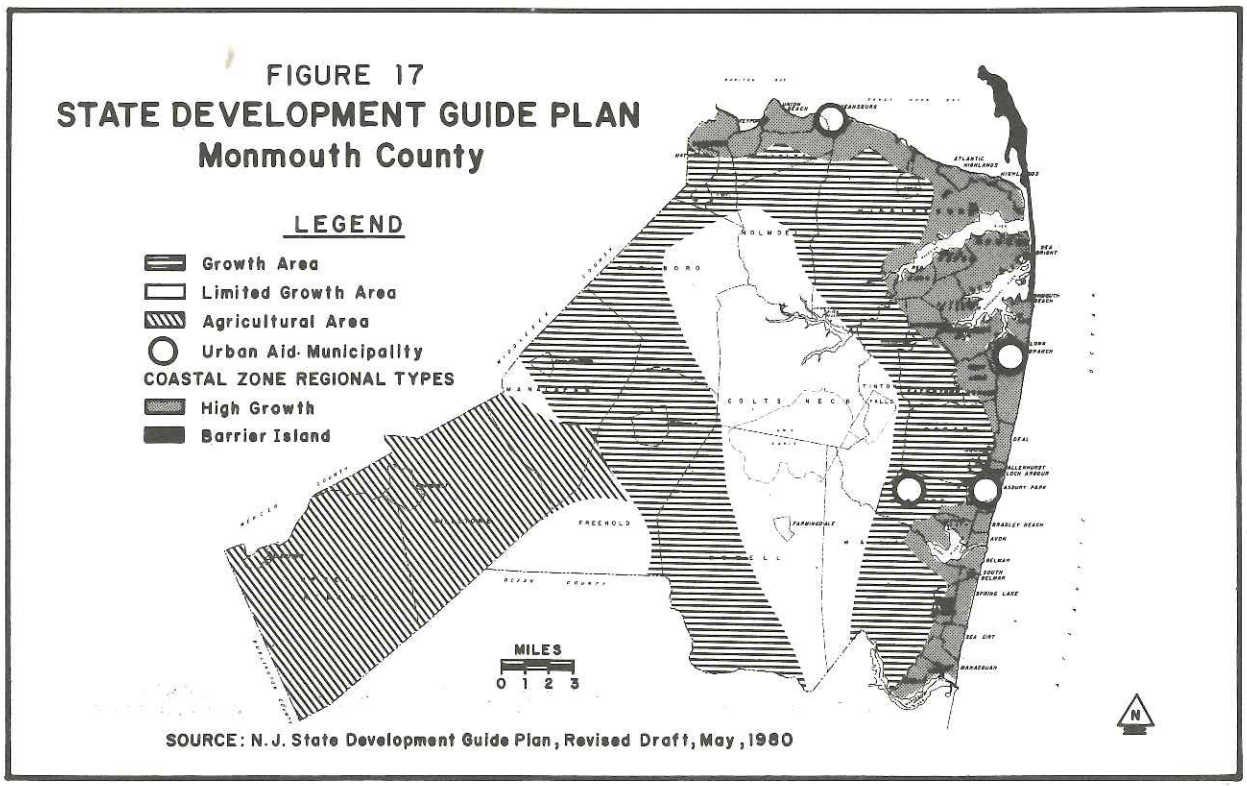
3.6 RELATIONSHIP TO OTHER PLANS

3.6.1 State Plan

The New Jersey State Development Guide Plan[30] is directed towards achieving a balance between conservation and development. It suggests that areas of the state which are partially developed are the most suitable locations for future growth. The plan designates growth and limited growth areas based on the availability and more effective use of public infrastructure. (Figure 17).

The State Plan recommends that efforts be made to encourage the strengthening of major urban centers, including Asbury Park and Long Branch. The Plan also recommends growth around rural centers for more efficient use of existing public services.

The State Plan and the County Growth Management Guide are mutually consistent. Designated growth areas in the State Plan coincide with those of the County Growth Management Guide. (i.e. Coastal and Central Growth Corridors). Limited Growth Areas also correspond with those of the County Plan.



3.6.2 Regional Plans

TRI-STATE REGIONAL PLANNING COMMISSION

Tri-State's Regional Development Guide 1980-2000[31] perceives regional problems of environmental degradation, social inequity and operational inefficiency. These are believed to be caused by a long-term trend towards urban sprawl and the decline of cities. The Tri-State Plan seeks to reverse this trend with the following policies: conservation of environmentally sensitive lands; concentration of development in, and revitalization of older cities; balancing dwellings, jobs and services.

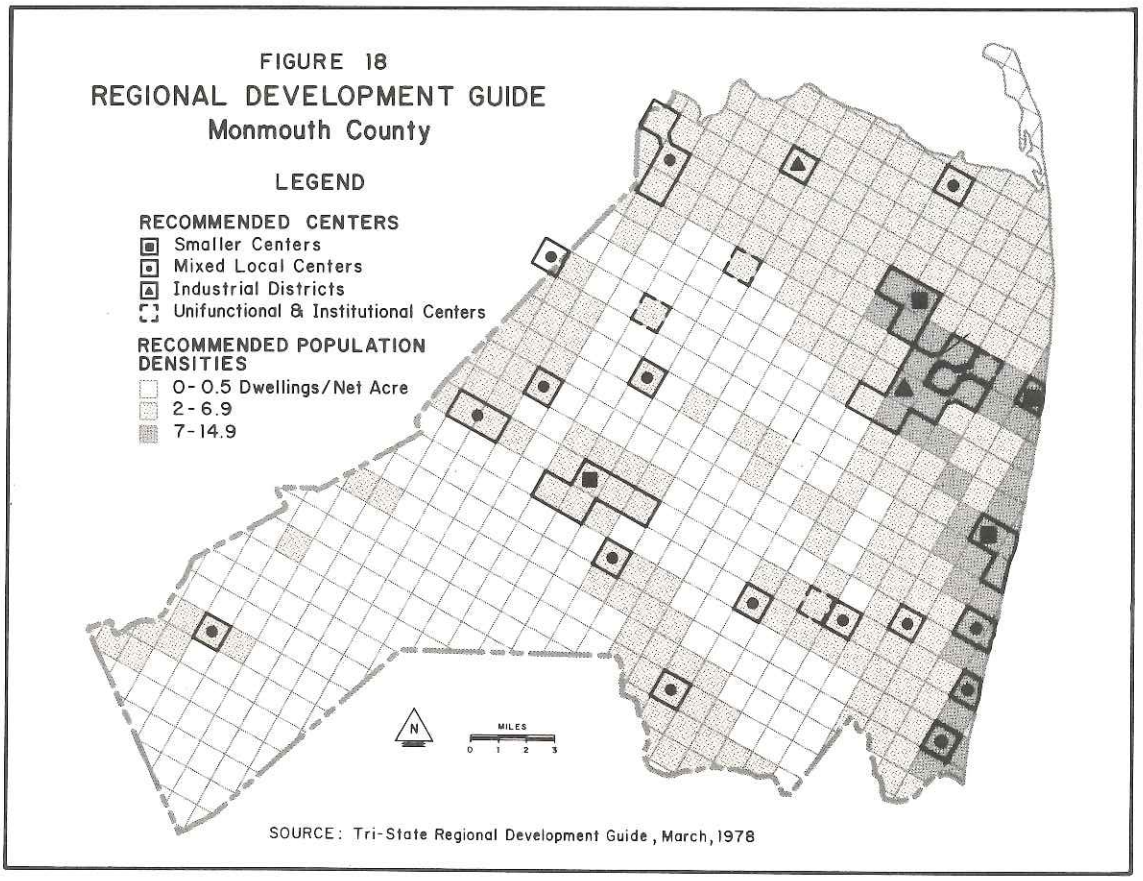
This plan includes, as environmentally sensitive areas, land forms similar to those outlined in the County plan: steep slopes; wetlands; floodplains and aquifer recharge areas. The Tri-State plan also designates farmland as environmentally sensitive.

The Regional Guide delineates those areas where future urban expansion should take place and areas which should remain as open land, or be developed as low densities. Criteria for open land include environmental sensitivity, degree of development, distance from employment centers and extent of public infrastructure. Recommended open land areas are shown on the Tri-State Regional Development Guide Map[32] and generally coincide with those delineated as Limited Growth areas on the County Growth Management Guide Map.

Densities recommended by the Tri-State Regional Planning Commission are generally higher than those suggested by the County Plan. The Growth Management Guide proposes densities of four units per net acre in Suburban Settlement areas and seven units per net acre in Urban Centers. The Tri-State plan recommends 2 to 6.9 and 7 to 14.9 units per net acre, respectively.

The County Plan proposes no density recommendations for Limited Growth areas which coincide with the open land areas of the Tri-State Plan. The latter plan suggests 0 to 0.5 units per net acre as a recommended density. The County Plan provides for nodes of higher density development within the Limited Growth areas.

The Tri-State Regional Planning Commission has mapped areas for the concentration of non-residential activity. These are generally based on current use and growth potential. They include central business districts (CBD's), highway-oriented commercial areas and industrial parks. The Plan does not designate regional commercial centers but places highway commercial areas adjacent to CBD's. This particular land use policy is in conflict with the County Plan (Figure 18).



The third objective of the Regional Development Guide[33] is to expand housing location opportunities and accessibility to employment and services. It is recommended that each municipality provide for a quantity and variety of housing to meet the needs of all economic groups that is commensurate with the scale of local employment. The County Plan also recommends a variety of housing types in the Growth areas. The consistency between the Tri-State Plan and the County Plan is good in most respects.

DELAWARE VALLEY REGIONAL PLANNING COMMISSION

The plan of the Delaware Valley Regional Planning Commission (DVRPC), entitled Year 2000 Land Use and Open Space Plan[34] does not include Monmouth County. However, adjacent Mercer and Burlington Counties lie within the DVRPC region.

The DVRPC Plan recommends the concentration of development in designated growth areas. These would be extensions of established communities for contiguous compact development. Such development patterns realize maximum advantage from existing public infrastructure. Land use designations are based on their proximity to transit stops, with density decreasing outward. This policy limits urban sprawl and the inefficient use of public facilities.

Conservation of open space and farmland are other policy concerns of the DVRPC. The lowest density residential development and institutional holdings are designated as environmentally sensitive areas.

The Plan does not propose reshaping the region but improving the quality of the present environment. It recommends that many of the region's older towns and suburban centers be redeveloped to take maximum advantage of the transportation system. The Plan proposes a series of multi-purpose service centers located in areas where adequate markets, transportation and land exist. These regional centers are suggested as an alternative to strip commercial development. These centers could include office space, institutional facilities and apartment buildings, and are scattered at optimal locations throughout the DVRPC region. The center closest to Monmouth County is Hightstown in Mercer County.

The principal proposed land use for those areas immediately adjoining Monmouth County is agricultural preservation. This is consistent with the Monmouth County Growth Management Guide.

NEW JERSEY PINELANDS COMMISSION

The New Jersey Pinelands Commission has developed a Pinelands Comprehensive Management Plan[35] which provides a regional strategy to preserve, protect and enhance the significant values and resources of the Pinelands.

The Pinelands Comprehensive Management Plan[36] designates those areas to the south of Monmouth County as "Rural Development" and "Forest" areas. Rural Development refers to transitional areas which separate growth areas from less developed woodlands. These lands serve a dual purpose as buffers and reserves for future development. Development in such areas is primarily left to the discretion of the municipality, but the use and density must be compatible with the essential character of the Pinelands. Residential dwelling units should not exceed 200 units per square mile. Forests are lands which possess the essential characteristics of pineland vegetation and should be managed to protect this unique environment.

The Monmouth County Growth Management Guide designates the areas adjacent to the Pinelands as Limited Growth areas. Thus conformity exists between the two plans.

3.6.3 County Plans

MIDDLESEX COUNTY

Middlesex County does not have an adopted land use plan. The Proposed Land Use Plan - 2000[37], however, has been prepared and can be compared to the Growth Management Guide.

Both plans recognize suburban development as the predominant land use along the northern half of the county line. While the Middlesex plan designates no areas comparable to the Urban Center of Keyport/Matawan, proposed housing and commercial areas are compatible uses.

South of Englishtown, the Middlesex plan proposes areas of undeveloped land with scattered conservation and agricultural zones. Such land use complements the designation of much of Manalapan and Millstone Townships as Limited Growth Areas and underscores the importance of agriculture-related commerce in Englishtown and Roosevelt.

MERCER COUNTY

Mercer County does not have an adopted future land use plan. Therefore, the master plans of the municipalities adjoining Monmouth County were examined. These include Hamilton, Washington and East Windsor Townships. In all three communities the predominant land use is agriculture. This is not in conflict with uses proposed for the western portion of Monmouth County.

BURLINGTON COUNTY

Burlington County uses the Delaware Valley Regional Planning Commission's Year 2000 Land Use and Open Space Plan[38] as a general development guide. The rural character of Burlington County's present and planned land use is compatible with planned uses in the adjoining area of Monmouth County.

OCEAN COUNTY

In general the Ocean County Concept Plan[39] and Monmouth County Growth Management Guide agree on the direction of future development. Both plans recognize that suburban development should be directed into areas east of the Garden State Parkway. Both recognize the need to maintain the rural nature of Upper Freehold (Monmouth County) and Plumsted Townships (Ocean County).

The only major divergence of the two plans is in the area of I-195 in Freehold and Jackson Townships. The Ocean County Plan proposes a large industrial area south of the Turkey Swamp region, whereas the GMG designates this area as Agriculture/Conservation.

3.7 IMPLEMENTATION OF THE GMG

Without a process by which to implement a plan, it becomes purely an academic exercise which gathers dust on office shelves. Planning authority, unless assumed by the Federal government, is vested with State governments. The States in turn delegate various land use functions to local governments. While many States have granted certain land use regulatory powers to County government, in New Jersey the basic land use authority rests with municipal government. The New Jersey County and Regional Planning Enabling Act (NJSA 40:27-2) allows county planning boards to prepare and adopt a master plan but does not provide enforcement or implementation power to the counties. In contrast, the State of New Jersey has empowered its municipalities with a clear authority to enforce and implement land use plans through zoning, subdivision and site plan ordinances, and other regulatory devices. Therefore, the implementation of county master plans such as the Growth Management Guide remains an extremely difficult task, relying mainly on the ability of the County to influence various levels of government and their agencies to conform to the county master plan. Methods of implementation of the Growth Management Guide by the County of Monmouth include the following:

1. Subdivision and Site Plan Review: County planning boards have statutory power (NJSA 40:27-6.2 and 6.6) to review developments that affect county roads or county drainage facilities; however, this power only controls traffic and drainage, not land use. Although the Monmouth County Planning Board may comment on the proposed use and make recommendations, these comments and/or recommendations are non-binding and cannot be used to deny development.

2. Review of local development plans and regulations: Pursuant to the Municipal Land Use Law (NJSA 40:55A-13 and 15) municipalities are required to file development plans and regulations with

county planning boards prior to public hearing for review and comment. The Monmouth County Planning Board will review these documents for consistency with the GMG and forward its findings to the local agency.

3. Federally-funded Programs: Programs such as the Community Development Program in which counties have complete or partial control of the funding is a relatively new aspect of county implementation. The Monmouth County Community Development Program will fund projects which conform to the GMG and likewise deny projects which do not.

4. A-95 Review: In accordance with the Federal Office of Management and Budget Circular A-95, all applications for Federal aid must be reviewed to assure conformance with the plans of the Region. The County planning boards are a part of this review process. Therefore, grants for public improvements are reviewed by the Monmouth County Planning Board for compliance with the GMG. If an application is not consistent with the GMG, a letter explaining the non-conformity is forwarded to the funding agency and the applicant.

5. Capital Improvement Program: The Monmouth County Planning Board will work closely with the County Administrator to insure that County capital projects are in accordance with the GMG, since the location of County facilities influences growth.

6. County Contributions: The County of Monmouth frequently provides contributions to local agencies and municipalities for various public improvements. The Monmouth County Planning Board will review and comment on the project's conformity to the GMG.

7. Functional Plans: Recently counties have been more involved with functional plans, such as solid waste, transportation, sewer and water and housing plans. The GMG will serve as a framework and guide for these functional plans.

8. Legislative Monitoring: The Monmouth County Planning Board will monitor proposed State and Federal legislation and, based on its conformity with the GMG, the Board will endorse or oppose the legislation.

9. Court Action: Increasingly, the courts have called on County Planning Boards to testify in local zoning disputes. The County Plan then becomes a tool for decision-making by the courts. The Monmouth County Planning Board will continue to testify as to the conformity of a development in relation to the GMG and its policy.

10. White Papers: As an ongoing project, the Monmouth County Planning Board will issue White Papers which detail the goals and objectives of the GMG and provide techniques by which municipalities can assist in implementing the GMG. These White Papers will constitute the "how to" portion of the GMG.

11. Informal Reviews: The Monmouth County Planning Board will continue to review requests by municipalities or official agencies as to the relationship of development proposals to the GMG.

3.8 MAINTENANCE OF THE GMG

The intent of the Growth Management Guide is to provide a framework for other planning. The GMG provides for stability and consistency and will not be made obsolete by changing conditions. The principles of growth management have been set forth as goals and objectives within the GMG. These goals and objectives are basic and are designed for the long range.

In order to keep the Guide up to date, an ongoing series of White Papers will be issued that address the goals and objectives of the GMG. The specific strategies outlined in the White Papers may require adjustment over the years due to changing conditions, however, there will be no need to adjust the basic growth pattern or policies of the GMG. Therefore, the Growth Management Guide itself will not become obsolete.

Functional planning, such as transportation and solid waste management, based on the GMG framework, also provides for maintenance of the Guide. For example, it may be necessary to revise or amend the functional transportation plan, however, the transportation goals and objectives of the GMG will remain intact.

GROWTH MANAGEMENT GUIDE
Monmouth County

LEGEND

GROWTH AREAS
- URBAN CENTERS
- SUBURBAN SETTLEMENT

LIMITED GROWTH AREAS
- TOWN CENTERS
- TOWN DEVELOPMENT AREAS
- VILLAGES
- AGRICULTURE/CONSERVATION AREAS

TRANSPORTATION
- STATE HIGHWAYS
- MAJOR ROADS
- PROPOSED HIGHWAYS & ROADS
- RAILROADS
- PASSENGER STATIONS

COUNTYWIDE
- EXISTING PROTECTION AREAS
- PROPOSED PROTECTION AREAS
- ENVIRONMENTALLY SENSITIVE AREAS
- STREAMS
- PONDS
- COMMERCIAL NODES
- OFFICE RESEARCH/LIGHT INDUSTRY AREAS
- INDUSTRIAL AREAS

SCALE

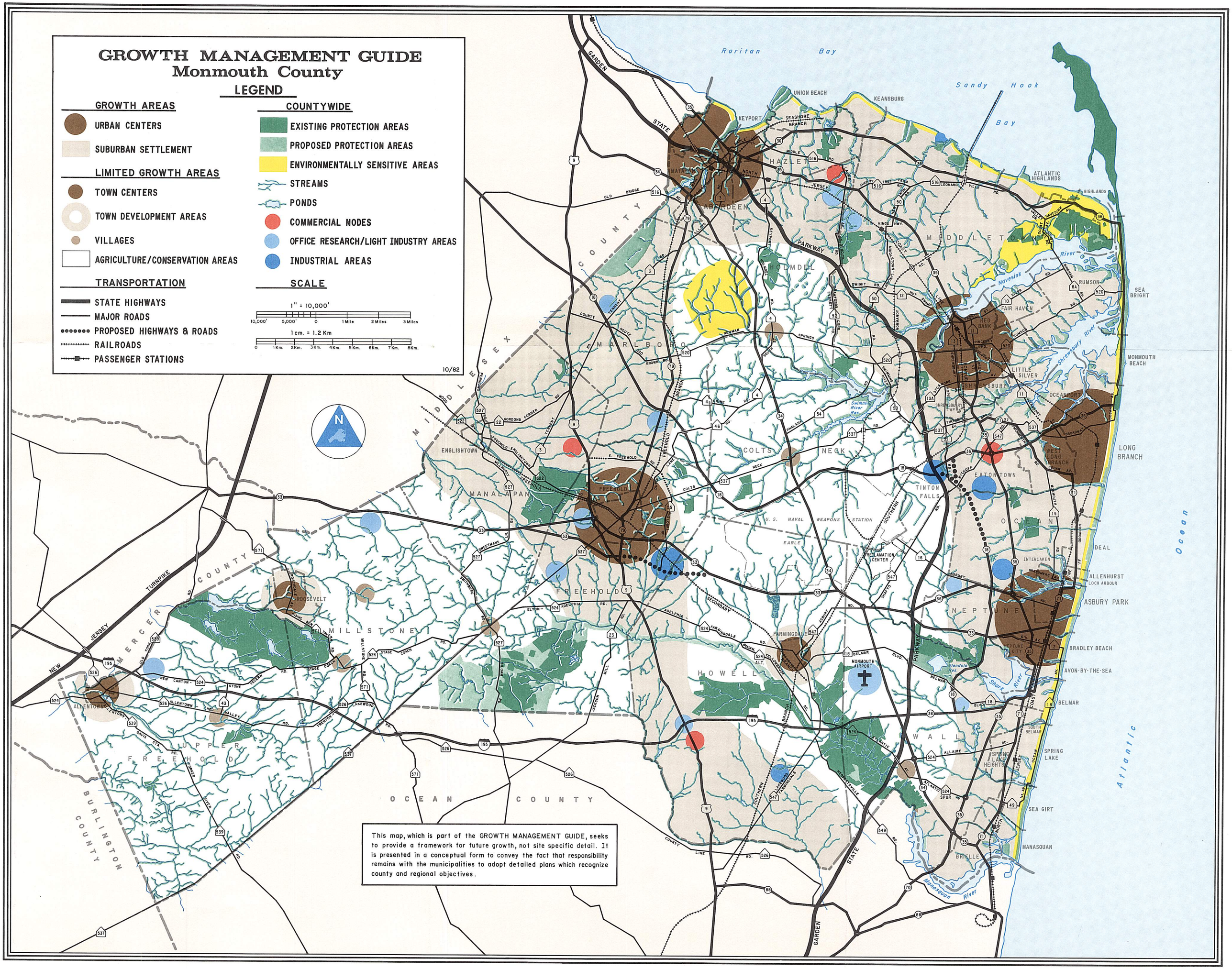
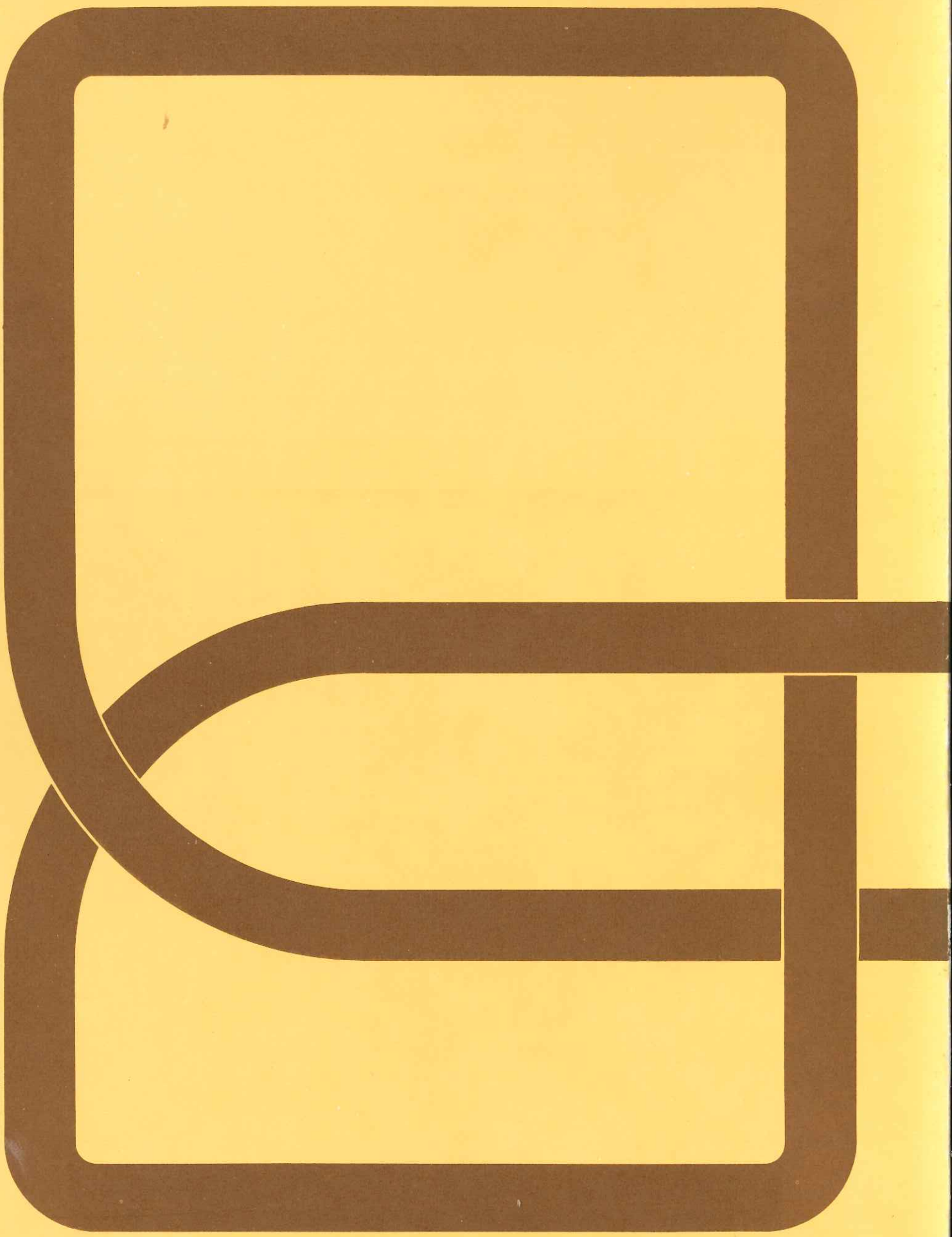
1" = 10,000'

10,000' 5,000' 0 1 Mile 2 Miles 3 Miles

1 cm. = 1.2 Km

0 1Km. 2Km. 3Km. 4Km. 5Km. 6Km. 7Km. 8Km.

10/82



This map, which is part of the GROWTH MANAGEMENT GUIDE, seeks to provide a framework for future growth, not site specific detail. It is presented in a conceptual form to convey the fact that responsibility remains with the municipalities to adopt detailed plans which recognize county and regional objectives.