

**RMP Component:** Smart Growth Component  
**Technical Report:** Regional Development and Design  
**Memorandum Title:** Methodology for Evaluating Redevelopment Area Potential  
**Status:** Preliminary Draft  
**Date:** July 17, 2006

## **EXECUTIVE SUMMARY**

This technical memorandum provides an overview of the approach and data sources that will be used to identify areas with potential for redevelopment in the Highlands Region. The evaluation of redevelopment areas will be conducted as part of the identification of growth areas.

## **INTRODUCTION**

The Highlands Water Protection and Planning Act (Highlands Act) charges the Highlands Council with developing a Regional Master Plan (RMP). Included in the RMP is a Smart Growth Component that consists of an assessment that identifies opportunities for appropriate development, redevelopment, economic growth, and a Transfer of Development Rights (TDR) program. As such, areas in the Highlands Region that may be suitable for redevelopment must be identified. The evaluation of areas potentially suitable for redevelopment will be conducted as part of the identification of growth areas.

In many ways, this analysis (Evaluating Redevelopment Potential) and the growth area identification analysis (as described in the Potential Growth Area Identification Technical Memorandum) are quite similar. Both analyses intend to identify suitable areas based upon an assessment of broad categories that include proximity to existing developed areas, proximity to transportation and transit, and access to available utility infrastructure and capacity. Both exclude lands with significant environmental constraints. Where they differ is that redevelopment opportunities are limited to those areas that have been previously developed or have existing contamination. Redevelopment may occur in appropriate locations in both the Planning and the Preservation Areas. Growth Areas, which will be limited to the Planning Area, are those areas that have the potential to accommodate some growth, including new development and redevelopment.

It should be noted that the term redevelopment can be defined as “a process to rebuild or restore an area in a measurable state of decline, disinvestment, or abandonment.” (Slachetka &

Roberts, 2003) However, in New Jersey, the terms redevelopment and rehabilitation often refer to the process established through the Local Redevelopment and Housing Law (LRHL), P.L. 1992, c. 79 (N.J.S.A. 40A:12A-1 et seq.). While the Highlands Act refers to “redevelopment” activities, the term in this context is not intended to, nor should it be interpreted to, indicate the redevelopment process pursuant to the LRHL. The Highlands Act requires that the Council identify areas appropriate for redevelopment in accordance with the RMP, but decisions regarding redevelopment sites will be made in collaboration with municipalities and counties during the Plan Conformance process. As the development of the RMP moves ahead, specific criteria for the determination of the need for redevelopment will be formulated, as well as a redevelopment planning process.

#### **LEGAL REQUIREMENTS FOR INCLUSION IN THE REGIONAL MASTER PLAN**

Sections 10 and 11 of the Highlands Act states that:

*10. a. The goal of the regional master plan with respect to the entire Highlands Region shall be to protect and enhance the significant values of the resources thereof in a manner which is consistent with the purposes and provisions of this act....*

*b. The goals of the regional master plan with respect to the preservation area shall be to:*

- (1) protect, restore, and enhance the quality and quantity of surface and ground waters therein;*
- ...(7) promote brownfield remediation and redevelopment;*

*c. The goals of the regional master plan with respect to the planning area shall be to:*

- (1) protect, restore, and enhance the quality and quantity of surface and ground waters therein;*
- ...(8) promote brownfield remediation and redevelopment;*

*11.a. The regional master plan shall include, but not necessarily be limited to:*

*(6) A smart growth component that includes an assessment...of opportunities for appropriate development, redevelopment, and economic growth, and a transfer of development rights program which shall include consideration of public investment priorities, infrastructure investments, economic development, revitalization, housing, transportation, energy resources, waste management, recycling, brownfields, and design such as mixed-use, compact design, and transit villages...*

*(b) identify areas appropriate for redevelopment and set appropriate density standards for redevelopment.*

*Any area identified for possible redevelopment pursuant to this subparagraph shall be either a brownfield*

*site designated by the Department of Environmental Protection or a site as which at least 70% of the area thereof is covered with impervious surface.*

## **METHODOLOGY FOR EVALUATING REDEVELOPMENT AREA POTENTIAL**

This section describes the methodology that will be used to identify areas that may have potential for redevelopment in the Highlands Region. Guidelines have been developed in order to identify potential redevelopment areas based upon available data sets. Generally, redevelopment areas will consist of five acres or more of contiguous land and fall within one of the three redevelopment scenarios outlined below. Note that potential redevelopment areas that are less than five acres will follow the general framework of the three redevelopment scenarios but will be identified as part of the Plan Conformance process. The analysis will consist of a compilation of data sets and a Geographical Information System (GIS) mapping exercise. Appendix A will detail each data set, and how each will contribute to an understanding of potential redevelopment opportunities in the region.

Areas with potential for redevelopment can be loosely categorized into three scenarios. The scenarios include;

1. Scenario A consists of identified contaminated site(s) in the Preservation Area or the Planning Area;
2. Scenario B consists of redevelopment area(s) in the Preservation Area; and
3. Scenario C consists of redevelopment area(s) in the Planning Area.

Table 1 contains the guidelines for each of the redevelopment scenarios.

The analysis will capture areas throughout the region that may have the potential to sustain redevelopment activity. Data that was developed for the Potential Growth Area Identification analysis will be utilized and refined further based upon the three scenarios (Table 1). Areas identified as having redevelopment potential must have access to available utility (water/sewer) infrastructure and capacity, have access to transportation and transit, and be close to areas with existing populations and development. The Highlands Contaminated Site Inventory, the Impervious Surface Cover, Land Use Land Cover, and the Build Out Model composite zoning will contribute to the delineation of areas that fall within the three redevelopment scenarios.

These datasets are outlined in Appendix A. Refer to Potential Growth Area Identification Technical Memorandum for additional information.

Table 1: Areas with Potential for Redevelopment Scenarios

	<b>Scenario A</b>	<b>Scenario B</b>	<b>Scenario C</b>
<b>Type</b>	Contaminated Site(s)	Redevelopment Areas	Redevelopment Areas
<b>Location</b>	Preservation and Planning	Preservation Area	Planning Area
<b>if</b>	included on the Highlands Contaminated Site Inventory, and 5 acres or greater	areas with existing development of a least 5 acres	areas with existing development of at least 5 acres
<b>with no</b>	significantly constraining environmental features (including steep slopes, flood prone, Highlands open water, riparian corridors)	significantly constraining environmental features (including steep slopes, flood prone, Highlands open water, riparian corridors)	significantly constraining environmental features (including steep slopes, flood prone, Highlands open water, riparian corridors)
<b>or</b>			site has been identified as an existing or potential Area in Need of Redevelopment
<b>and</b>		at least 70% of the site is covered by an impervious surface	impervious surface intensity indicates opportunity for redevelopment
<b>and</b>	LULC and/or MODIV indicates that an area has been previously developed	LULC and/or MODIV indicates that an area has been previously developed	LULC and/or MODIV indicates that an area has been previously developed
<b>and</b>	proximate to area of concentrated development/existing populations	proximate to area of concentrated development/existing populations	proximate to area of concentrated development/existing populations
<b>and</b>	within sewer areas served	within sewer areas served	within sewer service area or proximate to areas served
<b>and</b>	consistent with local zoning classification	consistent with local zoning classification	consistent with local zoning classification
<b>and has</b>	access to transit station/terminal/or stop and/or access to the existing road network	access to transit station/terminal/or stop and/or access to the existing road network	access to transit station/terminal/or stop and/or access to the existing road network
<b>other contributing factors</b>			State Plan planning area (planning area 1, 2 or a Designated Center)

## REFERENCES

Mennis, J. (2003). Generating Surface Models of Population Using Dasymetric Mapping. *The Professional Geographer*, 55(1), 31–42

## **Appendix A: Redevelopment Potential Data Layers:**

### Contaminated Site Inventory:

The Highlands Contaminated Site Inventory is comprised of sites listed with several data sources, including New Jersey Department of Environmental Protection's Known Contaminated Site list; the Comprehensive Environmental Response, Compensation and Liability Information System or superfund sites; and Resource Conservation and Recovery Act sites. These identified sites will be evaluated as to their potential for redevelopment, restoration and enhancement, or a combination of both. Depending upon additional factors, such as land use and community needs, sites included in the contaminated site inventory may be identified as an appropriate location for redevelopment. For additional information, refer to the Contaminated Site Inventory Methodology Technical Memorandum.

### Impervious Surface Coverage:

Impervious surface "means any structure, surface, or improvement that reduces or prevents absorption of stormwater into land, and includes porous paving, paver blocks, gravel, crushed stone, decks, patios, elevated structures, and other similar structures, surfaces, or improvements". N.J.S.A.13:20-3. This analysis utilized satellite imagery from 1999 and 2001 with a pixel resolution of 30 meters. A percentage of impervious surface coverage was calculated for each pixel or 30 meter squared section. The analysis will contribute to our understanding of which areas have been previously developed and the intensity of development. For additional information on impervious surfaces in the Highlands, refer to the Refer to the Potential Growth Area Identification Technical Memorandum.

### Highlands Build Out Model, Municipal Zoning Model Data:

The Highlands build out model uses land use and zoning data to develop maximum residential and non-residential numerical build out estimates for the region. The build out model will utilize several scenarios in order to capture different land use scenarios within the Highlands Region's municipalities. The Municipal Zoning Model utilizes the 2002 land use and current municipal zoning data to represent the impacts of a full build out based on developable lands associated with the environmental regulations in place prior to the Highlands Act. The Municipal Zoning model data will be used to identify land uses, and in

particular non-residential areas for zoned for mixed use, industrial, office/commercial or retail. Refer to the New Jersey Highlands Build Out Methodology Technical Memorandum for additional information.

#### Population and Employment Distribution:

2002 United States Census Bureau information, including population and employment figures, has been collected at the Census block and block group level for the Highlands Region. A dasymetric mapping analysis will be used to refine Census population and employment information. Generally speaking, dasymetric mapping takes aggregated data, and spatially defines it based upon supplemental data. (Mennis, 2003) In this case, the dasymetric mapping reallocated population within the Census boundaries (block and block group) based upon environmental constraints to development (such as streams or steep slopes), existing land uses (such as high or low density residential), and other features (such as preserved land and road right of ways) that gave some indication of areas of inhabitation. A similar dasymetric mapping analysis will be conducted for employment data. For additional information on population and employment distribution, refer to the Refer to the Potential Growth Area Identification Technical Memorandum.

#### Parcel and MODIV data:

Parcel and MOD-IV data contribute to an understanding of existing and future land uses. Parcel data contains information regarding the location and dimensions of parcels. MOD-IV data, which stands for “modernization of the 4 line system,” contains uniform property tax information, as required by the Constitution of the State of New Jersey, the New Jersey Statutes, and the rules promulgated by the New Jersey Division of Taxation. (D. Snyder, Somerset County, personal communication, June 9, 2006) This data will be used to refine land use classifications and areas with existing development.

#### Land Use Land Coverage:

The 2002 NJDEP Land Use Land Coverage contains statewide land use and natural land cover, based on photography captured in the spring of 2002. This data will be used to identify land use classifications and areas with existing development.

Roadway and transportation network:

The roadway and transportation network will be considered to help determine access for potential redevelopment areas. These layers include:

- Existing passenger rail and associated stations that impact the Highlands Region;
- Bus terminals and bus routes; and
- The existing road network, including local, county, and state and interstate roads.

Utility Analysis:

The Utility Analysis consists of both a potable water supply analysis and a wastewater treatment analysis. The utility analysis identifies current infrastructure, demand, and infrastructure capacity. Community infrastructure, wastewater in particular, is an important element to the identification of areas with the potential for redevelopment, as these systems can facilitate or constrain development. With regard to wastewater, the utility analysis delineated areas served with existing sewer service areas.

Resource Assessment:

The Resource Assessment determines the amount and type of development and human activity that the ecosystems of the Highlands Region can sustain. Additionally, the Resource Assessment will identify zones within the Planning Area where development should not occur in order to protect water resources and environmentally sensitive lands.

State Planning Areas and Designated Centers:

The New Jersey State Development and Redevelopment Plan (State Plan) established guidelines for planning areas, which are contiguous areas that share certain characteristics and strategic intentions. A Designated Center is a compact form of development that is recognized by the State Planning Commission, and is the State Plan's "preferred vehicle for accommodating growth." In addition to Designated Centers, the Metropolitan Planning area (Planning Area 1) and the Suburban Planning Area (Planning Area 2) State Plan designations are of relevance to this analysis, as they are areas generally considered to have the ability to accommodate some level of growth. The Policy Density build out model scenario will provide information related to statewide land use policies in the Highlands Region. Refer to the New Jersey Highlands Build Out Methodology Technical Memorandum for additional

information.

Area in Need of Redevelopment Designations and Cross-acceptance Data:

The New Jersey Office of Smart Growth (OSG) reviews area in need of redevelopment resolutions, and has provided information about recent (post 2003) redevelopment proposals. OSG also houses information about existing and proposed redevelopment areas and growth areas, as required for inclusion in a county Cross-acceptance report.