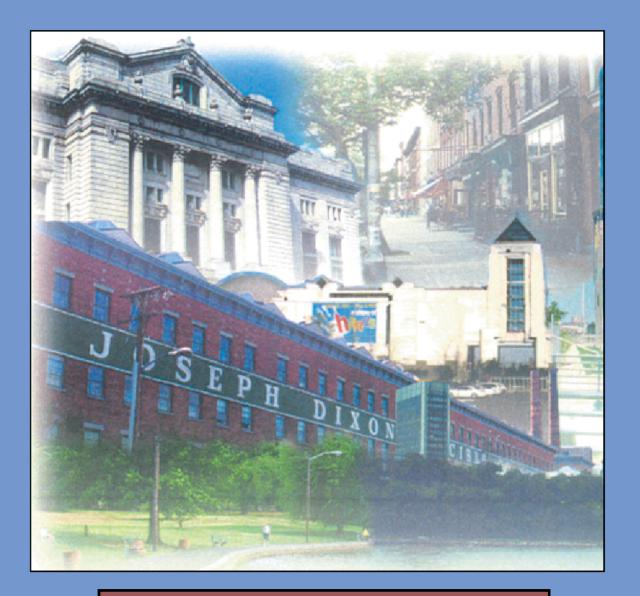
# Hudson County New Jersey Master Plan

2002



Heyer, Gruel & Associates PA New Brunswick, New Jersey

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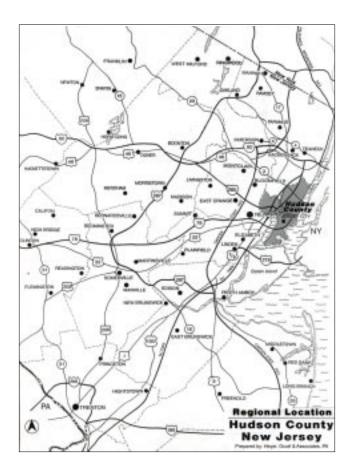
## Executive Summary

#### Introduction

Hudson County is a peninsula bounded by Newark Bay and the Passaic and Hackensack Rivers on the west, by the Hudson River and New York City on the east, by the Kill Van Kull on the south (separating the City of Bayonne and Staten Island, New York) and by Bergen County on the north. The Hackensack River bisects the County and is surrounded by a 19,000 acre tidal wetlands marsh known as the Hackensack Meadowlands. All of this real estate is contained within 46.6 square miles of land area, the smallest of the State's 21 counties. With a resident population of 608,975 and an average density of 13,068 persons per square mile in 2000, Hudson is the most densely populated County in New Jersey and the sixth most densely populated County in the nation.

#### Background

Hudson County last prepared a comprehensive Master Plan in the mid-1970's. Since then, many changes have taken place which have dramatically altered the Hudson County landscape. Some of the more substantive changes are summarized in the following:



- Land Use: Since the 1970's, over 2,000 acres of abandoned rail yards have been redeveloped for a variety of residential and commercial uses. The Hudson River waterfront has become a premier location for Class A office space and luxury apartments. Several historic districts have been designated in the older sections of Jersey City and Hoboken and vintage rowhouses have been restored. Wholesale distribution centers in Secaucus have evolved into retail outlets and underutilized industrial lands along the Passaic River waterfront have started to redevelop.
- **Population**: Hudson County's population is increasing, ending a 65-year trend of declining population figures. This population trend is attributable to strong housing construction in the late 1980's and 1990's coupled with significant immigration.
- **Immigration**: Hudson County ranks first in New Jersey and eighth in the nation for percentage of foreign-born persons. Immigrants comprised over 30 percent of Hudson's 1990 population (2000 Census data regarding immigration has not been released), with new immigrants (those arriving between 1980 and 1990) constituting 15 percent of the population. Immigration has enabled the County to maintain its population, but has increased the need for school facilities, municipal services and housing.
- **Transportation:** Traffic congestion has continued to be a major problem in Hudson County, but has led to recent initiatives to support improvements to mass transit including the construction of the Hudson-Bergen Light Rail Transit (HBLRT) system and increased ferry service to Manhattan.
- **Economy**: Hudson County employment has fluctuated in sync with regional economic trends and has remained relatively stable. Between 1986 and 1996, the County experienced an increase in employment in the service-producing industries and a decrease in the goods-producing industries as the economy continued to change from a manufacturing base to a service base. In 1986, manufacturing occupied almost 28 percent of the County workforce. By 1996, this proportion fell to less than 17 percent of the workforce. In contrast, employment in service-producing industries increased to represent over 83 percent of the employment base, with most of the employment increases

located in the finance, insurance and real estate and services industrial sectors.

- Housing: According to the 2000 Census, almost 11,000 new housing units have been constructed in Hudson County since 1990. This represents a 4.8 percent increase in the County's housing supply. The majority of the new housing units have been built in Jersey City, Hoboken, West New York and Union City as new condominiums have been built and older industrial buildings, residential apartments and tenements have been converted into modern accommodations. As a result, new households have been attracted to Hudson County and existing households have remained in the County, thus contributing to the stabilization of the population base.
- Social Services: Poverty remains a problem for many Hudson County municipalities. Almost 13 percent of Hudson County's population is below poverty level, compared to only 7 percent statewide. Over 12,000 needy families in Hudson County receive Temporary Assistance for Needy Families (TANF), ranking the County second in the State. The combined problem of poverty and unemployment is reflected in the level of municipal distress in the County. Ten of the twelve municipalities in Hudson County are included in New Jersey's 100 most distressed communities.

#### **Planning Efforts**

The County has taken the lead in tackling these issues through a variety of efforts. These initiatives include a renewed emphasis on planning which resulted in the preparation of a new comprehensive Master Plan and a Strategic Revitalization Plan. The 2001 Hudson County Master Plan includes nine individual subplans including a Land Use Plan, Circulation Plan, Economic Plan, Housing Plan, Community Facilities Plan, Utilities Plan, Social Services Plan, Conservation Plan and Historic Preservation Plan. These planning areas are all necessary components to the revitalization of Hudson County. Of particular note is the Social Services Plan, which is not traditionally found in master plans but was included because social services play an important role in Hudson County's revitalization.

The Master Plan provides the technical analysis and basis for the Hudson County Urban Complex Strategic Revitalization Plan, which is an element of the Master Plan by reference. The Strategic Revitalization Plan complements the Master Plan and identifies the specific action strategies which are necessary to achieve the County's vision for the future. The Strategic Revitalization Plan proposes a three-tiered approach to revitalization that focuses on the following three areas: economic development, labor force and quality-of-life. Support for all three areas is necessary to maximize the future potential of Hudson County.

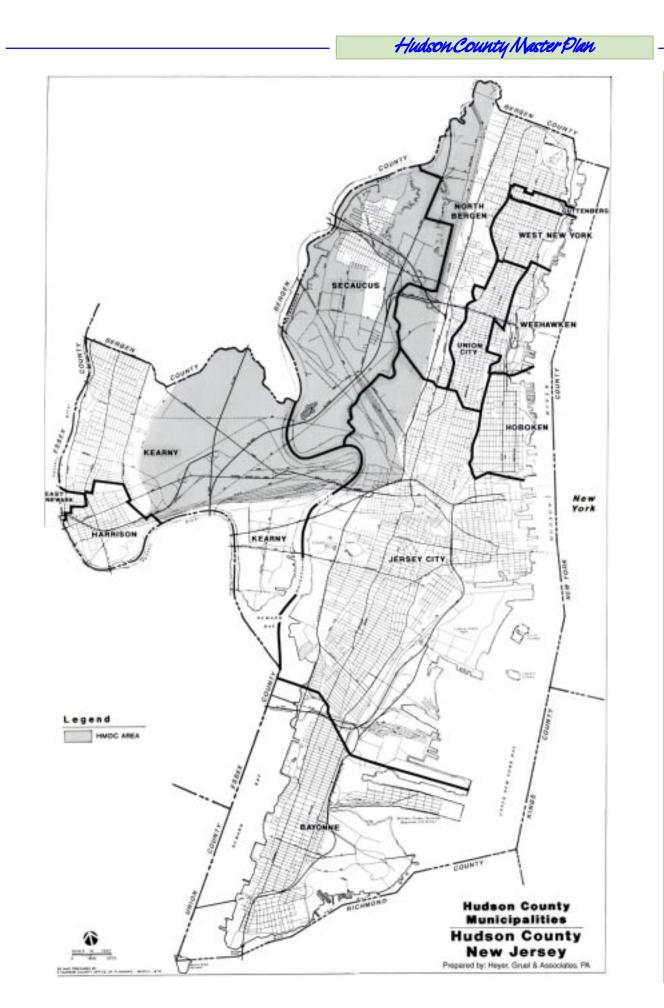
#### Economic Development

Economic development is essential to redeveloping the County's older industrial areas, as well as revitalizing its commercial districts. There is significant redevelopment potential in Hudson County, amounting to over 23,000 dwelling units, over 38 million square feet of commercial space and 17.4 million square feet of industrial space. Key priorities necessary to support this level of development include the following:

- Completion of the Hudson-Bergen Light Rail Transit line and associated station improvements.
- Providing financial and administrative support to clean-up contaminated sites.
- Streamlining permits at the local, regional and state level.
- Coordinating a regional solution to dredging the County's ports to provide better utilization of the County's port facilities.
- Promoting culture and tourism by supporting the development of a performing arts center, additional convention centers and regional entertainment facilities.
- Establishing and funding local communitybased organizations (i.e. special improvement districts and local development corporations) to help revitalize neighborhoods and local commercial areas.
- Creating a County-wide Urban Enterprise Zone.
- Continued funding for road and infrastructure improvements, such as the combined sewer overflow improvements and the installation of an Intelligent Transportation System (ITS) along major roadways.

#### Labor Force

Hudson County is largely a blue collar, working-class community with a large percentage of unskilled workers. The changing employment market and the "skills gap" must be addressed to meet the future employment needs of the County, reduce unemployment and increase the median household incomes of County residents. Appropriate training, education and support is needed to establish a labor force that has the



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Introduction

skills needed by today's employers. Key priorities to accomplish this include the following:

- Continuing to fund job training programs, particularly those that are linked directly to the needs of the County's major employers and the welfare-to-work program.
- Supporting public education improvements that will help produce an educated and welltrained workforce.
- Building on the network of universities and secondary schools in Hudson County to provide greater resources for continuous learning by adult workers.
- Providing additional child care facilities to meet the needs of workers with families.

#### Quality of Life

Quality of life is a function of many aspects of Hudson County, including housing, the environment (contamination), public safety, education, recreation and transportation. Improving the quality of life will help make Hudson County a better place to live and work, which will in turn retain present residents and businesses and attract new residents and businesses to the County. This effort involves improving housing conditions, supporting improvements to public education, providing additional parks and recreation amenities and providing health and social services that meet the needs of County residents. Key priorities to accomplish this include the following:

- Seeking various funding mechanisms to expand and improve the County's parks and recreation facilities.
- Providing financial and technical support for the design and development of waterfront walkways to provide public access to the waterfront and preserve the County's scenic vistas.
- Expanding the inventory of decent affordable housing and encouraging rehabilitation of existing housing units through programs such as tax credits, RCAs, Balanced Housing, HOME funds, the County Affordable Housing Trust Fund and CDBG funds.
- Continuing to provide a variety of educational alternatives geared towards student interests, such as a County-wide performing arts high school.
- Continuing to support a variety of health services that meet the needs of County residents such as tuberculosis and AIDS treatment and prevention programs.

#### Conclusion

The new millennium finds that cities are the strongest they have been in many decades. Job growth, home ownership and consumer confidence are up and unemployment, crime and poverty are down. Hudson County is positioned to become a vibrant and attractive urban enclave by capitalizing on its assets and overcoming its weaknesses. To achieve this, however, the policies and action strategies included in the Master Plan and Strategic Revitalization Plan must be implemented.

## Goals and Objectives

#### **General Goals**

- 1. To improve the overall quality of life in Hudson County.
- 2. To provide for the economic revitalization of the County's commercial and industrial base.
- 3. To preserve the character of existing well-established neighborhoods.
- 4. To improve the transportation network.
- 5. To increase the tax base.

#### Land Use

#### Goals

- 1. To maintain and improve areas that provide centers for employment, education, entertainment facilities, services, shopping and other resources.
- To encourage existing manufacturing and industrial uses to remain, modernize and expand and to encourage new manufacturing and industrial uses to locate in the County.
- 3. To provide for a full range of retail businesses and personal services in suitable locations to serve the needs of the County.
- 4. To assist in the implementation of the development and redevelopment of the waterfronts of the Hudson, Passaic and Hackensack Rivers.
- 5. To relate land use planning to transportation capacity and to promote development intensities that will support mass transit.

#### *Objectives*

#### <u>General</u>

- Encourage redevelopment that utilizes transit-friendly design practices and capitalizes on existing and planned transportation improvements.
- 2. Consider the established character of existing neighborhoods as a factor in the evaluation of new development and redevelopment projects.
- Provide assistance to municipalities in the preparation of urban design standards for infill development to create "urban neighborhoods of place" that reflect the character of existing neighborhoods.

- Encourage municipalities to adopt performance controls for nuisance factors that occur when incompatible uses are located in close proximity.
- 5. Encourage municipalities to consider design standards for new construction that create a sense of unity and order in the design of buildings, signs and other structures and separate standards for uni-fied streetscape improvements in downtown areas.

#### Waterfront Areas

- 1. Encourage the construction of a coordinated waterfront walkway along the County's waterfronts.
- 2. Encourage the development of marinas and ports, where appropriate.
- Integrate waterfront development with adjacent neighborhoods by assuring strong physical linkages and appropriate infill development.

#### Industrial Areas

- 1. Improve the developability of industrial areas through measures such as infrastructure and access improvements.
- 2. Encourage and assist in the retention and expansion of existing industries in the County.
- 3. Take advantage of possible niche opportunities in existing and emerging industries such as apparel, telecommunications, business services and food processing.
- 4. Establish industrial areas with sufficient access to transportation facilities.
- 5. Encourage the development and expansion of industrial activities that use regional resources, labor skills and other local assets and advantages.

#### Commercial Areas

- 1. Establish local community-based organizations such as special improvement districts, neighborhood improvement districts and local development corporations to help revitalize neighborhood commercial and residential areas.
- 2. Encourage convention, cultural and entertainment activities within the core areas of the County.
- 3. Encourage the grouping of compatible retail establishments into functional commercial centers to promote synergy among businesses.

- 4. Encourage municipalities to provide creative solutions to parking and loading problems.
- Promote the viability of commercial districts by retaining first floor retail sales and services.
- 6. Encourage the development of complementary land uses in proximity to commercial areas.
- 7. Establish design and aesthetic controls in commercial areas to create and maintain attractive shopping areas.
- 8. Identify and create financial and technical assistance programs available to businesses from the County, State and Federal government.
- 9. Assist in the coordination of community revitalization projects that are multi-jurisdictional.

#### **Residential**

- 1. Protect existing neighborhoods from incompatible development.
- 2. Discourage illegal additions of dwelling units to residential structures.
- 3. Promote home ownership to increase incentives for housing maintenance and improvements.

#### **Circulation**

#### Goals

- 1. To provide transportation improvements which support economic activity.
- 2. To promote transit and use of alternate transportation modes.
- 3. To coordinate land use activities with the transportation network.
- 4. To support system coordination, efficiency and safety.
- 5. To mitigate congestion on local roads and highways.
- 6. To protect and improve quality of life.

#### **Objectives**

- 1. Provide cost effective transportation systems that support business by providing for the efficient movement of goods and people.
- 2. Plan transit and roadway infrastructure system improvements to support existing economic activity centers and promote development of new activity centers along transit corridors and at transit hubs.
- 3. Maintain the efficient movement of goods

with planning for safe and efficient truck travel and promotion of the transport of freight by rail. Encourage the siting and expansion of intermodal facilities at locations where existing infrastructure can accommodate the movement of freight.

- 4. Promote the timely construction of the Hudson Bergen Light Rail Transit (HBLRT) system with continued sensitivity in alignment selection to historical properties, parks and the ecosystem for the Supplemental Operating Systems (SOS).
- 5. Coordinate local bus and shuttle service, pedestrian ways and parking with transit stations, residential and commercial locations.
- 6. Coordinate public and private bus service, information on service, transfers, fares and bus passes.
- Improve the ease and speed of modal change by creating multi-modal transit centers, with parking at outlying transit locations, improved signage both to the center and within it, and separate pedestrian connectors where volumes warrant.
- 8. Promote the expansion of existing ferry service and integration of transit (including HBLRT) lines feeding ferry terminals.
- 9. Encourage pedestrian/bike traffic by providing appropriate, safe and attractive facilities between population and employment centers.
- 10. Provide scenic walkways and bikeways along the Waterfront.
- 11. Complete missing links in the Hudson River Waterfront Walkway and between major attractions.
- 12. Coordinate the development and design of comprehensive and continuous walkway and bikeway facilities among the communities.
- 13. Promote public access to the Hudson River Waterfront.
- 14. Improve on-street and off-street parking by establishing parking management practices, providing additional signage and increasing capacity, where appropriate.
- 15. Promote connections to the Secaucus Transfer Station.

#### Economic

#### Goals

- 1. To develop a diversified economy to maintain full employment.
- 2. To develop an equitable distribution of jobs,

support services and facilities consistent with the needs of the population.

- 3. To provide for the economic revitalization of the County's commercial and industrial base.
- 4. To retain existing businesses and attract new industries.
- 5. To reduce the tax burden on residential uses by encouraging additional development that generates significant tax benefits.
- 6. To encourage clean-up of contaminated sites through various programs such as loans and technical assistance.

#### **Objectives**

- 1. Promote job training and retraining services to close the employment "skills gap" and meet the employment needs of the County and the region.
- 2. Provide stronger linkages between employment centers and housing through effective transportation programs.
- Encourage utilization of the County Economic Development Corporation to effectively promote economic development in the County.
- 4. Encourage the adaptive reuse of older industrial facilities.
- 5. Review on a case-by-case basis conversion of industrial buildings to commercial uses.
- 6. Encourage use of the redevelopment process to target specific neighborhoods for development assistance.
- Create a shared real estate database that can be used to promote sites with interested developers.
- Encourage close coordination between local schools, including the high schools, Hudson County Schools of Technology, Hudson County Community College, St. Peters College, Stevens Institute of Technology and New Jersey City State University, and local businesses to ensure that school curricula and resources help prepare students for entry into the labor force.
- Encourage the construction of additional cultural and recreational amenities such as hotels, convention centers and waterfront walkways to build on the region's tourist industry.
- 10. Encourage the preservation of the County's historic districts to provide a focus for the revitalization of historic residential and commercial areas.
- 11. Maximize the Hudson River waterfront as an asset for economic development.

- 12. Recognize the potential for developing water-dependent industrial uses in appropriate areas along the waterfronts.
- 13. Provide increased opportunities for domestic and international trade through International Trade Zones (ITZs) and trade corporations.
- 14. Encourage the development of new and emerging industries to provide for a diverse economic base.
- 15. Encourage municipalities to use creative planning tools such as redevelopment, special improvement districts (SID's) and urban enterprise zones to promote their goals and objectives.
- 16. Analyze the region's economic base and coordinate with other agencies to identify obstacles and opportunities.
- 17. Provide County industries with information on the development of energy efficiency programs so as to enable them to effectively reduce energy expenditures and receive Emission Reduction Credits.
- 18. Make businesses aware of public and private sector business programs and financial incentives for development and expansion.
- 19. Encourage the creation of additional business and trade associations.
- 20. Initiate marketing activities to attract and recruit new industries to the County.
- 21. Promote the development and availability of advanced telecommunication technology to enhance the delivery of public services, to access government information and to support an advanced telecommunications and information infrastructure.
- 22. Assist small, minority and women-owned businesses in increasing their procurement opportunities in both the public and private sectors.
- 23. Capitalize on brownfields cleanup as an economic development tool.

#### Housing

#### Goals

- 1. To preserve the character of existing wellestablished residential neighborhoods.
- 2. To increase the production of a variety of housing opportunities in Hudson County.
- 3. To encourage the rehabilitation of the County's older housing stock.
- 4. To provide additional affordable housing opportunities for the elderly.

- 5. To promote home ownership to increase incentives for housing maintenance and improvement.
- 6. To develop housing and related services for the "special needs" population.

#### *Objectives*

- 1. Encourage utilization of the Affordable Housing Trust Fund to create affordable housing.
- 2. Utilize existing nonprofit corporations to be developers of affordable housing.
- Promote municipal discussion regarding housing issues that impact on taxes and investment (e.g. illegal conversions, rent control).
- 4. Provide programs which create opportunities for home ownership, discourage abandonment and reduce displacement and relocation.
- 5. Actively pursue Regional Contribution Agreement (RCA) funds for housing rehabilitation and new housing construction.
- 6. Encourage the packaging of housing funds from various sources to make housing more affordable.
- 7. Provide technical and financial support to non-profits whose primary mission is to provide affordable housing.
- 8. Promote municipal discussion regarding the reuse of municipally owned properties for housing.
- 9. Develop assisted living services within subsidized housing to provide low income older persons with additional services.
- 10. Allocate HOME and CDBG funds to develop additional elderly housing.

#### **Community Facilities**

#### Goals

**Objectives** 

- 1. To provide recreational and park facilities that are accessible to all residents and provide a variety of amenities.
- 2. To provide community services, such as elderly and child care services, that meet the needs of the population.
- 3. To encourage more efficient utilization of community services.

- Encourage intergovernmental and intermunicipal agreements to eliminate redundancy and improve service efficiency in areas such as public safety, education and health services.
- 2. Provide additional after school programs, prekindergarten programs, child care and elderly care services through public, private and nonprofit organizations to accommodate the increasing numbers of women in the workforce.
- Support the renovation, new construction or consolidation of police and fire stations to modernize facilities and expand services in areas of concentrated development activity.
- 4. Ensure that new development provides public access to waterfront areas, recreational facilities and open space.
- Require developers to provide for coordinated public access in accordance with NJDEP's Hudson River Walkway and Hackensack Walkway plans.
- 6. Increase funding priority for the maintenance and upgrading of existing parks.
- 7. Expand existing parks and encourage development of new parks where feasible.
- Encourage municipalities to prepare inventories of publicly-owned properties to consider the use of such properties for community facilities or to be sold for private investment.
- Encourage coordination between municipal and county park departments and boards of education to maximize the potential for recreational programs that meet the needs of the population.
- 10. Use development bonuses or similar mechanisms to require new development to provide plazas, public seating areas, mini-parks, pedestrian links and riverfront walkways.
- 11. Provide education, preventative programs and adequate clinical facilities to meet the health care needs of Hudson County's residents.
- 12. Provide assistance to local libraries and boards of education to coordinate resources and avoid duplication of services.

#### **Social Services**

#### Goals

 To coordinate social service program needs with planning and community development efforts to avoid duplication, identify areas of

need and improve service efficiency.

2. To improve the quality of life in the community by creating an atmosphere in which disadvantaged people have hope and can build a better future.

#### **Objectives**

- 1. Promote the role of the County as an "umbrella" resource organization.
- 2. Assist in the mobilization of new resources and funding for the purpose of filling service gaps, avoiding duplication and coordinating services within the County.
- Mobilize all elements of the Hudson County community to combat social problems by raising the level of awareness among Hudson County community leaders, professionals and general public regarding the impacts of these problems on the communities, families and residents of Hudson County.
- Provide relevant information on the needs of disadvantaged populations to the state and communities to promote public support and utilization of services.
- Develop and implement a comprehensive and integrated continuum of prevention/treatment, and maximize access to programs, facilities and resources by Hudson County agencies and individuals.
- Provide improved transportation services to disadvantaged populations, particularly in areas outside of Jersey City.
- Create a resource referral center where disadvantaged people can get information on services and resources.
- 8. Assess the needs of "at-risk" groups and establish priorities for programs and resources.
- Encourage citizen participation in the planning of community services for "at-risk" populations.
- 10. Provide better communication with constituents and caretakers to determine their needs.
- 11. Evaluate the use of competitive bidding through funding by needs.
- 12. Help low income families avoid becoming homeless by continuing to provide homeless prevention services, since it is the most effective means of preventing homelessness.
- Reach out to homeless persons and assess their individual needs by providing increased outreach services to bring homeless people to existing shelters and providing Hispanic outreach workers who are not only bilingual,

but also aware of the Hispanic culture.

- 14. Address the emergency shelter and transitional housing needs of homeless persons.
- 15. Assist homeless persons in making the transition to permanent housing and independent living.
- 16. Increase services for the disabled population including shelter care facilities, emergency housing and housing for the mentally ill.

#### **Utilities**

#### Goals

- 1. To maintain existing capital facilities and replace aging capital facilities that are no longer effective.
- 2. To provide new infrastructure systems where necessary to encourage new development.
- 3. To invest in new infrastructure technology to encourage future economic growth and redevelopment.
- 4. To protect potable water quality.

#### **Objectives**

- 1. Where feasible, separate combined stormwater and sanitary sewers as new development occurs.
- 2. Upgrade sanitary sewer systems to reduce the level of pollutants discharging into the rivers.
- 3. Investigate methods to reduce pollutant levels and reduce stormwater runoff into the Hudson River.
- 4. Encourage municipalities to adopt capital improvement plans to maintain and replace existing infrastructure facilities as needed.
- Encourage the construction of new technological improvements, such as fiber optic cable, to provide incentives for future economic growth.
- 6. Construct drainage facilities to alleviate local flooding problems.
- 7. Protect out-of-county reservoir watersheds to maintain water quality and ensure an adequate water supply.
- 8. Encourage measures to improve public participation in recycling efforts and coordinate municipal programs within the County.

#### **Conservation**

#### Goals

- 1. To encourage the clean-up and reuse of contaminated sites.
- 2. To preserve existing scenic vistas, particularly skyline views of Manhattan.
- 3. To protect environmentally sensitive areas, such as rare and endangered species habitats, wetlands and surface water quality.
- 4. To reduce pollution and maintain a healthy environment.
- 5. To encourage recycling.

#### **Objectives**

- 1. Reduce regulatory and financial barriers to clean-up operations.
- 2. Protect visual resources of the "Palisades" and long range harbor viewsheds.
- 3. Provide technical assistance to local environmental communities to protect environmentally sensitive areas.
- Maintain an up-to-date level of understanding of environmental regulations to assist the development process by coordinating environmental documentation and facilitating an expedited and coordinated environmental review.
- 5. Encourage energy conservation and reduce air pollution by designating land use patterns that reduce the need for additional automobile trips.
- Assist New Jersey Meadowlands Commission (NJMC) in providing public access to, and educational programs for, wetlands and other key environmental areas of the Meadowlands.

#### **Historic Preservation**

#### Goals

- 1. To preserve the integrity of the County's historic districts and places.
- 2. To preserve structures of important historical significance.

#### **Objectives**

- 1. Encourage the use of the County's historic districts and sites to provide a focus for the revitalization of residential and commercial areas.
- 2. Consider the conversion of historic structures to community-based uses.

3. Encourage owners of buildings in historic districts to preserve their facades through facade easements.

## Demographic Profile

#### Introduction

A demographic profile has been prepared to document the population trends which Hudson County has recently experienced. Information from the 2000 Census has been presented when available, otherwise 1990 Census data is used. It is important to understand demographic conditions and population trends in an effort to comprehensively plan for Hudson County's future and identify growing problems or potential areas of concern in the County that may be resolved through the Master Plan. Although past trends do not necessarily guarantee those of the future, they do provide a historic sense of direction and call attention to emerging trends.

Different population groups have different needs that can affect land use, housing or transportation patterns. In addition, demographic change may create new groups with new needs. The traditional family of working husband, housewife and several children is rapidly being overtaken by single-parent families, unmarried couples, and single individuals living alone. These new family patterns pose a variety of issues. Land use and housing patterns that worked for the traditional nuclear family may not service new families as well, and changes may be required in zoning, in the provision of services, and in housing programs.

#### **Demographic History**

Hudson County has historically been home to recent immigrants to the United States. During the 19th century, the County's population and labor force was composed largely of immigrants. Irish immigrants began to come to the County in significant numbers about 1820, increasing significantly in the mid-1840s as tens of thousands of refugees fled Ireland when the potato crop failed. Late in the 1840s the Germans began their immigration to the United States. Between 1840 and 1870, the population of Hudson County increased significantly as the Italians, Poles, Slovaks, Russians and Ukrainians joined the Irish and Germans as the major ethnic forces fighting for a share of the American promise. Immigrants also came from Hungary, Greece, Holland, Great Britain and Scandinavia.

In the 20<sup>th</sup> century, the County replaced a significant portion of its population with a new multi-racial blend. Throughout the first decades of the 20<sup>th</sup> century, West Indians and African-Americans from Southern States

arrived in a small but steady stream. The need for workers in the factories during World War II induced many more African-Americans to migrate from the South and this movement continued throughout the 1960s. The first airborne migration, that of the Puerto Ricans starting in the late 1940s, introduced a new dimension into the population. In 1960 the first of two large waves of exiles from Castro's Cuba arrived in Hudson County. Unlike the Puerto Ricans who were concentrated in Jersey City and Hoboken, the Cubans moved to north Hudson County and crowded into Union City, West New York and North Bergen. Within a few years north Hudson County became second to only Miami in its number of Cubans.

When Congress changed the immigration law in 1965, the doors were open to Asian and Middle Eastern immigrants who began to arrive and radically change the ethnic and racial composition of the County. Portuguese immigrants, who settled in the Ironbound section of Newark in the 1970s, started to move to Harrison, Kearny and East Newark by the end of the decade.

## Demographic Analysis

#### Population Trends

Table II-1Population Trends, 1880 to 2000Hudson County

Year	Population	Change	Change
1880	187,944		
1890	275,126	87,182	46.3%
1900	386,048	110,992	40.3%
1910	537,231	151,183	39.1%
1920	629,154	91,923	17.1%
1930	690,730	61,576	9.7%
1940	652,040	-38,690	-5.6%
1950	647,437	-4,603	-0.7%
1960	610,734	-36,703	-5.6%
1970	607,839	-2,895	-0.4%
1980	556,972	-50,867	-8.3%
1990	553,099	-3,873	-0.7%
2000	608,975	55,876	10.1%

Hudson County's population characteristics have been typical of aging urban areas in which most development occurred in the late 19th and early 20th centuries. In 1930, the County's population reached a peak of 690,730, as shown in Table II-1. Up to that point, three- and six-family tenement living in cities was the rule rather than the exception. After 1930,

#### Table II-2

Population Change, 1980 to 2000

Hudson County Municipalities, Northeast Urban Counties and New Jersey

				Change, 1980-2000	
Geographic Area	1980	1990	2000	Number	Percent
Bayonne	65,047	61,444	61,842	-3,205	-4.9
East Newark	1,923	2,157	2,377	454	23.6
Guttenberg	7,340	8,268	10,807	3,467	47.2
Harrison	12,242	13,425	14,424	2,182	17.8
Hoboken	42,460	33,397	38,577	-3,883	-9.1
Jersey City	223,532	228,537	240,055	16,523	7.4
Kearny	35,735	34,874	40,513	4,778	13.4
North Bergen	47,019	48,414	58,092	11,073	23.5
Sesaucus	13,719	14,061	15,931	2,212	16.1
Union City	55,593	58,012	67,088	11,495	20.7
Weehawken	13,168	12,385	13,501	333	2.5
West New York	39,194	38,125	45,768	6,574	16.7
Hudson County	556,972	553,099	608,975	52,003	9.3
Bergen County	845,385	825,380	884,118	38,733	4.6
Essex County	851,304	778,206	793,633	-57,671	-6.8
Passaic County	447,585	453,060	489,049	41,464	9.3
Union County	504,094	493,819	522,541	18,447	3.7
State of New Jersey	7,365,011	7,730,188	8,414,350	1,049,339	14.2
Source: New Jersey S	State Data Center	r	· -		

there was a downward population trend for six decades as the dispersion of commerce and industry into outlying areas helped increase the demand for newer low density housing in the suburbs. Between 1930 and 1980, the population continued to decline, with the most significant population loss occurring between 1970 and 1980 when over 50,000 residents left the County, a 8.4 percent decrease.

Unlike other urban counties in the State, Hudson County's population level remained relatively stable between 1980 and 1990, largely because of a strong immigrant population and the construction of new housing units. As shown in Table II-2, the County's population increased by over 10 percent between 1990 and 2000.

Hudson County's recent population growth is the result of strong housing construction in the late 1980's and 1990's and significant immigration. Between 1990 and 2000 almost 56,000 new residents settled in Hudson County, including over 11,500 in Jersey City, over 9,000 in Union City and over 7,600 in West New York. In addition, almost 11,000 new housing units were constructed in Hudson County between 1990 and 2000.

#### **Population Densities**

Hudson County is the sixth most densely populated County in the country, exceeded only by counties in New York City and San Francisco. It is also the State's

Table II-3
Population Density, 2000
Hudson County Municipalities,
Northeast Urban Counties and New Jersey

		Land Are	a Density
Geographic Area	Population	(sq. miles)	(persons/sq.mile)
Bayonne	61,842	5.6	11,004
East Newark	2,377	0.1	23,770
Guttenberg	10,807	0.2	56,879
Harrison	14,424	1.2	11,823
Hoboken	38,577	1.3	30,376
Jersey City	240,055	14.8	16,144
Kearny	40,513	9.1	4,432
North Bergen	58,092	5.2	11,193
Secaucus	15,931	5.9	2,705
Union City	67,088	1.3	52,825
Weehawken	13,501	0.8	15,883
West New York	45,768	1.0	44,870
Hudson County	608,975	46.6	13, <b>068</b>
Bergen County	884,118	234.1	3,776
Essex County	793,633	126.2	6,286
Passaic County	489,049	185.0	2,643
Union County	522,541	103.2	5,060
State of New Jersey	8,414,350	7,416.9	1,134
Source: U.S. Bur	eau of the Ce	nsus, 200	0

# Demographic Profile

Table II-4Population by Age, 1990 and 2000Hudson County

199			2000		Change, 19	90-2000
	Number		Number			
Age	of Persons	Percent	of Persons	Percent	Number	Percent
Under 5	36,844	6.7	38,756	6.4	1,912	5.2
5-14	65,108	11.8	76,700	12.6	11,592	17.8
15-24	81,856	14.8	85,412	14.0	3,556	4.3
25-34	112,732	20.4	119,073	19.6	6,341	5.6
35-44	79,685	14.4	97,727	16.0	18,042	22.6
45-54	56,136	10.1	72,379	11.9	16,243	28.9
55-64	50,337	9.1	49,657	8.2	-680	-1.4
65 and Over	70,401	12.7	69,271	11.4	-1,130	-1.6
Totals	553.099	100.0	608,975	100.0	55,876	10.1

most densely populated county with an average of 13,068 persons per square mile in 2000. As shown in Table II-3, Union City, Guttenberg and West New York have the highest population densities in 2000 (52,825, 56,879 and 47,870 persons per mile, respectively). Furthermore, Secaucus and Kearny, which have significant amounts of land located within the Hackensack Meadowlands, have the two lowest population densities.

#### **Population Distribution**

Hudson County's affordable housing and proximity to New York City is attracting a younger population. The largest age cohort is the "young adult" (25 - 34 years old), which comprised 19.6 percent of Hudson Counties population in 2000. The "baby boomer" group showed the greatest increase from 1990 to 2000 of 51.5 percent, making up 27.9 percent of the total population of Hudson County, compared with 30.9 percent for the State as shown in Tables II-4 and II-5. The baby boom generation consists of individuals born from 1946 through 1964. The younger half of the baby boom generation comprised a larger portion of Hudson County's 2000 population. Specifically, the 35-44 age group comprised 16.0 percent of Hudson County's population while making up 17.1 percent of the State's population. Furthermore, this cohort increased by almost 23 percent in Hudson County and by 20 percent in the State.

The number of older residents (65 years and over) in the County declined slightly from 1990 to 2000, decreasing by just 1,130 (-1.6 percent) and amounting to 11.4 percent of the population in 2000 versus 13.2 percent in New Jersey. At the same time, the 55-64 year old cohort decreased by 680 (-1.4 percent), totaling 8.2 percent of the County's population in 2000 versus 9.0 percent of the State's population.

#### Table II-5

Population by Age, 1990 and 2000 New Jersey

	<u>1990</u>		2000		Change, 1990-2000		
	Number		Number				
Age	of Persons	Percent	of Persons	Percent	Number	Percent	
Under 5	532,637	6.9	563,758	6.7	31,148	5.8	
5-14	974,027	12.6	1,195,106	14.2	221,079	22.7	
15-24	1,071,982	13.9	1,005,295	11.9	-66,687	-6.2	
25-34	1,360,651	17.6	1,189,040	14.1	-171,611	-12.6	
35-44	1,196,659	15.5	1,435,106	17.1	238,447	19.9	
45-54	843,009	10.9	1,158,898	13.8	315,889	37.5	
55-64	719,198	9.3	753,984	9.0	34,786	4.8	
65 and Over	1,032,025	13.4	1,113,136	13.2	81,111	7.9	
Totals	7,730,188	100.0	8,414,350	100.0	684,162	8.9	

#### Foreign-Born Population

Hudson County's physical, economic and social structure has been largely influenced by the variety of immigrants who have settled in the County over the past 150 years. Refugees and immigrants from foreign countries have been attracted to the United States and Hudson County because of the availability of work, affordable housing and freedom from persecution. They have been the driving force behind the types of industries and the development pattern established in Hudson County.

Hudson County is still a magnet for immigrants, ranking first in New Jersey and eighth in the country for percentage of foreign-born residents in 1990. As shown in Table II-6, foreign born residents constituted over 30 percent of Hudson County's 1990 population and foreign born persons who came to the United States after 1980 constituted almost 15 percent of the County's population. In contrast, immigrants comprised only 13 percent of the State's population and immigrants who entered the United States since 1980 comprised only five percent of New Jersey's population. Furthermore, in 1990, almost 20 percent of New Jersey's foreign born residents and over 20 percent of New Jersey's population which entered the United States after 1980 lived in Hudson County.

Hudson County's immigrant population is not evenly spread over its twelve municipalities. For example, over 60 percent of West New York's population is foreign born compared to only 12 percent of Bayonne's population. Likewise, over 25 percent of three Hudson municipalities' (East Newark, Union City and West New York) 1990 population was comprised of foreign born persons who entered the United States from 1980 to 1990 while this same group comprised approximately five percent or less of Bayonne and Secaucus' 1990 population.

#### Ancestry and Origin

Almost 72 percent of the County population identify with a single ancestry or country of origin other than the United States, as shown in Table II-7. The largest single place of origin identified is Puerto Rico, with almost ten percent of the population (53,721 persons). The second largest group are Italian, with nine percent of the population identifying Italy as their single ancestry. Other major immigrant groups come from Cuba, Ireland, Poland, Dominican Republic, Columbia, Ecuador and Germany.

#### Hispanic Population

Hudson County's Hispanic population (any race) comprised almost 40 percent of Hudson's 2000 population compared to 9.6 percent of the State's population. Hudson County's 2000 Hispanic population of 242,123 was the twenty-first largest Hispanic population in the United States. Persons of Hispanic origin can be any race; origin is defined as the ancestry, nationality, group, lineage or country of birth of the person or the person's parents or ancestors before their arrival in the United States. According to Table II-8, persons of Hispanic origin comprised 40% of Hudson municipalities' total population. These six localities are Union City (82.3 percent), Guttenberg (54.3 percent), Weehawken (40.6 percent) North

Table II-6			
Foreign Born Population, 1990			
Hudson County Municipalities, H	ludson County and	State of New Je	rsey

	<b>1990 Total</b>	1990 Foreig	n Born Population	Entered U.	S. 1980-1990
Geographic Area	Population	Number	Percent	Number	Percent
Bayonne	61,444	7,391	12.0	2,444	4.0
East Newark	2,157	1,060	49.1	728	33.8
Guttenberg	8,268	3,449	41.7	1,301	15.7
Harrison	13,425	5,599	41.7	2,630	19.6
Hoboken	33,397	5,610	16.8	2,135	6.4
Jersey City	228,537	56,326	24.6	31,976	14.0
Kearny	34,874	9,403	27.0	3,805	10.9
North Bergen	48,414	18,914	39.1	6,622	13.7
Secaucus	14,061	1,813	12.9	727	5.2
Union City	58,012	31,959	55.1	15,220	26.2
Weehawken	12,385	4,882	39.4	1,821	14.7
West New York	38,125	23,028	60.4	9,594	25.2
Hudson County	553,099	169,434	30.6	79,003	14.3
State of New Jersey	7,730,188	966,610	12.5	384,515	5.0
Source: U.S. Bureau of	the Census, 199	90		-	

# Table II-7Ancestry or Country of Origin, 1990Hudson County

Ancestry or Origin	Number	Percent
Total Population	553,099	
Single Ancestry or Origin Specified	396,959	71.8
Puerto Rican	53,721	9.7
Italian	49,734	9.0
Cuban	44,167	8.0
Irish	26,652	4.8
Polish	19,647	3.6
Dominican	16,561	3.0
Colombian	12,488	2.3
Ecuadorian	12,389	2.2
Gerrnan	11,537	2.1
Salvadoran	6,570	1.2
Portuguese	6,352	1.1
Arab	5,930	1.1
Peruvian	4,624	0.8
Honduran	3,610	0.7
Russian	3,173	0.6
English	3,129	0.6
West Indian (exc. Hispanic)	3,101	0.6
Source: U.S. Bureau of the Censu	ıs, 1990	

Bergen (57.2 percent), West New York (78.7 percent). The bulk of the County's 2000 Hispanic population was located in Union City and Jersey City; Union City contained approximately 23 percent of the County's Hispanic population and Jersey City contained approximately 28 percent.

#### Race & Gender

The County's racial mix increased between 1990 and 2000. As shown in Table II-9, the Caucasian race remained in the majority from 1990 to 2000 although their numbers dropped by 42,155 or 11.1 percent. This was the only race that posted a decrease during this decade, which indicates that the white population is leaving Hudson County while immigrants and minorities, especially members of the Asian races, are arriving.

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All of Hudson County's minority populations increased from 1990 to 2000. The African-American population increased from 79,770 persons in 1990 to 82,098 persons in 2000, a 2.9 percent gain. African-Americans comprised 14.2 percent of the County's 2000 population compared with 13.6 percent in the State.

Other minority groups had much greater population increases. The Asian and Pacific Islander races experienced a 55.9 percent population increase (20,548 persons) from 1990 to 2000. Despite this dramatic growth rate, the Asian and Pacific Islander group comprised 10 percent of the 2000 population, compared with an even lesser percentage (5.7 percent) in the State. In 1990, these races comprised 6.6 percent of Hudson County's total population and 3.5 percent of the State's population.

Hudson County's American Indian, Eskimo and Aleutian races increased by 1,087 individuals from 1990 to 2000. While this was an approximately 75 percent increase, the percentage that these races comprise of the County's population increased minimally, from

# Table II-8Population by Hispanic Origin, 2000Hudson County Municipalities

			<b>Hispanic Popula</b>	tion as Percentage
	Total	Hispanic	<b>Total Municipal</b>	County Hispanic
Geographic Area	Population	Population	Population	Population
Bayonne	61,842	11,015	17.8	4.6
East Newark	2,377	1,130	47.5	0.5
Guttenberg	10,807	5,871	54.3	2.4
Harrison	14,424	5,333	36.7	2.2
Hoboken	38,577	7,783	20.2	3.2
Jersey City	240,055	67,952	28.3	28.1
Kearny	40,513	11,075	27.3	4.6
North Bergen	58,092	33,260	57.2	13.7
Secaucus	15,931	1,953	12.3	0.8
Union City	67,088	55,226	82.3	22.8
Weehawken	13,501	5,487	40.6	2.3
West New York	45,768	36,038	78.7	14.8
Total	608.975	242,123	39.7	100.0

# Table II-9Population by Race, 1990 and 2000Hudson County and New Jersey

	1990		200	2000		ange
	Number	Percent	Number	Percent	Number	Percent
Hudson County						
Total Reporting	553,099	100.0	574,680	100.0	55,876	10.1
White	380,612	68.8	338,457	58.8	-42,155	-11.1
African-American	79,770	14.4	82,098	14.2	2,328	2.9
Amer. Indian, Eskimo, Aleutian	1,460	0.2	2,547	0.4	1,087	74.4
Asian Pacific Islander	36,777	6.6	57,325	10.0	20,548	55.9
Other race	54,480	9.8	94,253	16.4	39,778	73.0
Two or more races	N/A	N/A	34,295*	6.0	N/A	N/A
New Jersey						
Total Reporting	7,730,188	100.0	8,414,350	100.0	684,162	8.8
White	6,130,465	79.3	6,104,705	72.5	-250,760	-0.4
African-American	1,036,825	13.4	1,141,821	13.6	104,996	10.1
Amer. Indian, Eskimo, Aleutian	14,970	0.2	19,492	0.2	4,522	30.2
Asian Pacific Islander	272,251	3.5	483,605	5.7	211,084	77.5
Other race	275,407	3.5	664,727	7.9	389,320	141.4
Source: U.S. Bureau of the Cen	sus, 1990 and	1 2000				

# Table II-10Population by Race, 2000Hudson County Municipalities

Geographic Area	White	African- American	American Indian Eskimo, Aleutian	Asian, Pacific Islander	Other Race	Two or More Races
Bayonne	48,631	3,416	106	2,592	4,611	2,486
East Newark	1,593	40	12	61	499	172
Guttenberg	7,022	412	41	790	1,775	767
Harrison	9,534	142	57	1,719	2,302	670
Hoboken	31,178	1,644	60	1,682	2,942	1,071
Jersey City	81,637	67,994	1,071	39,062	36,280	14,011
Kearny	30,687	1,609	148	2,255	4,068	1,746
North Bergen	39,131	1,581	235	3,784	9,023	4,338
Secaucus	12,512	709	18	1,887	445	360
Union City	39,167	2,442	467	1,495	18,911	4,606
Weehawken	9,862	483	27	644	1,892	603
West New York	27,503	1,626	305	1,354	11,515	3,465
Total	338,457	82,098	2,547	55,971	94,263	34,295
Percent						
Bayonne	78.6	5.5	0.2	4.2	7.5	4.0
East Newark	67.0	1.7	0.5	2.6	21.0	7.2
Guttenberg	65.0	3.8	0.4	7.3	16.4	7.1
Harrison	66.1	1.0	0.4	12.0	16.0	4.6
Hoboken	80.8	4.3	0.1	4.4	7.6	2.8
Jersey City	34.0	28.3	0.4	16.3	15.1	5.8
Kearny	75.7	4.0	0.4	5.6	10.0	4.3
North Bergen	67.4	2.7	0.4	6.5	15.5	7.5
Secaucus	78.5	4.4	0.1	11.8	2.8	2.3
Union City	58.4	3.6	0.7	2.2	28.2	6.9
Weehawken	73.0	3.6	0.2	4.8	14.0	4.5
West New York	60.1	3.5	0.7	2.6	25.1	7.6
Total	55.6	13.5	0.4	9.2	15.5	5.6
Source: U.S. Bur	eau of the	Census, 2000	7			

Ξ

0.2 percent in 1990 to 4 percent in 2000.

The 2000 census permitted people to identify themselves as belonging to two or more races. In Hudson County, over 34,000 residents or 6 percent of the population identified themselves as belonging to two or more races.

Like the entire County, the twelve municipalities in Hudson County are predominantly white communities. As shown in Table II-10, the number of whites as a percentage of total population ranges from a high of 80.8 percent (Hoboken) to a low of 34 percent (Jersey City). The number of African-Americans as a percentage of municipal population is low (less than six percent) in every Hudson municipality except for Jersey City, in which approximately 28 percent of the population is African-American. Likewise, Jersey City has the highest percentage (16.3) of the Asian and Pacific Islander group. The American Indian, Eskimo and Aleutian group represents low percentages (less than one percent) of all twelve municipalities' populations.

Overall, Hudson County has an even male to female breakdown. In 2000, 48.5 percent of the County's population was male and 51.5 percent was female as shown in Table II-11. The proportion was similar throughout the County's twelve municipalities. The City of Bayonne had the lowest percentage of male residents (47.2 percent) and East Newark had the lowest percentage of female residents (49.2 percent).

Over 7 percent of the population of West New York, North Bergen, Guttenberg and East Newark identi-

## Table II-11Population by Gender, 2000Hudson County Municipalities

	Total	Pe	ercent				
GeographicArea	Population	Male	Female				
Bayonne	61,842	47.2	52.8				
East Newark	2,377	50.8	49.2				
Guttenberg	10,807	49.0	51.0				
Harrison	14,424	49.5	50.5				
Hoboken	38,577	49.1	50.9				
Jersey City	240,055	48.6	51.4				
Kearny	40,513	49.4	50.6				
North Bergen	58,092	47.6	52.4				
Secaucus	15,931	48.9	51.1				
Union City	67,088	49.0	51.0				
Weehawken	13,501	48.9	51.1				
West New York	45,768	48.0	52.0				
Hudson County	/ 608,955	48.5	51.5				
Source: U.S. Bu	Source: U.S. Bureau of the Census, 2000						

fied themselves as belonging to two or more races.

#### Chapter III: Land Use Plan

#### **Overall Policy Statement**

Although largely developed, Hudson County has been experiencing significant surges in growth, development and especially redevelopment in recent years. During the late 1970's, most of the 80's and 90's Hudson County began to rebound from decades of stagnant development activity, with development concentrated near the waterfront areas of the County. Things quickly came to a virtual standstill in the very late 1980's and early 1990's when a national recession hit. Although New Jersey and Hudson County were less severely impacted than many parts of the country, the effects were still significant. By 1996, however, the economy began to rebound and development interests in Hudson County once again began to flourish.

Reversing the trend of urban area population loss, Hudson County is now steadily growing and is projected to grow through 2010. Over 90 percent of the County's growth is projected to occur in Hoboken, Jersey City, Weehawken and West New York, where significant residential development is currently in the pipeline.

A key element in the County's recent economic success is its strategic location relative to large high density populations (i.e. labor force), substantial existing infrastructure (roads, bridges, sewer systems, buildings) and excellent access and transportation availability. The County and its constituent municipalities have also been very aggressive in taking advantage of these attributes and actively seeking growth and redevelopment. Another very significant factor has been an overall effort to improve the quality of life through law enforcement measures and social services availability.

Although in the midst of a robust growth period, caution and sound planning are still important for the future. A number of obstacles remain. In many areas roads, utilities, flood control etc. exist, but are inadequate to meet today's demands. The cost to upgrade can be significant and must be planned. Hudson County is also home to over 545 contaminated sites or "brownfields;" so while growth and redevelopment is economically desirable, dealing with brownfield sites can be complex and costly.

The land use policies of the County must be well coordinated with its twelve municipalities, as well as the New Jersey Meadowlands Commission (NJMC). Issues such as where growth occurs, what type it is, how intense it is and how its impacts will be mitigated, must be adequately and wisely planned. It will also be important to guard against overzealousness because of the present strong economy. The County must be cautious not to create a "glut" of any particular type of development (e.g. residential, office, industrial) such that it cannot survive an economic slowdown or down-turn. The County has been diligent in doing economic and fiscal planning so that sound predictable policies can be established. These efforts should continue and decision making should seriously consider long-term substantiality.

#### Introduction

Hudson County is a peninsula bounded by Newark Bay and the Passaic and Hackensack Rivers on the west, by the Hudson River and New York City on the east, by the Kill Van Kull on the south (separating the City of Bayonne and Staten Island, New York) and by Bergen County on the north. The Hackensack River bisects the County and is surrounded by the wetlands and open water of the Meadowlands District. All of this real estate is contained within 46.6 square miles (excluding water area which totals 15.6 square miles), the smallest of the State's 21 counties. With a resident population of 608,975 and an average density of 15,287 persons per square mile in 2000, Hudson is the most densely populated County in New Jersey and the 6th most densely populated County in the nation.

The County contains twelve municipalities which can be divided into three distinctive areas, each characterized by different physical attributes: Kearny, East Newark and Harrison form West Hudson, which is separated from the rest of Hudson County by the Hackensack River; Secaucus, North Bergen, Guttenberg, Union City, West New York and Weehawken form North Hudson, which is characterized by small, densely populated communities on the eastern end and tidal marshlands on the western side; Hoboken, Jersey City and Bayonne form South Hudson which is characterized by larger cities that form the industrial and civic base of the County.

The purpose of the Land Use Plan is to provide a comprehensive approach to address the variety of issues facing Hudson County from both a local and regional perspective. Hudson County's development pattern has been largely influenced by three factors: its location adjacent to New York City; transportation

Land Use Plan

improvements; and an abundant labor supply. The majority of the County is developed and, as a result, the Land Use Plan focuses on forty-nine development activity nodes where significant development activity is either proposed or planned.

#### Planning Basis Development History

#### 19<sup>th</sup> Century

The County was largely agrarian in nature until the 19th century, when development was spurred by the construction of both canals and railroads from the west to Hudson County and New York. Throughout the 19th century, several major rail lines came to Hudson County, systematically converting what had been bucolic waterfront property adjacent to the Hudson River in Bayonne, Jersey City, Hoboken, Weehawken and West New York into a virtually unbroken line of rail yards. In addition, the deep waters of the Hudson River, Kill Van Kull and Newark Bay allowed the creation of port facilities for cargo and passenger ships, with connections to the rail lines.

The first community to become urbanized was Jersey City, the home of so many factories that it justified its welcoming slogan "Everything for Industry." Hoboken became a prime industrial location with its railroads and busy piers, and Bayonne followed suit in the late 1870s when the Tide Water Oil Company and the Standard Oil Company built refineries and pipeline terminals at Constable-Hook. The West Hudson communities were also favored by manufacturers, becoming home to producers of cane boxes, stove works, tanners and wire, trunk and shade roller factories.

Heavy industry never dominated North Hudson and Secaucus. Instead, small businesses catering to regional needs developed, among them wholesale florists, breweries and silk mills. Starting in the 1880s the North Hudson communities became home to the largest Swiss colony in the eastern United States. These immigrants created the Schiffli industry, which remains the major source of embroidery in America. Weehawken heights, with its commanding view of the Hudson, became a suburban retreat dotted with the substantial summer homes of the wealthy from neighboring cities.

#### 20th Century

In the early 20th century Hudson County joined the "City Beautiful" movement and started investing in elaborate civic projects. The completion of Hudson Boulevard in 1894 was the County's first effort to provide a major facility that was both visually attractive and functional. It was a scenic road running northsouth on the apex of the Bergen hill from Bergen Point in Bayonne to North Bergen. Its later northern branch, Boulevard East, would run along the eastern edge of the Palisades and provided stunning views of Manhattan.

In 1912, Jersey City hired consultants to prepare a recommended procedure for civic improvement. A waterfront park, the consultants advised, would be a tremendous asset. Sixty-four years later Liberty State Park opened. The plan recommended a wholesale food distribution center be opened, and has continued on the City's agenda ever since. The plan urged that factories be segregated, which led to the adoption of the City's first zoning ordinance in 1921. The plan pointed out that intercity cooperation was essential as communities struggle with problems that originated or terminated beyond their legal borders. Dealing with complex issues that spanned multiple jurisdictions was the hallmark of the future.

Ultimately, all plans for civic improvement rely on a flourishing economy. Civic improvements in Hudson County were overshadowed by the war preparations for both World War I, the Great Depression and World War II. World War I led to an increased economic boom for Hudson County as workers at the shipyards labored to produce ships. This increase in economic activity halted abruptly during the Great Depression, when factory closings and layoffs were common. World War II briefly rescued the local and national economy as orders for defense work poured into the factories.

The economic prosperity that followed World War II, however, proved the ultimate ruin to Hudson County's economy. Returning veterans could attend college tuition free, buy a home with a federally-backed mortgage, buy a car and escape the working class for a white collar job. These factors, encouraged people to move to suburbia. The development of the New Jersey Turnpike and Garden State Parkway enabled many, particularly middle and upper income families, to move away and become commuters. Those least able to afford to move were left behind, leaving a high concentration of poor.

Hudson County felt the brunt of this significant shift in population and employment as traditional patterns were permanently altered. The loss of jobs, the collapse of the railroads, the shift in marine shipping from break-bulk to containers meant that in three decades Hudson County lost its traditional way of earning its living. The cost of municipal services rose at the same time that the tax base dropped off, while public service unions made their own demands upon the dwindling financial resources. Necessary repairs to the infrastructure were deferred, and the cosmetic efforts to maintain the parks and streets were cut back severely. Hudson County's public spaces became more dingy and shabby.

In the mid to late 1970's, the economic fate of Hudson County began to improve. Several historic districts were designated in the older sections of Jersey City and Hoboken and vintage rowhouses were restored. Abandoned rail yards along Lower New York Bay were transformed into Liberty State Park. The New Jersey Sports and Exposition Authority, working with the New Jersey Meadowlands Commission (NJMC), built the Meadowlands racetrack and Giants football stadium in East Rutherford, just across the Bergen County border from Hudson County. In 1968, the legislature created the Hackensack Meadowlands Development Commission (subsequently to be renamed New Jersey Meadowlands Commission in August 2001) who had extensive powers to regulate land use and distribute taxes in the 19,000 acre Meadowlands. Over 44,000 jobs were created in the region as hundreds of new businesses opened or relocated near the new entertainment and sports center.

The change was apparent in Secaucus, where an abundance of empty land close to New York proved attractive to developers. Wholesale distribution centers were erected and evolved into retail outlets benefiting from the absence of a State sales tax on clothing. Private developers built townhouses, condominium towers, offices, two luxury hotels and the Riverside Hospital on the banks of the Hackensack River. By the mid-1980s Secaucus became a thriving commercial and residential center. Another dramatic change occurred along the Hudson River waterfront, where the former rail yards were redeveloped for a variety of new large scale mixed use projects.

Bayonne, Kearny, Harrison and East Newark, industrialized cities with cores of good housing and strong retail centers, have suffered as has the rest of the region from factory closings and the decline of the railroads. These communities, however, have retained their appeal as semi-suburban communities with their prime locations near the commercial hub. Well cared for, they are liked by their residents and remain islands of stability in the midst of change.

#### Planning Efforts

Hudson County last adopted a Land Use Plan in 1974. The 1974 plan has provided the planning basis for the County for over 25 years. The Plan proposes the following six development concepts, all of which have been implemented, in part, and many of which are still valid:

- "Environmental renewal," which is the redevelopment of blighted, underutilized properties. This is still a valid development concept for the County.
- "Urban restoration," which is the rehabilitation and revitalization of existing neighborhoods. This is still a valid development concept for the County.
- "Park-centered neighborhood," which is the concept of building neighborhoods around parks, such as Hamilton Park, Van Vorst Park and Monastery Park. This is still a valid development concept for the County.
- "Vertical development," which is high-rise developments in appropriate locations such as Journal Square and the Jersey City waterfront. This is still a valid development concept for appropriate areas in the County.
- "Planned unit development," which is recommended for the larger redevelopment areas along the waterfront. This concept is still valid in the County.
- "Park-side and island residential," which is identified in the New Jersey Meadowlands Commission (NJMC) Master Plan for the portions of the County within the NJMC boundary that are identified for development. This concept is no longer valid.

The 2001 Hudson County Land Use Plan builds on the complex web of planning efforts performed at the municipal, regional and State levels. The Plan builds on the policies in the County's 1974 Land Use Plan and incorporates the recommendations and policies of the County's municipal master plans and redevelopment plans, the New Jersey Meadowlands Commission Plan, the Regional Plan for the New York-New Jersey-Connecticut Metropolitan Area and the State Development and Redevelopment Plan. The Plan also reinforces the special planning efforts necessary to achieve development in an urban set-

ting, including redevelopment areas, urban enterprise zones and special improvement districts.

#### **Inventory and Analysis**

#### Land Use Trends

Hudson County's land use pattern in 1999 has not changed significantly since 1974. The 1999 existing land use pattern in Hudson County is illustrated on the Existing Land Use Map and summarized in Table III-1. The most prevalent land uses in the County in both 1974 and 1999 include streets and rights-of way, vacant, industrial and residential land uses. One major change between 1974 and 1999 is the 24 percent decrease in acreage for streets and rights-ofway which was caused by the sale and subsequent redevelopment of large tracts of railroad property. This change is reflected in the 13 percent increase in industrial land, the 43 percent increase in commercial land and the 46 percent increase in parks and open space.

The existing land use for each municipality in Hudson County is provided on Maps 1 through 13 and summarized in Table III-2.

#### **Residential**

Residential land uses are concentrated in three areas in the County: along the top of the Palisades between the Hudson and Hackensack Rivers in North and South Hudson; between the New Jersey Turnpike and the Hackensack River in northern Secaucus; and between Schuyler Avenue and the Passaic River in West Hudson. Hudson County's residential areas consist of older housing stock, with most housing units containing two or more dwelling units. Single-family detached dwellings are generally found in Secaucus, Kearny, Bayonne and parts of North Bergen. Highrise apartments are located near the Hudson River along the Palisades.



Overall, residential land uses comprise 5,634 acres, or 14 percent of the land area in Hudson County in 1999. The total residential land area increased by 254 acres, or 4.7 percent between 1974 and 1999. This change was caused by significant residential development in Secaucus, North Bergen and Jersey City. New residential construction has occurred in Secaucus, while significant infill development has taken place in Jersey City and Hoboken. Adaptive reuse of former industrial buildings has also been common. Examples of adaptive reuse include Clermont Cove, where 119 dwelling units were built in a former warehouse; Dixon Mill, where 467 units were built in the former Dixon Crucible factory; and Park Hamilton, where 91 dwelling units were built in a former luggage factory.

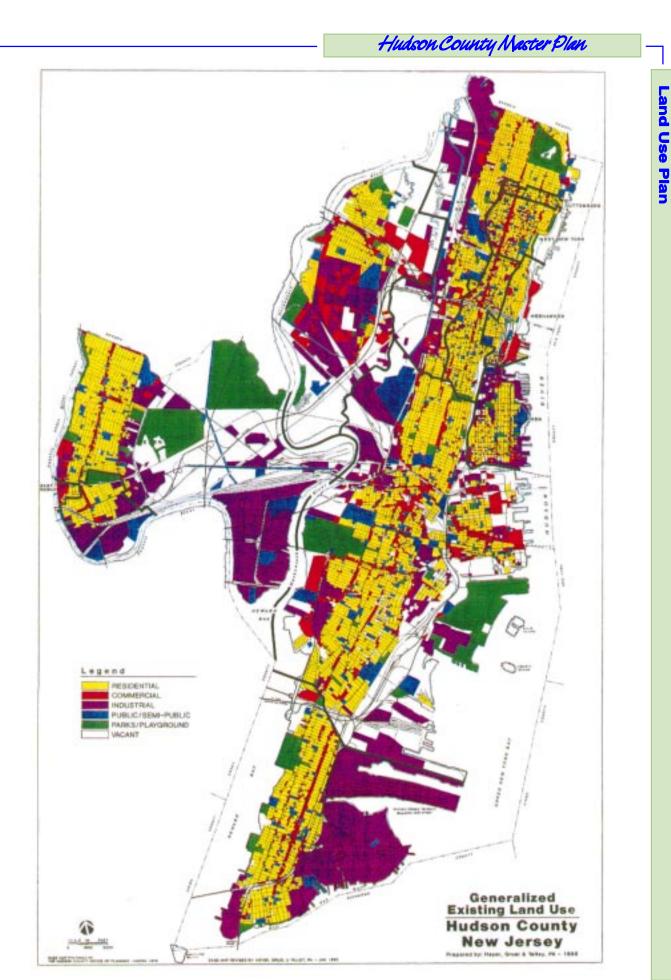
#### **Commercial**

Commercial land uses are concentrated in two general areas in the County: along arterial corridors and at transportation nodes. The commercial corridors generally follow the arterial roadway network in Hudson County and includes U.S. Route 1&9, N.J. Route 3, Route 440, Bergenline Avenue, John F.



Kennedy Boulevard, Newark Avenue, West Side Avenue, Broadway, Harrison Avenue, Kearny Avenue, Central Avenue and Passaic Avenue. Concentrations of commercial uses are also found at transportation nodes, including the Holland Tunnel, the Lincoln Tunnel, Journal Square, and the PATH stations. Scattered neighborhood commercial uses are located in the older residential areas of North Bergen, Guttenberg, West New York, Weehawken, Union City, Hoboken, Jersey City and Bayonne.

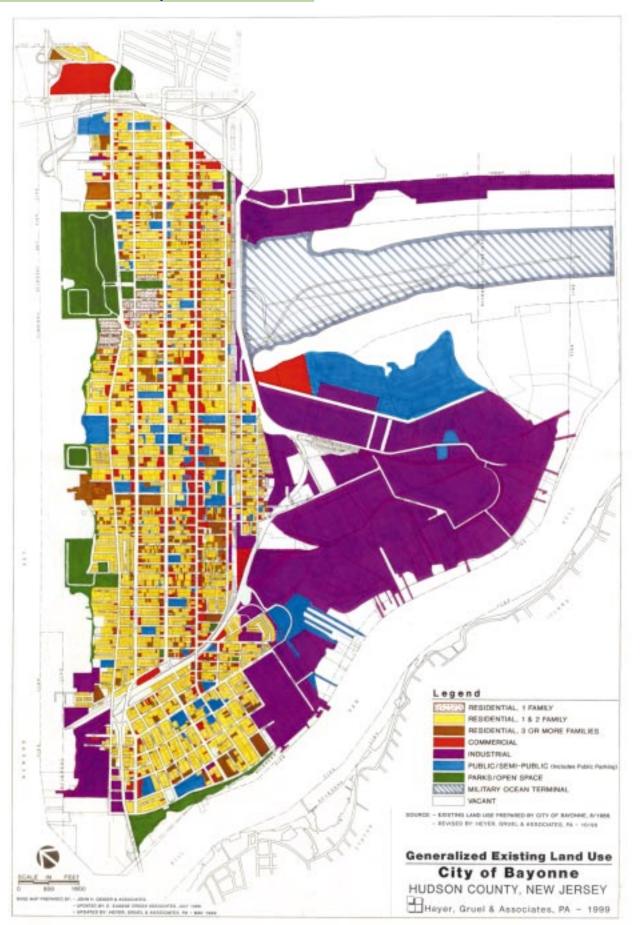
Commercial land uses comprise a total of 1,942 acres or 4.9 percent of the land area in Hudson County in 1999. The total commercial land area increased by 580 acres, or 43.0 percent, between 1974 and 1999.



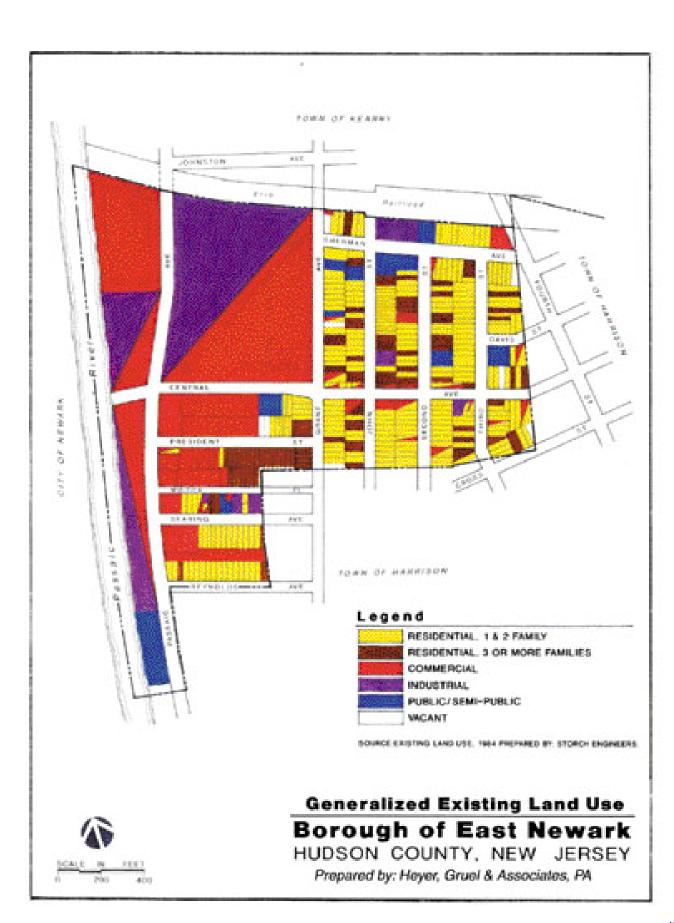
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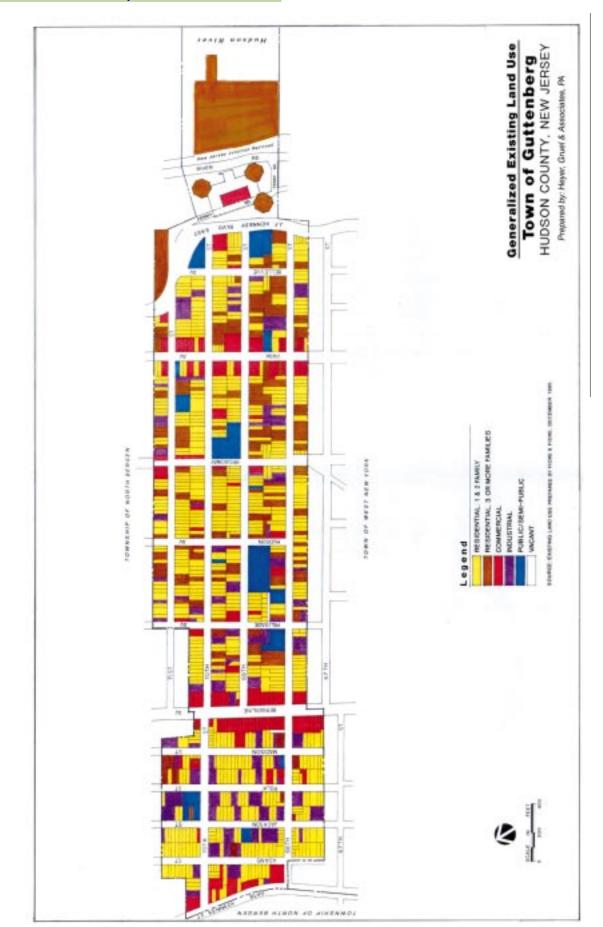




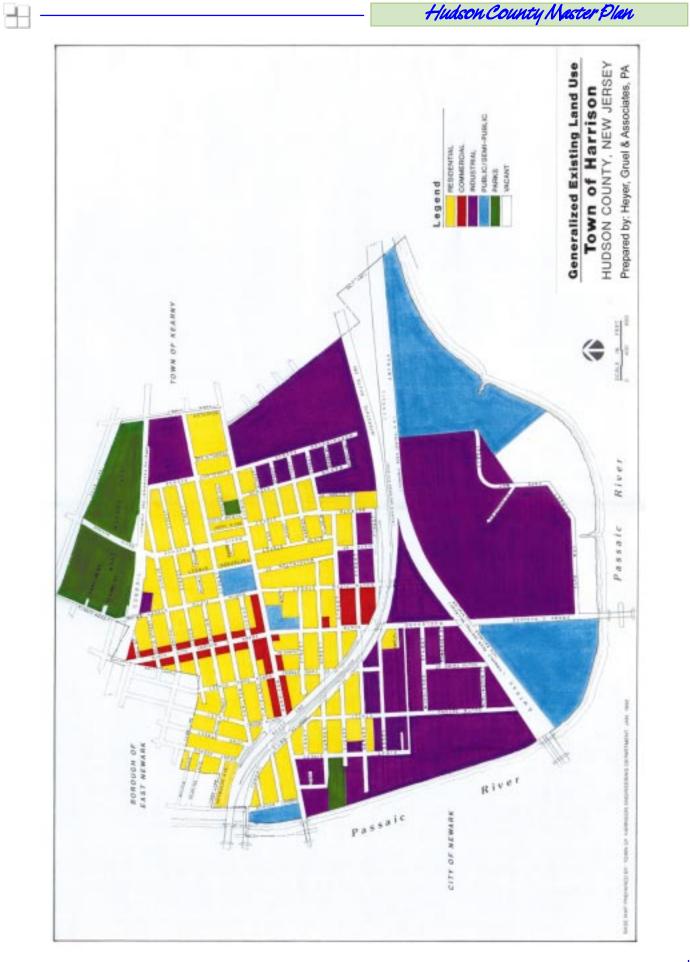
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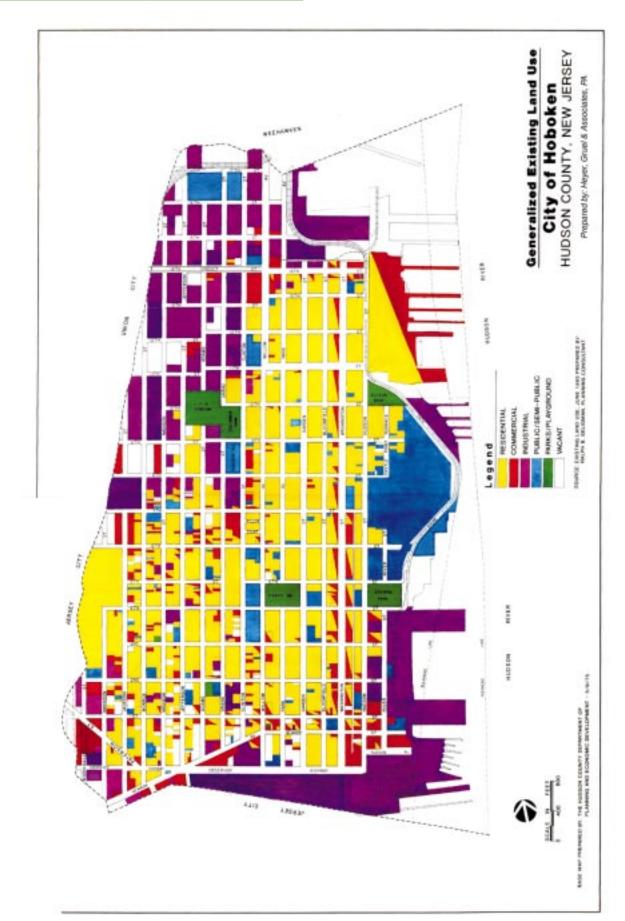
Land Use Plan



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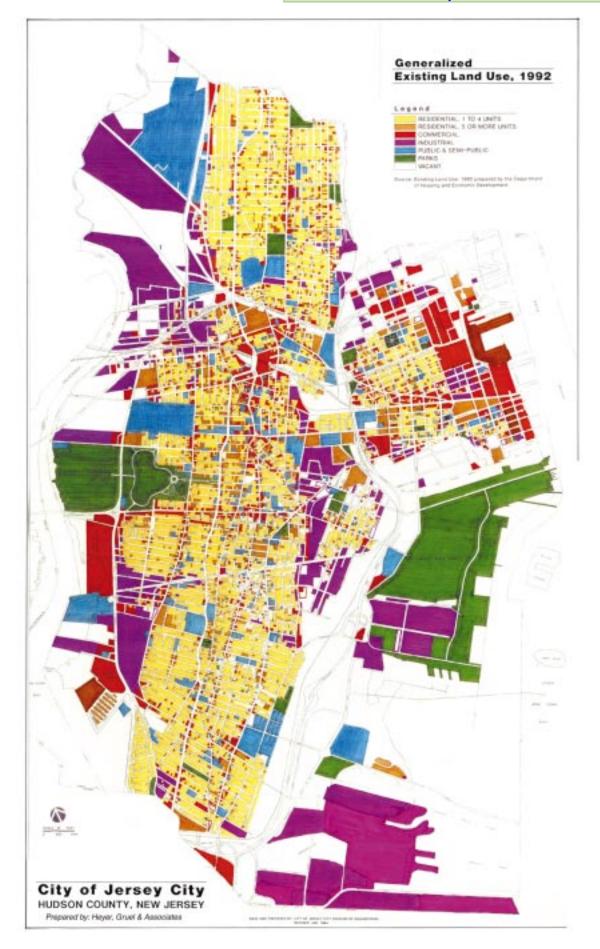


Land Use Plan



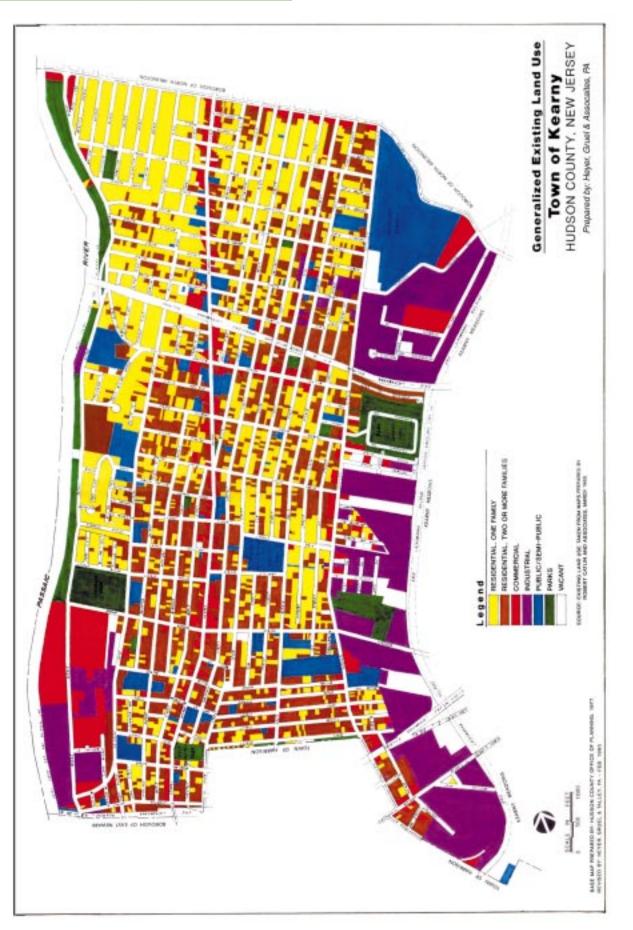


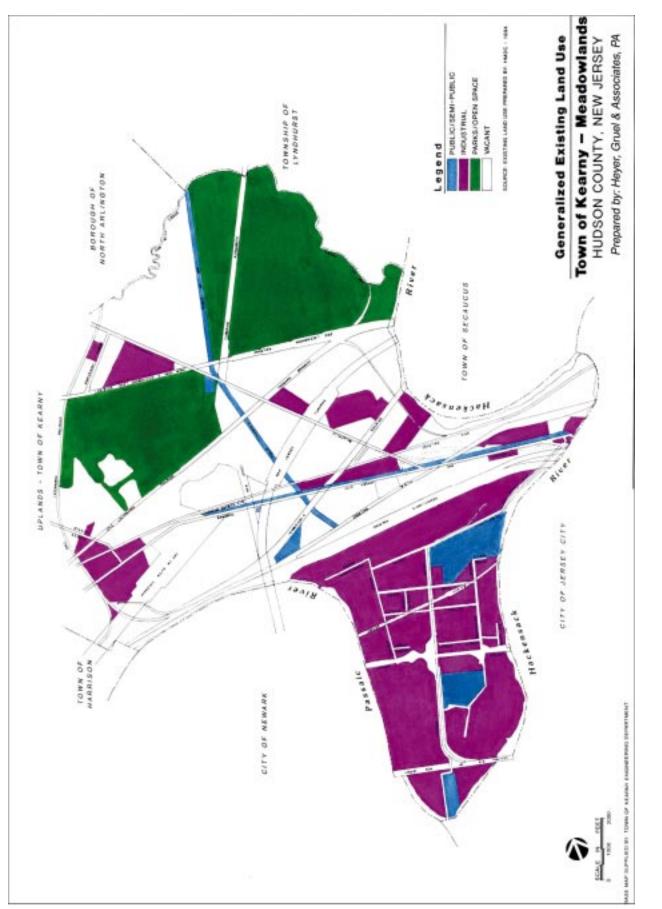








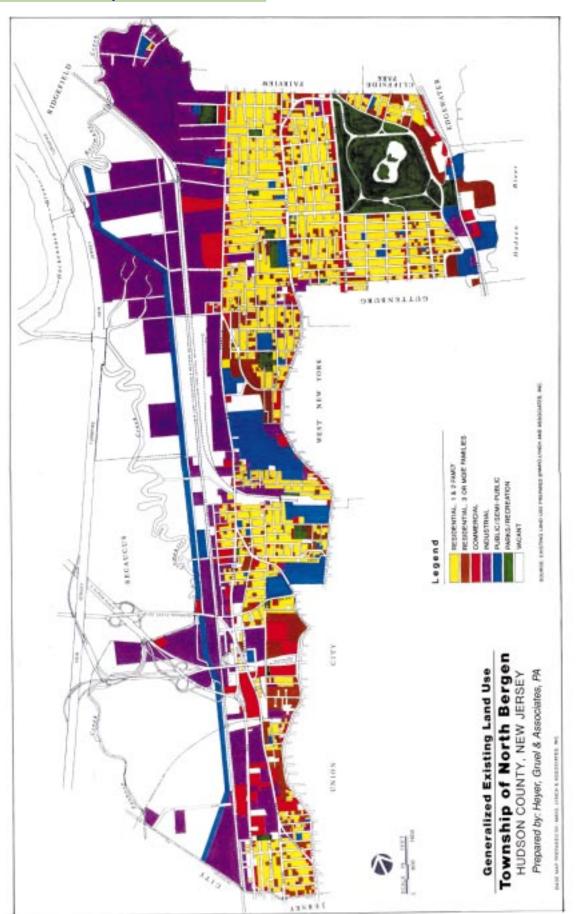


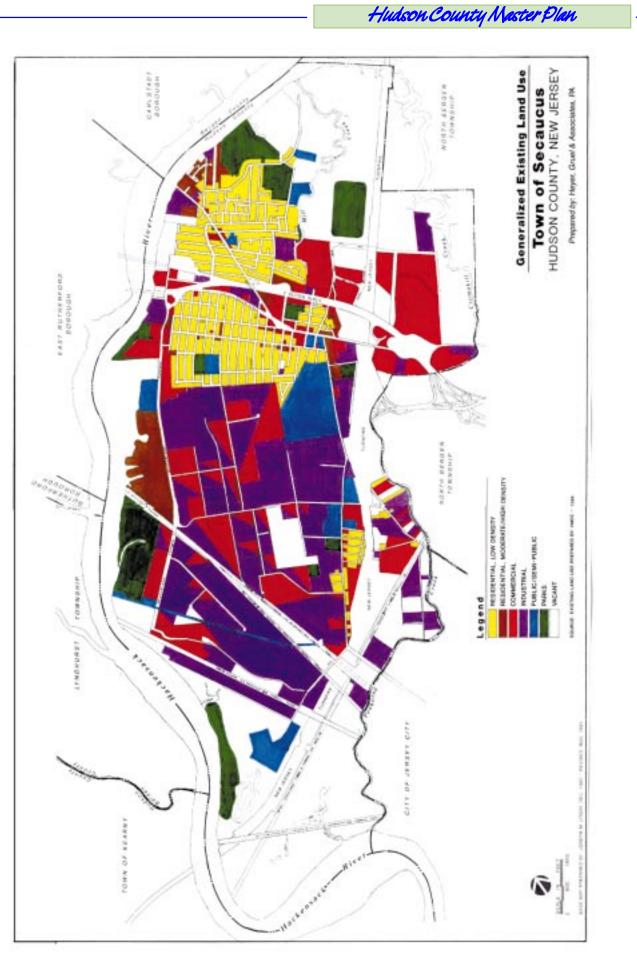


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Land Use Plan

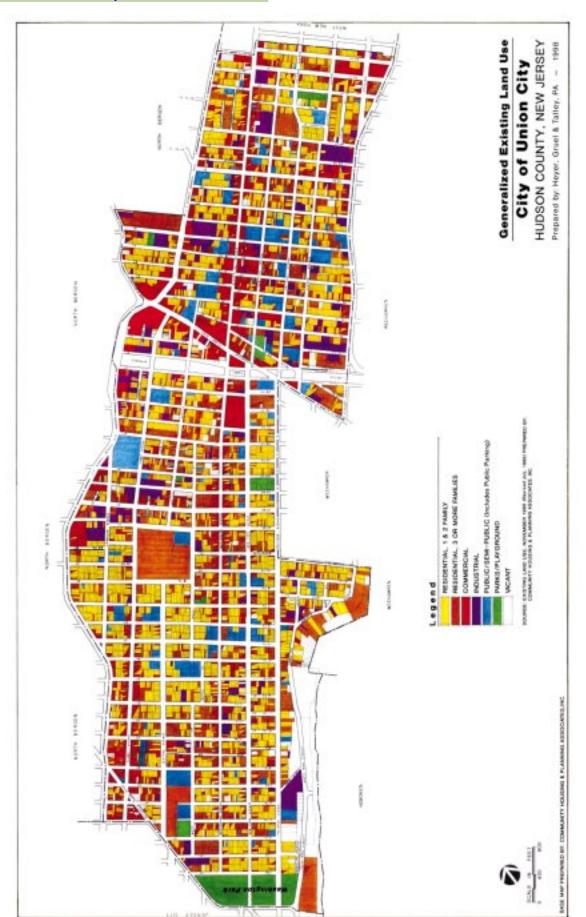
## Hudson County Master Plan

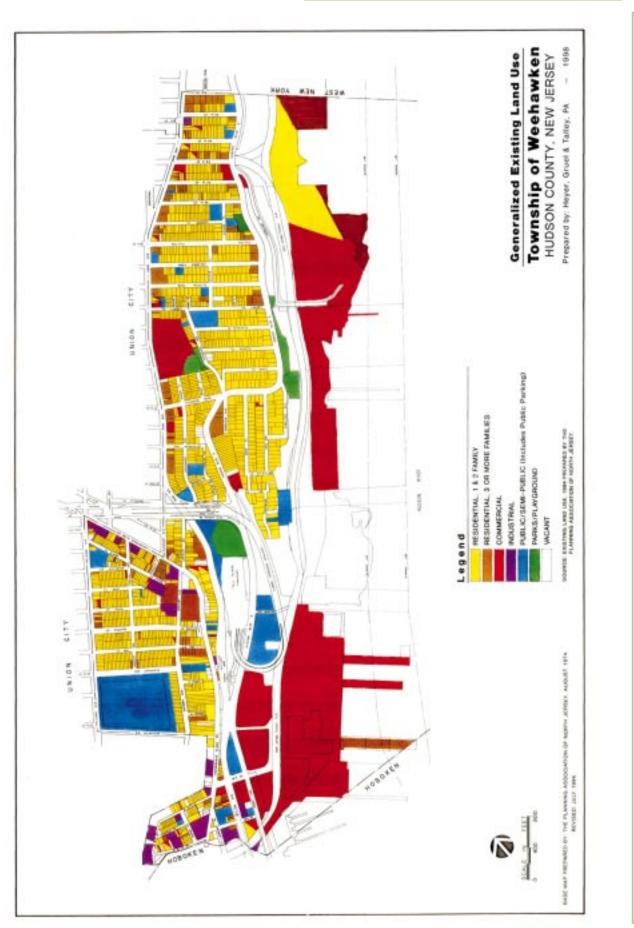




Land Use Plan



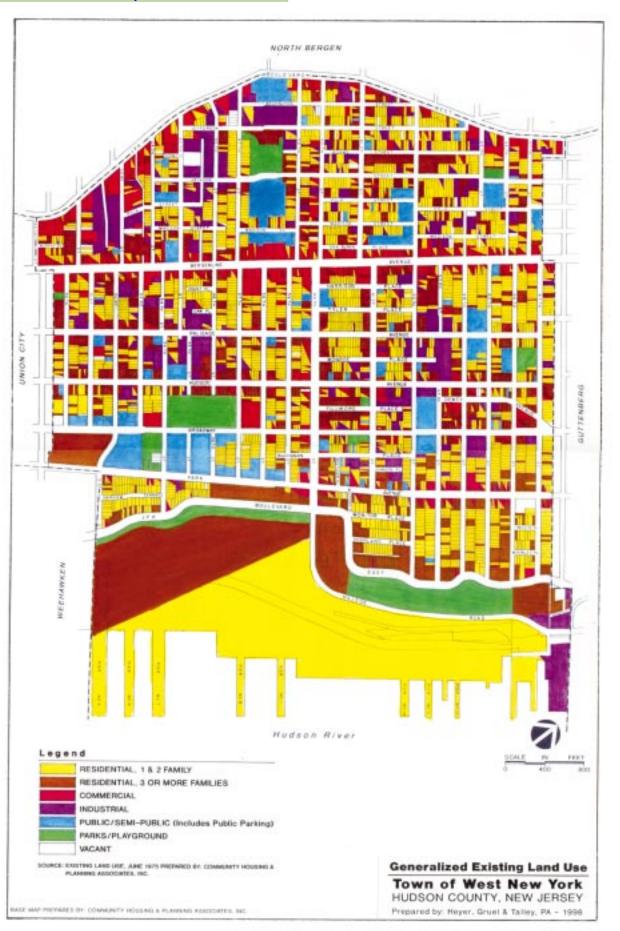


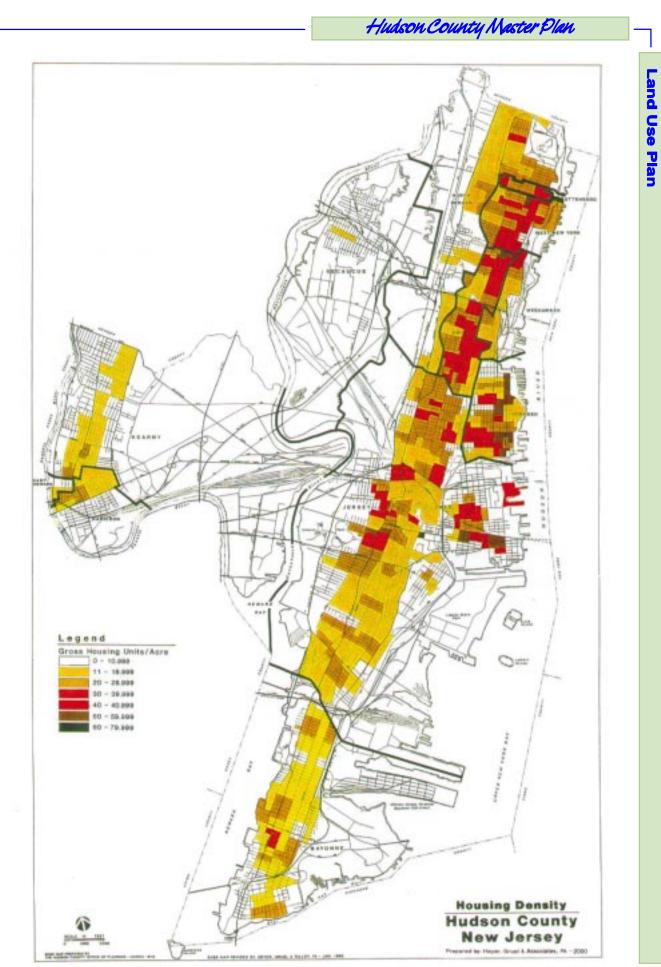


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Hudson County Master Plan

Land Use Plan





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# Table III-1Land Use Trends, 1974 and 1999Hudson County

	1974		19	999	Change, 1974-199	
Land Use	Acres	Percent	Acres	Percent	Acres	Percent
Residential	5,380	13.5	5,634	14.1	254	4.7
Commercial	1,362	3.4	1,942	4.9	580	42.6
Industrial	4,549	11.4	5,129	12.9	580	12.8
Public & Semi-Public	1,682	4.2	2,361	5.9	679	40.4
Parks & Open Space	1,054	2.6	1,536	3.9	482	45.7
Vacant	6,925	17.4	6,728	16.9	-197	-2.8
Streets/Right-of-Way1	8,724	21.9	6,664	16.7	-2,060	-23.6
Water	10,158	25.5	9,840	24.7	-318	3.1
Total	39,834	100.0	39,834	100.0		
<sup>1</sup> Includes utility, comm	,		,	100.0		

Note: Number may not add up due to rounding

Source: 1974 Land Use Plan and 1999 Consultant's survey

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# Table III-2Land Use Trends (by acre), 1974-1999Hudson County Municipalities

	Residential Commercial Industria		strial	Public and Semi-Public				
Geographic Area	1974	1999	1974	1999	1974	1999	1974	1999
Bayonne	801	763	114	158	1,103	801	426	750
East Newark	17	17	3	13	26	16	2	2
Guttenberg	56	60	9	9	13	4	4	4
Harrison	119	119	34	34	260	247	12	86
Hoboken	160	249	76	63	172	214	123	70
Jersey City	1,878	1,899	628	728	750	1,011	564	724
Kearny	659	673	100	134	1,187	1,184	162	259
North Bergen	655	694	164	164	449	697	162	205
Secaucus	330	425	66	377	435	697	162	259
Union City	347	363	101	105	51	51	54	44
Weehawken	136	151	10	100	41	13	10	36
West New York	222	222	57	57	62	57	35	35
Hudson County	5,380	5,634	1,362	1,942	4,549	5,129	1,682	2,361

	Park	is and						
	Open	Space	Vaca	ant	Street	:s/ROW	Wa	ater
Geographic Area	1974	1999	1974	1999	1974	1999	1974	1999
Bayonne	179	185	323	519	510	455	3,674	3,499
East Newark	0	0	1	1	10	10	18	18
Guttenberg	0	0	0	6	27	27	38	38
Harrison	50	50	25	0	269	233	69	69
Hoboken	17	25	28	45	232	146	453	449
Jersey City	455	908	1,478	1,809	3,637	2,431	4,088	3,968
Kearny	69	66	2,152	2,260	1,721	1,528	472	472
North Bergen	208	205	1,077	811	695	601	180	161
Secaucus	31	56	1,752	1,074	920	749	498	498
Union City	21	16	21	21	205	201	13	13
Weehawken	7	9	33	71	482	141	445	445
West New York	17	17	35	115	214	139	209	209
Hudson County	1 <b>,054</b>	1,536	6,925	6,728	8,724	6,664	10,158	9,840





This increase is located mostly in Secaucus, Jersey City and Weehawken which increased in commercial area by 311 acres, 100 acres and 90 acres, respectively. Office and retail development occurred in Secaucus along Route 3 in the Meadowlands and in the warehouse district where warehouses have been adapted for use as retail outlets. Commercial development in Jersey City and Weehawken mainly occurred along the Hudson River waterfront on former railroad property.

Most of the recent commercial development in the County has been for office space. Since 1985, over 7.5 million square feet of office space has been built in Hudson County, increasing the total amount of office space from 7.9 million to 15.4 million square feet. At the same time, the office vacancy rate has declined from a high of 41 percent in 1985 to a low of 6.2 percent in the first quarter of 2001. Hudson dominated office space absorption in the northern New Jersey region from 1992 through 2000. Hudson County's success in the office market is partly attributable to the New Jersey Economic Development Authority, which has used industrial revenue and other bond programs to attract several companies from New York City to the Hudson County waterfront. Office projects include Newport Office Tower and the 1.5 million square foot 101 Hudson office towers in Jersey City.

Retail development in Hudson County has been less active. In 1987, the 1.2 million square foot Newport Mall opened in Jersey City. The Mill Creek Mall in Secaucus also serves a regional market. Hudson County however remains underserved in terms of regional retail space per capita. The County has a regional retail per capita ratio of 2.2 square feet per capita, the lowest in the New York metropolitan region and lower than the 2.4 square feet per capita average for the region. The non-regional retail sector, however, has been active. Big box retailers, discount department stores and supermarkets have dominated new retail development. Big box retailers generally build between 100,000 to 200,000 square feet of space on 10 to 15 acre sites.

New retailers in Hudson County include Home Depot, which opened a store in Secaucus and Jersey City and International Food Market, which opened a store in Jersey City. Metro Plaza Shopping Center, a strip center in Jersey City is anchored by Shop Rite supermarket, The Wiz, Pep Boys and B.J.'s.

### Industrial

Industrial land uses comprise 5,129 acres or 12.9 percent of the total land area in Hudson County in 1999. Industrial land uses in Hudson County are



generally concentrated in several locations including the southern waterfront in Jersey City and Bayonne; between Routes 1 & 9 and the New Jersey Turnpike in North Bergen and Jersey City; the southern end of Harrison; the southern end of Secaucus; and south of Belleville Turnpike and east of Schuyler Avenue in Kearny. Smaller industrial uses are scattered throughout the County. The industrial land use category also includes the many transportation-related facilities in the County, including Global Marine Terminal, Auto Marine Terminal, Greenville floatyards and various other intermodal facilities in South Kearny.

In general, Hudson County's industrial sector is changing. The decline in manufacturing is being offset by the increase in wholesale trade, distribution and transportation related uses. New industrial development has been limited to large-scale distribution centers, generally measuring between 400,000 and 700,000 square feet in size. Industrial land area in Hudson County increased by 580 acres or 12.8 percent between 1974 and 1999. Industrial uses decreased in Weehawken, East Newark, Guttenberg, Harrison, Kearny and West New York, while significant increases occurred in Bayonne, Secaucus, Jersey City and North Bergen. Much of the industrial development in Secaucus and North Bergen occurred in the Meadowlands, which is under the jurisdiction





of the New Jersey Meadowlands Development Commission (NJMC). The industrial development in Jersey City occurred largely along the southern waterfront, where the former Greenville Yards rail yard has been redeveloped for industrial use. The increase in industrial land area in Bayonne is attributable to development along the waterfront in the industrial zone and the reclassification of the US Army Marine Ocean Terminal (MOT) from a public use to an industrial use.

### Public and Semi-Public

In 1999, public and semi-public uses comprise 2,361 acres or 5.9 percent of the total land area in Hudson County. Public and semi-public land area increased by 679 acres, or 40.3 percent, between 1974 and 1999. This change includes losses of 381 acres in Bayonne and 10 acres in Union City and significant gains in Jersey City (160 acres), North Bergen (97 acres) and Harrison (74 acres).

In Harrison, the increase in public uses is attributable to the construction of a PATH maintenance facility along the Passaic River and to the reclassification of the PSE&G storage tanks from utilities in the 1974 Land Use Plan to public in the 1999 existing land use analysis. The major new public facility in Jersey City is the 170,000 square foot Liberty Science Center, the first hands-on science museum in the State.

### Parks and Open Space

Land used for parks and open space is generally located in several large parks including Liberty State Park, Lincoln Park, Bayonne Park, North Hudson Park, Laurel Hill Park, West Hudson Park and Washington Park. Smaller parks include Columbus Park, Mercer Park and municipal parks. Additional open space and parkland is located along the Palisades in West New York and Weehawken, along the Passaic River in Kearny and along the Kill Van Kull in Bayonne. In 1999, parks and open space total 1,536 acres in Hudson County, comprising 3.9 percent of total land area. Parks and open space land area increased by 482 acres or 46 percent between 1974 and 1999. This change was mostly caused by the addition of 453 acres for Liberty State Park in Jersey City and 104 acres for Laurel Hill Park in Secaucus.

#### Vacant

Most of the vacant land in Hudson County is located in redevelopment areas along the Hudson River waterfront and in the Meadowlands. Vacant land totals 6,728 acres in 1999, comprising 16.9 percent of the total land area in Hudson County. Vacant land declined by 197 acres between 1974 and 1999, a 2.8 percent decrease. Significant losses in vacant land

occurred in Secaucus and North Bergen, where development in the NJMC significantly reduced the amount of vacant land. Increases in vacant land occurred in Jersey City and Kearny, where property formerly used for rail yards was abandoned and remains to be redeveloped.

### Streets/Rights-of-Way

In 1999, land used for streets, railroads and public utility rights-of-way total 6,664 acres or 16.7 percent of the total land area in the County. The amount of land used for streets and rights-of-way decreased by 23.6 percent or 2,060 acres between 1974 and 1999. This was caused by the abandonment of large tracts of railroad properties which were redeveloped for Liberty State Park, large-scale commercial development and residential development. Most of the decrease occurred in Jersey City, where over 1,200 acres of land used for streets and railroad rights-of-way were abandoned. Significant decreases also occurred in Kearny, Secaucus and Weehawken.

### Water

In 1999, a total of 9,840 acres of property was located underwater. The amount of water area decreased by 318 acres or 3.1 percent between 1974 and 1999. This change occurred as a result of filling along the Hudson River waterfront in Bayonne, Jersey City and North Bergen.

### Special Development Areas

In order to overcome the difficulties in encouraging new development in an urbanized area, several innovative development techniques have been used to both attract new development and retain existing businesses. These techniques include the establishment of Urban Enterprise Zones (UEZs) Urban Coordinating Council (UCC). Special Improvement Districts (SIDs) and redevelopment, which are collectively referred to as "special development areas." These areas encompass approximately 27 percent of the County, as shown on the Special Development Areas map. Specifically, the County contains over 5,730 acres within UEZs, 4,580 acres within redevelopment areas and 360 acres within SIDs.

Hudson County's special development areas have been a catalyst for growth since the early 1950's when the first redevelopment area was established. The redevelopment areas have been responsible for the development of over 3,704 dwelling units and over 8 million square feet of commercial space since the early 1980's. The UEZs have created over 20,248 full-time and 1,518 part-time jobs, generated over \$16 million in funds to support various community development projects and initiated over \$1.8 billion in private capital investment.

### Redevelopment Areas

Redevelopment has been used since 1949 to encourage development in areas of general blight or deterioration. New Jersey law grants municipalities, counties and other public bodies extensive authority to aid and cooperate in the undertaking of local housing and redevelopment projects in designated redevelopment areas. A designated redevelopment area is an area that has been identified by the municipality as meeting at least one of seven criteria relating to building condition, vacancy, obsolescence and underutilization. The redevelopment process is generally used because it allows the redevelopment entity, which may be the governing body or a separate redevelopment agency, to assemble land and to utilize a variety of financing options to encourage development within a designated redevelopment area.

Eight Hudson County municipalities and the Meadowlands District currently use the redevelopment process as an incentive for development. The redevelopment plans for these municipalities are discussed in more detail below.

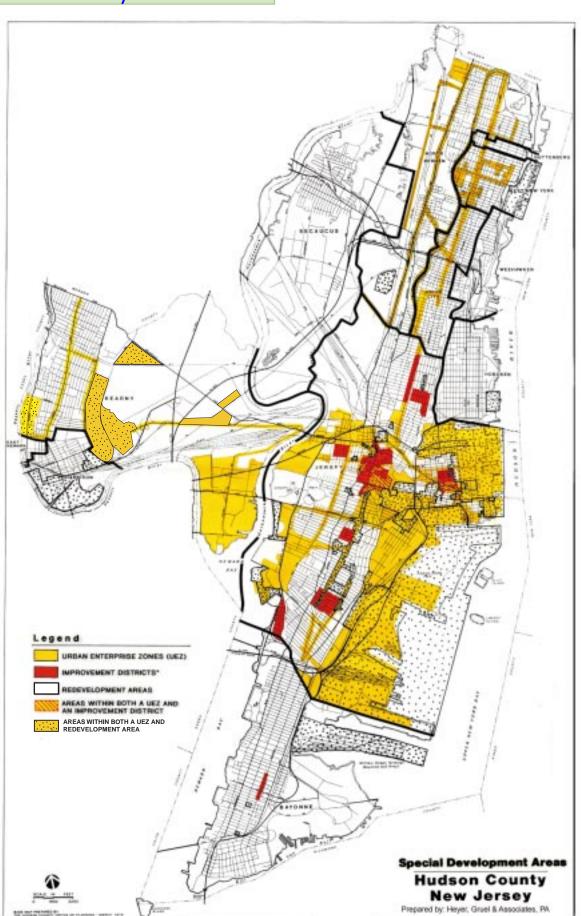
### Hoboken

In March 1995, the Hoboken City Council adopted a redevelopment plan for the South Waterfront Redevelopment Area, a three block area located south of Fourth Street and north of First Street between River Street and the Hudson River. In August 1995, the City and Port Authority of New York and New Jersey approved and signed the necessary Municipal Development Agreement. The plan calls for over 2.3 million square feet of developed space including 1.5 million square feet of office, a 300 room hotel, 550 residential units, 125,000 square feet of retail, 1,000 parking spaces and 525,000 square feet of public space. Commercial development is planned for the southern end of the site, closest to public transportation. Residential and other uses are designated for the northern end.

### Jersey City

Jersey City has been actively involved in redevelopment since 1950. As of May 2000, the City had a total of 58 redevelopment plans in effect covering over 33 percent of the City.

Historically, redevelopment was used in Jersey City because it provided a means of land assembly and permitted tax abatement as incentives for develop-



ment. Redevelopment is currently used because it also provides comprehensive plans which are sensitive to the needs of individual areas and respond to the changing economy. These plans include specific urban design elements and zoning provisions that ensure compatibility between the effects of the rezoning and the existing uses.

The majority of the redevelopment areas are located in the eastern section of the City along the Hudson River waterfront where railroad and shipping interests were historically the predominant uses along the Hudson River waterfront. The redevelopment plans along the waterfront were written in response to the decline of trade and transportation. The plans reflect the changing economy by permitting a mix of residential and commercial uses. Developments such as Newport and Port Liberte, have resulted in "new neighborhoods" in areas where strictly industrial uses existed.

Other redevelopment plans have been adopted for the urban core area of Jersey City. Most of these redevelopment plans are primarily for residential use. In Journal Square, the redevelopment plan calls for a mix of uses including retail, office, residential, hotels, theatres, cultural centers and the like. The Martin Luther King Drive redevelopment plan encourages the continuation of the existing residential/commercial nature to help strengthen and restore what was once a thriving neighborhood.

### Kearny

In October 1995, the NJMC declared a 73 acre site called the Belleville Turnpike Redevelopment Area as an area in need of redevelopment. One of the goals of the redevelopment area is the Barszcewski Street reconstruction which will improve circulation, including vehicular, public transit and pedestrian. In 1996, the Commission adopted a redevelopment plan for the site permitting distribution facilities. The NJMC promulgated circulation standards designed to accommodate a high quality distribution facility complex which will be integrated with Route 280 and the New Jersey Turnpike. Specific tract circulation standards are proposed to ensure that hazardous conditions are not created on Belleville Turnpike.

Additionally, the NJMC declared over 800 acres along Harrison Avenue as a redevelopment area that is slated for mixed use development, primarily warehouse, distribution and accessory retail.

The Town also designated the Schuyler Avenue and Passaic Avenue areas as redevelopment areas. Re-

development plans are currently being finalized for the two areas which will include a mix of commercial, entertainment and residential uses along Passaic Avenue and commercial and light industrial uses in the Schuyler Avenue area.

### West New York

The West New York Board of Commissioners and the Planning Board declared a 172 acre area along the Hudson River waterfront as an area in need of redevelopment. This area is intended for large-scale residential development, with a small neighborhood commercial component. Phase I includes 1,589 housing units including 313 townhouse units and 276 units in 4-story buildings and 1,000 units in a complex of two 12-story buildings and four 4-story buildings. Phase I also includes a park, a soccer field and a public facilities building. Phases 2 and 3 comprise approximately 2,500 dwelling units to be located in the central portion of the waterfront site.

### Bayonne

The City of Bayonne has two redevelopment areas. These sites are being redeveloped for a variety of uses, including housing and retail uses. The City has designated the former Military Ocean Terminal site as an area in need of redevelopment.

### Secaucus

The NJMC has completed a Redevelopment Plan for a 285 acre site known as Laurel Hill, located at the southern terminus of New County Road just west of the New Jersey Turnpike. The Plan permits a convention center along with mixed use development and studios. The project is intended to be compatible with Allied Junction/Secaucus Transfer.

### Harrison

In August 1997, 250 acres along the Passaic River, south of Harrison Avenue were designated a Redevelopment Area. The Redevelopment Area contains the bulk of the Town's old industrial properties which have been losing vitality over the past 50 years. The Redevelopment Plan calls for a mix of commercial, light industrial, residential and entertainment uses.

### North Bergen

The NJMC completed the 16<sup>th</sup> Street Redevelopment Plan in January 1999. The site contains 57 acres and permitted uses will include warehousing, motor freight facilities and an intermodal transit facility, capitalizing on the transportation infrastructure of the surrounding area.

### Urban Enterprise Zones

The New Jersey Urban Enterprise Zones Act (N.J.S.A. 52:27H60 et al.) was approved in 1983 and amended in 1988. Further amendments in the mid 1990's improved the tax and finance benefits within urban enterprise zones. The Act provides for the establishment of Urban Enterprise Zones (UEZs) in areas of economic distress and authorizes various measures to stimulate economic activity within designated zones. As a means of encouraging economic activity, businesses willing to relocate or expand into designated UEZs are given tax advantages and other financial incentives. These benefits include sales tax exemptions and reductions, corporate business tax credits, and unemployment insurance tax exemptions. Specifically, a qualified business may be entitled to employee tax credits against corporate tax liability for new full-time employees.

Qualified businesses may also be entitled to exemptions from sales and use taxes on the purchase of all tangible personal property except motor vehicles. Moreover, the sale of materials, supplies or services to a contractor, subcontractor or repairman for exclusive use in erecting structures or improving real property within an enterprise zone are exempt from sales and use taxes. The UEZ Act also authorizes the designation of certain enterprise zones in which retail sales (except for the sale of motor vehicles) are subject to sales and use taxes at 50 percent of their regular rate. A qualified business may also be eligible for an award based upon the amount of unemployment insurance tax it has paid for new employees. In addition to UEZ benefits, if a business is located in, or plans to locate in, an urban enterprise zone, it may be eligible for electric and gas service at reduced rates.

Hudson County contains six Urban Enterprise Zones. The UEZs in Jersey City and Kearny were created under the original UEZ Act. The Union City UEZ was created in 1995, the UEZs in Guttenberg, North Bergen and West New York were established in 1996.

#### Jersey City Urban Enterprise Zone

The Jersey City UEZ was established in 1985 under the original UEZ act. The zone stretches south from the Holland Tunnel along the waterfront to the Bayonne border. The zone includes Journal Square, Newark Avenue, Bergen Avenue and Martin Luther King Drive. The original enterprise zone boundary has been amended twice, with the most recent amendment including the Newport City area. The UEZ encompasses approximately 80 percent of the City's commercial areas.

The Jersey City UEZ currently has over 800 qualified business participants and has generated approximately 18,000 full-time and 835 part-time employees. The program has garnered approximately \$14.5 million in tax revenues and has initiated approximately \$3 billion in private sector investment. The program is managed by the Jersey City Economic Development Corporation, which implements a number of programs funded by the UEZ. The UEZ funds have been used to provide matching funds for the City's four Special Improvement Districts. The funds also pay for a facade improvement program in the City's ten retail corridors, which is currently being expanded to a blockfront facade improvement program. A seasonal streetscape decoration program has been initiated including banners and lights. The funds have also been used to pay for property acquisition in the Hub project in the Martin Luther King Redevelopment Area.

#### Kearny Urban Enterprise Zone

The Kearny UEZ was officially established in 1986 and stretches along Kearny Avenue from the East Newark border to Belleville Turnpike, along Midland Avenue between Kearny Avenue and Schuyler Avenue, south along Schuyler Avenue to Harrison Avenue and the Newark/Jersey City Turnpike to Fish House Road and then from Central Avenue to incorporate South Kearny. Almost all of South Kearny is included in the UEZ. A small section along Passaic Avenue between Bergen Avenue and the East Newark border is also included in the zone.

The Kearny UEZ currently has 159 gualified businesses out of a total of approximately 550 businesses in the zone. The program has generated approximately 1,283 full-time jobs mostly in the South Kearny area. The program has initiated approximately \$124 million dollars in capital investment and has collected almost \$1.5 million in tax rebates. The Town established an Enterprise Zone Development Corporation in 1995 to direct its UEZ activities and manage zone funds. Recent UEZ funded projects include the reconstruction of Central Avenue in South Kearny; the addition of five police officers and five police vehicles in South Kearny; general upgrade of police and fire equipment; reconstruction of Jacobus and Hackensack Avenues in South Kearny; a streetscape improvement program for Kearny Avenue; a business development revolving loan program; a senior shopping shuttle; a parking study; and two sidewalk litter collection vehicles. The municipality also offers a fiveyear tax abatement program. Union City

Union City's Urban Enterprise Zone has been in existence since January 1995. The zone extends north from Paterson Plank Road at the Jersey City border along Summit Avenue and J. F. Kennedy Boulevard to 18th Street, then north along Bergenline Avenue to the West New York border. Business participation is strong on Bergenline Avenue and 32nd Street. Of the 300 stores in the zone, 150 have enrolled since the project got started in May 1995 and 169 full-time jobs have been created. The UEZ began a clean-up sweep sanitation program in early 1998. Approximately \$700,000 has been invested in the program.

### Guttenberg Urban Enterprise Zone

The Guttenberg UEZ, established in 1996, has enrolled 17 of the 140 stores in the zone. The zone includes Bergenline Avenue, Park Avenue and Broadway from 68th Street to 70th Street. Thus far, 167 full-time and 54 part-time jobs have been created and capital projects have been implemented such as the planting of street trees. The UEZ recently received approval to hire a street sweeper. In the future, the UEZ plans to hire security personnel and perform marketing and promotion services.

### North Bergen Urban Enterprise Zone

The North Bergen Urban Enterprise Zone was established in 1996. The UEZ encompasses 27.5 percent of the municipality's area, or approximately 1.4 square miles, including Bergenline Avenue, J. F. Kennedy Boulevard, Broadway, West Side Avenue and Tonnelle Avenue. Currently, there are 89 active businesses and as of June 1999, 707 new full-time and 52 new part-time jobs have been created.

The North Bergen UEZ improvement program includes developing the Columbia Shopping Center, consisting of 16 acres. The project includes a Shop Rite, movie theater and other large chain stores. It is estimated that the project will create 500 full-time jobs and 500 temporary construction jobs. West Side Avenue has been reconstructed using \$1.0 million in Federal American with Disability Act and Community Development Block Grant funds. The project ensures that flooding does not continue on West Side Avenue. It is expected that 15 companies which employ 3,000 people will be retained and that 36 acres of vacant land will be developed.

### West New York Urban Enterprise Zone

The West New York UEZ was established in 1996. The main area of the UEZ is Bergenline Avenue from 49th to 67th Streets. The UEZ includes part of 60th, Broadway, Park, 63<sup>rd</sup>, 51st and Palisade Avenue with 145 businesses participating. The UEZ generated 213 new full-time and 3 part-time jobs in its first year.

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The West New York UEZ has sponsored hiring ten police officers who started training at the police academy in 1998. The UEZ has initiated marketing projects such as radio and television advertising and a seasonal shuttle. The UEZ is planning special events for the West New York Centennial celebration. During the holiday shopping season, the UEZ sponsored a free photo with Santa Claus.

### Urban Coordinating Council Communities

The Urban Coordinating Council (UCC) was established through an amendment to the Redevelopment Authority Act (N.J.S.A. 55:1 et seq.) in 1996. The New Jersey Redevelopment Authority (NJRA) was also created in 1996 to work in tandem with the UCC. The emphasis on the UCC program and the NJRA is to create a coordinated, fully integrated approach to delivering state programs, projects, technical assistance and financial aid to distressed urban centers.

Administrative support for the UCC is provided through the office of neighborhood empowerment in the Department of Community Affairs. Both state aid municipalities and those qualifying under the Quality Education Act of 1990 as "special needs districts" are eligible to participate in the program.

In order to qualify for participation, the community must first develop a "Neighborhood Empowerment Plan" that is submitted to the UCC for review. The Neighborhood Empowerment Plan is essentially a comprehensive master plan that focuses on neighborhood restoration in a specific area defined by the community. A broad array of activities may be proposed, including infrastructure projects (including expansion), provision of affordable housing, public safety and security projects, economic development, education, employment and training programs, provision and enhancement of recreation and open space, environmental cleanup, and human capital investment (social service) programs.

Eligible municipalities may receive investments from the New Jersey Redevelopment Investment Fund for infrastructure improvements or other projects. Tax exempt bonds may be issued for specific projects. In addition, funding is available from the Water Supply Bond Act of 1981, Green Acres, Clean Water, Farmland and Historic Preservation Bond Act of 1992, Blue Acres Bond Act of 1995, and from the 1992 New Jersey Employment and Workforce Development Act. Also, a minimum of 12-1/2% of the aggregate amount of loans and loan guarantees available from the New Land Use Plan

Jersey Economic Development Authority are earmarked for Empowered Neighborhoods.

Seven municipalities in the County are eligible UCC communities and include Bayonne, Jersey City, Hoboken, Weehawken, West New York, North Bergen and Harrison.

### **Improvement Districts**

Improvement Districts have been used successfully in many New Jersey municipalities to provide a variety of services and improvements to downtown businesses. An improvement district is a delineated area within a municipality where some form of governmentenforced revenue-raising measure (e.g. assessments or license fees) is authorized to accomplish specific objectives which are not considered to be the responsibility of the jurisdiction as a whole.

Hudson County has 38 improvement districts including five Special Improvement Districts (SIDs), 32 Neighborhood Improvement Districts (NIDs) and a Strategic Neighborhood Assistance Program (SNAP). The five SIDs concentrate on business districts, while the NID and SNAP programs target funding and services to specific residential areas where the need is the greatest.

SIDs are traditionally used to provide various services and improvements, such as clean-up, marketing, security and transportation. The need for these services and improvements result from disintegrating conditions in traditional downtowns caused by the competition of suburban shopping centers. SIDs are often used as a device to provide some of the services that make shopping centers successful (advertising, marketing, special events, design controls, special security and clean-up services). The SID makes it possible for publicly-raised funds to be spent for these commercial services and managed by people who understand them best.

SIDs are also used to finance physical improvements including street and sidewalk improvements, parking, landscaping, street furniture, lighting improvements and facade improvements. Moreover, a SID is a way of focusing local energies once a consensus has been reached. The SID mechanism has the virtue of providing consistent funding for downtown improvements, rather than relying on sporadic and timeconsuming voluntary efforts to raise money. Budgets for the management corporation or commission vary depending on the type of program to be developed for the SID and the number of businesses that participate. The budget may rely solely on the tax collections from the SID, or may include funding from the governing body's general revenue fund. In addition, the budget can be augmented by grants and loans from outside sources.

### Special Improvement Districts

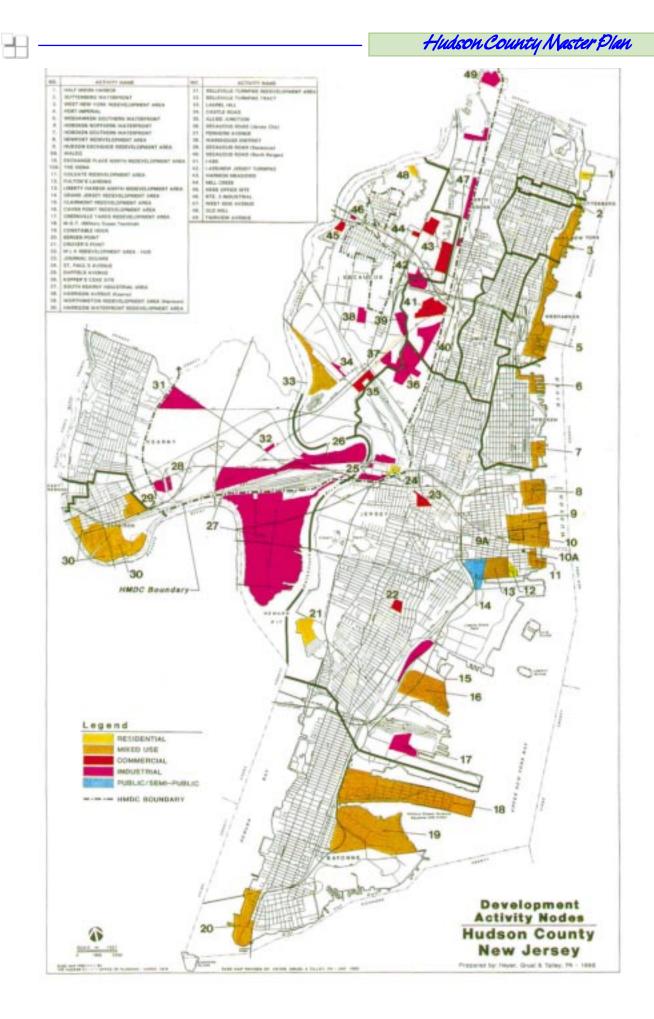
There are five special improvement districts in Hudson County including four in Jersey City and one in Bayonne. The Journal Square SID, McGinley Avenue SID, Historic Downtown SID and Central Avenue SID are located in Jersey City and the Town Center SID is located in Bayonne. In addition, there are a group of business owners who are in the process of evaluating the creation of an SID in Union City.

Journal Square Special Improvement District The Journal Square SID, which encompasses 15 blocks, does business as the Journal Square Restoration Corporation (JSRC) and began operations in June of 1995. The JSRC has an annual operating budget of \$1.8 million dollars and operates as the largest special improvement district in the State of New Jersey. One fourth of the overall budget is raised through a self-imposed tax on area merchants with the remainder secured through matching funds from Jersey City's Urban Enterprise Zone Assistance Fund. The Port Authority of NY and NJ supplies office space and in-kind donations.

A staff of over 50 people supply security and maintenance services including street sweeping, snow removal, graffiti removal and seasonal plantings. Business operations, shopping, property ownership and commuting in Journal Square are promoted through a full-time public relations service contracted by JSRC. The JSRC coordinated a \$7.5 million dollar capital project which included a pedestrian plaza, granite fountain, decorative lighting, plantings, a food kiosk, seating areas, gardens and a mosaic. This project is enhanced by the Port Authority rehabilitation of the Journal Square PATH Station at a cost of \$9 million while working with the JSRC to coordinate plans for improving the Square.

### Central Avenue Special Improvement District

The Central Avenue SID encompasses 12 blocks in Jersey City and was established in December 1992. The SID has a 1998-98 annual budget of \$235,140, one-fourth of which is raised through a self-imposed tax on area merchants. The rest comes from State Urban Enterprise Zone funds. The SID has hired security and maintenance personnel to patrol the streets and has completed a streetscape improvement project which includes new sidewalks lined with a ribbon of brick pavers, benches, garbage cans,



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street lights sound system and trees.

### McGinley Square Improvement District

The McGinley Square SID is a newly-formed district located in Jersey City and hired a director in May of 1998. The Jersey City Economic Development Corporation and the SID are planning a series of streetscape improvements to be completed in conjunction with the expansion of Saint Peter's College.

### Historic Downtown Improvement District

The Historic Downtown SID is located in Jersey City and was created in 1998. The district includes Newark Avenue from Coles Street to Marin, Jersey Avenue from Mercer to 2nd , Grove Street from 1st to Montgomery and parts of Bay Street off of Newark Avenue and 1st Street from Coles to Jersey. The SID has added a public parking facility and banners to the area. In conjunction with the SID, the Economic Development Corporation is undertaking a facade improvement project of historic buildings. The SID capital improvement program includes adding new garbage receptacles, benches and street lights. In the future the SID plans to implement a streetscape improvement project.

### Town Center Special Improvement District

The Town Center SID, which was established in 1991, is located in Bayonne and extends from 19<sup>th</sup> Street to 26<sup>th</sup> Street. The SID has an annual budget of \$145,000 which is raised through a self-imposed tax on area merchants. The City provides Community Development Block Grants (CDBG) funds to pay for specific SID projects. The majority of the annual budget supports marketing and promotion of the SID, with the remainder paying for maintenance personnel to clean the sidewalks. The SID has received a Federal grant to pay for a streetscape improvement program which includes the pedestrian nodes along the strip. CDBG funds have been used to pay for other streetscape improvements, including benches, trash receptacles, street lights and holiday decorations.

### Neighborhood Improvement Districts

Jersey City has designated 32 Neighborhood Improvement Districts (NIDs) that receive intensified services to spruce up streets and sidewalks and increase neighborhood safety. The basic purpose of the NID program is to improve service delivery and capital budgeting by identifying the needs of specific areas through close coordination with neighborhood groups. Three employees are assigned to each NID: a manager, a police officer on a bike or moped and up to two code enforcement officers. The manager, selected from the current City work force, works with neighborhood groups to determine project goals. Initial improvement projects in each NID included tree trimming, replacement of street signs and painting of fire hydrants and street markings. City agencies provide some of the services, but private firms are also hired to handle security and cleanup needs. Services are targeted towards the specific needs of the NID and may include rodent control, crime prevention and graffiti clean-up.

### Strategic Neighborhood Assistance Program

A 15-block area between Bergen and Ocean Avenues in Jersey City has been targeted as a pilot project under the State's Strategic Neighborhood Assistance Program (SNAP). The program is a five-year plan to stabilize and upgrade specific neighborhoods in cities throughout the State. Jersey City is one of three cities chosen for the SNAP pilot. The program is based on the premise that revitalization efforts must focus on all aspects of the community, rather than simply building more housing in a depressed area. Under the plan, the area receives \$425,000 each year from the State and Federal governments for strategic redevelopment planning. The money has been used to hire a SNAP director, create and maintain a Board of Council to oversee implementation of the program and to fund redevelopment projects. Under the agreement to participate, Jersey City provides contributions to SNAP, including funneling Federal and State community development and housing funds into the project. As a SNAP neighborhood, the area also receives funding priority for a variety of housing and social programs, from affordable housing construction to lead abatement projects.

The steering committee has developed a five-year strategic revitalization plan to assess quality of life issues such as housing, economic and social needs of the neighborhood. The SNAP provides community outreach services, including a summer day camp which employed local youth. There is also a job training program where young people are taught trades. The program has also assisted the City in completing a local children's park with a \$25,000 contribution. In addition, a local drug reduction program largely eliminated a neighborhood drug problem.

# New Jersey Meadowlands Commission (NJMC)

The New Jersey Meadowlands Commission (NJMC) is an autonomous agency within the New Jersey Department of Community Affairs. The NJMC is a

regional planning and zoning authority that plans and approves development within the 19,736 acre "Hackensack Meadowlands District" (HMD), as defined in the Hackensack Meadowland Reclamation and Development Act (N.J.S.A. 13:17-1 et seq. – 1968). The NJMC works to promote development in designated areas within the Meadowlands District by providing technical guidance to businesses looking to locate or expand in the District, by maintaining a listing of commercial and industrial space currently available and by serving as a redevelopment authority with associated statutory powers, pursuant to N.J.S.A. 13:27-1 et seq.

Parts of Secaucus, Jersey City, Kearny and North Bergen are included within the NJMC area. In Secaucus, for example, half of the Central Business District is in the NJMC and the other half is in municipal jurisdiction. While in the past this has often resulted in a lack of coordination between municipal and NJMC planning objectives, recent efforts have sought to improve coordination. Opportunities are now available for better local input and public comment. There is also now an NJMC member from Secaucus. In addition, zoning changes were recently adopted by NJMC, creating a neighborhood commercial zone intended to coordinate CBD activity.

A major concern has been raised by several of the NJMC's member municipalities regarding the equity and methodology used to establish and distribute the NJMC's tax sharing payment revenues. Legislation was recently passed by the legislature which simplifies the tax sharing arrangement and adds greater predictability to the process and results.

The NJMC last prepared a comprehensive Master Plan for the District in 1970. The NJMC is currently in the process of developing an updated district-wide Master Plan as well as updated zoning regulations. Work began on the Master Plan update in the Spring of 1999.

The NJMC also adopted an Open Space Plan in 1997. The Plan establishes a comprehensive analysis of existing and future open space issues within the district. The NJMC is involved in acquisition and preservation of wetlands areas and maintains an active wetlands bank, which provides credits to developers.

### Future Development Activity

In a developed, urbanized area such as Hudson County, development activity is largely concentrated in major redevelopment projects. A total of 49 development activity areas are located in Hudson County, Hudson County Master Plan as shown in the Development Activity Node map.

As shown in Table III-3, future development activity in Hudson County is expected to include over 23,000 dwelling units, 39.4 million square feet of commercial space and 17.4 million square feet of industrial space. The majority of the development activity is expected to occur along the Hudson River waterfront and in the Meadowlands. Detailed information on each of the development areas is summarized in the Strategic Revitalization Plan Element.

These areas were identified through discussions with municipal and County officials, review of municipal redevelopment plans and master plans, and coordination with various agencies (such as the New Jersey Meadowlands Commission and the Hudson County Improvement Authority). Actual build-out of the individual sites was determined using approved plans, concept plans, and estimated build-out based on existing zoning.

The future character of Hudson County will be impacted by several projects, most notably the completion of the Hudson Bergen Light Rail Transit (HBLRT) system and build-out of the waterfront redevelopment areas. Development associated with these changes must be considered carefully to ensure that the future development pattern in the County is consistent and attractive.

### **Residential**

Most of the new residential development will occur along the Hudson River waterfront, capitalizing on views towards Manhattan. While the Hudson County waterfront has historically been dominated by highrise development, this area is joining the rest of the

# Table III-3Development Activity Area SummaryHudson County, New Jersey

=	Residential	Commercial	Industrial			
Municipality (C	lwelling units)	(sq.ft.)	(sq.ft.)			
Bayonne	0	626,270	1,780,000			
Guttenberg	133	0	0			
Harrison*	0	0	520,000			
Hoboken	2,610	2,380,000	0			
Jersey City	13,801	27,712,860	2,416,240			
Kearny*	0	0	5,003,200			
North Bergen	442	0	4,902,580			
Secaucus	101	5,903,900	2,750,788			
Weehawken	2,298	2,610,000	0			
West New York	4,300	100,000	0			
Total	23,685	39,363,030	17,372,808			
*A redevelopment plan has been adopted for the water-						
front section of Town. The plan proposes a mix of com-						
mercial, indust	trial, residential	and entertaini	ment uses.			

Land Use Plan

region in the construction of block/brick and wood frame low- to mid-rise structures. The lack of demand for condominiums, the growth of back-office operations along the waterfront and the inability of households with incomes in the \$30,000 to \$50,000 range to purchase affordable housing has created significant rental demand. Dormant residential projects along the Hudson River are being recycled as rental projects. In addition, significant infill residential development will continue to take place.

### **Commercial**

Over 39 million square feet of commercial space is planned for Hudson County, most of it located along the Hudson River waterfront. The Hudson waterfront is the region's most resilient office market, with substantial decreases in vacancies. It remains a prime location for back office banking, brokerage and professional service firms relocating out of downtown Manhattan. In addition, the Hudson waterfront has a significant supply of available land.

Emerging trends for regional retail uses include more but smaller anchor stores; more single-label and specialty stores; a wider selection of dining facilities; cinemas, active recreation and other entertainment facilities; and personal services. Supermarket-anchored strip and community centers in blighted urban areas that have been without development for 20 years or more are the most significant trend in the retail market. Retail sales, sales volume and rental rates are expected to increase in the future. Big-box retail development is expected to continue. Best development opportunities for the short-term are supermarket anchored strip and community malls.

Approximately 17 million square feet of industrial space is potentially developable in the County. This includes vacant, industrially zoned land along the waterfront and obsolete, underutilized buildings in the County's older industrial areas. In addition, the large marine terminals located along the Hudson River waterfront have the ability to become a major container port because they have the capacity to handle the megaships which cannot be accommodated at Port Newark or Port Elizabeth. Future industrial development in Hudson County faces many hurdles, including the high price of land and the high cost of cleaning up contaminated sites. Recent industrial development has been limited to the reuse of older industrial buildings.

The Port Authority of New York and New Jersey is in the midst of developing a strategic port investment analysis to help determine future needs, priorities and costs. Two important factors have been determined:

- (1) Cargo volumes will continue to grow. Conservation projections show cargo columes dougling by 2010 and more than quadrupling by 2040. Given these growth rates, port related jobs within the region could more than double over today's 166,500 total jobs and an additional \$30 billion in economic activity will be generated.
- (2) To accommodate the level of growth anticipated, additions will be necessary to the ports existing marine terminals, rail connections and highways. Current infrastructure is not sufficient to meet expected future needs. As much as 1,400 acres of new terminal space will be needed by 2040. Through 2008, a total investment of 1.15 billion will be needed. Beyond 2008, investment demands could exceed \$3.3 billion.

### Public and Semi-Public

Future investment in public and semi-public uses will help improve the quality of life in Hudson County. Recent public improvements include Jersey City Medical Center, which expects to begin construction on a hospital in Jersey City. Plans call for a 500,000 square foot building to be constructed on a 15 acre tract located at the corner of Grand Street and Jersey Avenue. The new medical center is part of the Liberty Health Care System. Other improvements have been made by New Jersey City State University which initiated a \$64 million, 10-year expansion program in 1992. The College recently built a new academic building and athletic center. Hudson County Community College (HCCC) is a comprehensive urban community college. Hudson County Community College has made substantial capital and curriculum improvements over the past few years. The College has established a new central campus as well as a satellite center in Journal Square and is continuing with its capital investment program. A major joint venture redevelopment project in Journal Square is now in the planning stages and will result, upon completion, in 300,000 square feet of new classroom space for the college.

St Peter's College in Jersey City adopted a Facilities Master Plan in February 1998. The Plan proposes four new residence halls with 650 beds. The Plan further recommends that the College growth plans are directed eastward. The College will have to work closely with Hudson Catholic High School and the McGinley Square business community.

# Land Use Plan

### **Population Projections**

Hudson County has entered a period of renewed population growth, reversing a decline that began in 1930 and ended in 1990. This resurgence has been fueled by a desirable quality of life, strong local economy and significant immigration. The County's population is projected to increase by 63,112 to 614,310 in 2010, an increase of approximately 11 percent over 1990 (see Table III-IV). In comparison, New Jersey's population is expected to increase by approximately 707,569 or 9 percent to 8,663,319 during the same period as shown in Table III-4. Since accurate population counts are difficult to obtain in urban areas, Hudson County's future population growth may be even larger than projected.

Hudson County's projected population growth is concentrated in Hoboken, Jersey City, Weehawken and West New York. These municipalities have the largest number of residential units in the development pipeline and account for most of the projected population increases in the County through 2010, as shown in Table III-4. The balance of Hudson County's projected population growth will be shared by the eight other municipalities in the County. The County's future population growth will coincide with the ongoing

Population Projections, 1995-2010

Table III-4

conversion of the Hudson River waterfront to residential and commercial uses.

Hudson County's projected population growth is a positive trend indicating that the County has made significant progress in its revitalization efforts. The County is experiencing another wave of redevelopment and is increasingly perceived as an attractive alternative to the suburbs or New York City.

Hudson County has overcome many of the constraints to residential development since the 1980's. The large number of residential projects under construction or in planning reinforce this trend. The County has made significant investments in infrastructure and quality of life improvements. Sewage treatment plants have been upgraded, enabling residential projects to proceed. The Hudson-Bergen Light Rail Transit (HBLRT) system is under construction and will increase access to housing on the Hudson River waterfront. The County has established a \$100 million Affordable Housing Trust Fund to create housing for low and moderate income families. The County has addressed quality of life issues, such as recreation, by promoting the continued development of the Hudson River Waterfront Walkway and development of Laurel Hill Park in Secaucus. Public safety has

#### Hudson County, Adjacent Counties and New Jersey Projected 1995 Population 2010 Percent **Geographic Area Population\*** Increase Population\*\* Change Bayonne 60,573 0 60,573 0.0 East Newark 2,144 0 2,144 0.0 462 8,719 Guttenberg 8,257 5.6 Harrison 13,266 13,266 0 0.0 Hoboken 33,219 5,664 38,883 17.1 Jersey City 229,108 38,632 267,740 16.9 35,060 35,060 0.0 Kearny 0 North Bergen 48,152 1,123 49,275 2.3 13,840 249 14,089 Secaucus 1.8 Union Citv 57,237 0 57,237 0.0 Weehawken 12.608 5.630 18.238 44.7 West New York 37.734 11.352 49.086 30.1 **Hudson County** 551,198 63,112 614,310 11.5 -4.2 Bergen County 843,338 -25,052 808,286 Essex County 760,615 -19,700740,915 -2.6 Union County 496,735 -3,484 493,251 -0.7 State of New Jersey 7,955,750 707.569 8.663.319 8.9 \*1995 population is an estimate from the N.J. Department of Labor.

\*\* 2010 population projections for New Jersey, Bergen County, Essex County and Union County are an average of N.J. Department of Labor and N.J. Department of Transportation projections from the 1998 Preliminary State Plan.

Source: U.S. Bureau of the Census, N.J. Department of Labor and N.J. Office of State Planning

improved and a new County correctional center has been constructed. As a result, residential development is accelerating and new residents are being attracted to the County.

Hudson County's future population may be greater than projected because of several factors that are difficult to predict. The County will experience significant redevelopment through 2010. Strong market conditions and employment growth may generate more residential growth than is anticipated. The County will continue to be a destination for immigration and new residents from other countries will increase future population. These factors bolster the projection of strong population growth in Hudson County through 2010.

### **Implementation Plan**

### **Development Activity**

Future development activity in Hudson County is expected to produce over 23,000 dwelling units, 39.4 million square feet of commercial space and 17.3 million square feet of industrial space. This development will occur in 49 "development nodes" as identified on the Development Activity Nodes map and detailed in the Strategic Revitalization Plan Element. There are, however, many obstacles to development in Hudson County, including limited land available for development, a difficult approval process on the State level and inadequate roadway capacity. For instance, Hudson County contains over 545 contaminated properties, commonly referred to as "brownfield" sites. Redevelopment of these sites is difficult because of stringent State and Federal laws, although these sites have significant development potential. Thus, much of Hudson County's development activity has occurred in "special development areas" where special incentives are used to encourage development. These special incentives are necessary to offset the high cost of development in the County, age, lack of infrastructure and contamination, a vestige of its industrial past, significantly increase development costs.

### Action Strategy

- Inventory publicly-owned land and utilize abandoned and/or unproductive properties. Help municipalities prioritize use of properties to meet local needs, selling those that are not necessary for public purposes to private entities or non-profits.
- Inventory abandoned and/or unproductive privately owned properties that can be targeted for redevelopment.
- 3. Provide and expand technical and/or financial assistance to municipalities to establish

redevelopment areas that will promote reuse of vacant and/or underutilized properties.

- 4. Improve access and infrastructure to special development areas, particularly redevelopment areas, in order for them to develop to a reasonable potential.
- 5. Support changes to streamline the State regulatory process, particularly regarding contaminated sites.
- 6. Provide incentives for owners to clean-up brownfield sites through various techniques such as financial aid, expedited local review, infrastructure development or landbanking.
- 7. Establish a County-wide Urban Enterprise Zone (UEZ).
- 8. Establish a County-wide Urban Coordinating Council (UCC) area.

### Design

The future character of Hudson County will be impacted by several projects, most notably the completion of the Hudson Bergen Light Rail Transit (HBLRT) system and build-out of the waterfront redevelopment areas. Development associated with these changes must be considered carefully to ensure that the future development pattern in the County is consistent and attractive.

### Action Strategy

- 1. Consider the established character of existing neighborhoods in the evaluation of new development and redevelopment projects.
- Provide assistance to municipalities in the preparation of urban design standards for infill development that creates "urban neighborhoods of place" that reflect the character of existing neighborhoods.
- 3. Provide assistance to municipalities in the preparation of design standards for new construction that creates a sense of unity and order in the design of buildings, signs and other structures.
- 4. Encourage redevelopment that utilizes transit-friendly design practices and capitalizes on existing and planned transportation improvements.
- 5. Encourage municipalities to adopt performance controls for nuisance factors that occur when incompatible uses are located in close proximity.

### Waterfront Development

The Hudson waterfront has a significant supply of available land. Most of the 39.4 million square feet of

Land Use Plan

commercial space planned for Hudson County is located along the Hudson River waterfront. The Hudson waterfront is the region's most resilient office market, with substantial decreases in vacancies. It remains a prime location for back office banking, finance, brokerage and professional service firms relocating out of downtown Manhattan, many of which are encouraged by NJEDA incentives.

### Action Strategy

- 1. Encourage the construction of a coordinated waterfront walkway along the County's waterfronts.
- 2. Encourage the development of marinas and ports, where appropriate.
- Integrate waterfront development with adjacent neighborhoods by assuring strong physical linkages and appropriate infill development.
- Explore options for disposing of dredge spoils and promote coordination of dredging operations on a regional basis.

### Industrial Development

Hudson County's industrial sector is changing. Employment in manufacturing industries declined by 37.5 percent between 1986 and 1993, compared with the State's loss of 25 percent. Major losses occurred in the apparel, food and kindred products, electronic equipment and furniture & fixtures industries. The decline in manufacturing is being offset by the increase in wholesale trade, distribution and transportation related uses. New industrial development has been limited to large-scale distribution centers, generally measuring between 400,000 and 700,000 square feet in size. While over 17 million square feet of industrial space is potentially developable in the County, future industrial development faces many hurdles, including the high price of land and the high cost of cleaning up contaminated sites.

### Action Strategy

- 1. Target business retention and recruitment practices to industries which have a natural competitive advantage in the County.
- 2. Encourage municipalities to establish planned manufacturing districts for areas that are appropriate for continued industrial use.
- Improve the developability of industrial areas through measures such as infrastructure and access improvements.
- Take advantage of possible niche opportunities in existing and emerging industries such as apparel, business services and food pro-

### cessing.

- 5. Seek to position the County as a leader in the emerging telecommunications industry.
- 6. Encourage residents to invest in businesses located within the County.
- 7. Encourage capital formation in Hudson County businesses by providing financing for start up or expansion costs.
- Encourage coordination of regional solutions to dredging the County's ports to provide better utilization of the County's port facilities.

### **Office Development**

Most of the recent commercial development in the County has been for office space. Since 1985, over 7.5 million square feet of office space has been built in Hudson County, increasing the total amount of office space from 7.9 million to 15.4 million square feet. At the same time, the office vacancy rate has declined from a high of 41 percent in 1985 to a low of 6.2 percent in the first quarter of 2001. The majority of the new space is used as offices for security & commodity brokers and banking industries. As office development continues, the demand for high end hotel space will increase.

### Action Strategy

- 1. Package sites that are appropriate as offices for finance and insurance businesses.
- 2. Promote retraining of workers targeted to the finance, insurance and real estate sectors.
- 3. Support efforts to provide additional hotel space and a convention center in Hudson County.

### Retail Development

Many of the County's retail areas are older and in need of revitalization. The older neighborhood commercial districts are comprised of small businesses that do not have the ability to make major investments in facade and streetscape improvements. Most of the County's retail development activity has been in new large-scale retail centers built in the redevelopment areas. Big box retailers, discount department stores and supermarkets have dominated new retail development. Emerging trends include more but smaller anchor stores; more singlelabel and specialty stores; a wider selection of dining facilities; cinemas, active recreation and other entertainment facilities; and personal services. Supermarket-anchored strip and community centers in blighted urban areas that have been without development for 20 years or more is the most significant

Land Use Plan

trend in the retail market.

### Action Strategy

- Establish local community-based organizations such as special improvement districts, neighborhood improvement districts and local development corporations to help revitalize neighborhood commercial areas.
- 2. Encourage convention, cultural and entertainment activities within the core areas of the County.
- 3. Encourage the grouping of compatible retail establishments into district "niches", such as garment or textile districts, to promote synergy among businesses.
- 4. Encourage municipalities to provide creative solutions to parking and loading problems.
- 5. Promote the viability of commercial districts by retaining first floor retail sales and services.
- 6. Encourage the development of complementary land uses in proximity to commercial areas.
- 7. Establish design and aesthetic controls in commercial areas to create and maintain attractive shopping areas.
- 8. Assist in the coordination of community revitalization projects that are multi-jurisdictional.
- 9. Work through local and neighborhood development organizations to attract funding for commercial/neighborhood revitalization activities.
- 10. Capitalize on the County's cultural diversity by encouraging ethnic residents to invest in local businesses to create ethnic centers (e.g. Bergenline Avenue, Newark Avenue).
- 11. Acknowledge the trend for more national franchises and anchor stores to locate in Central Business Districts (CBD's).

### Residential Development

Most of Hudson County's housing stock consists of older homes, with most housing units containing two or more dwelling units. Single-family detached dwellings are generally found in Secaucus, Kearny, Bayonne and parts of North Bergen. High-rise apartments are located near the Hudson River along the Palisades. Overall, Hudson County contains many neighborhoods which contain not only residential uses, but also commercial and public uses which serve the neighborhood. Residents identify closely with their neighborhood, since it is the structure for the cultural and economic fabric of their everyday life. New residential construction has occurred in Secaucus, while significant infill development has taken place in Jersey City and Hoboken. Adaptive reuse of former industrial buildings has also been common.

### Action Strategy

- 1. Establish local community-based organizations such as special improvement districts, neighborhood improvement districts and local development corporations to help revitalize residential neighborhoods.
- 2. Protect existing neighborhoods from incompatible development.
- 3. Discourage illegal additions of dwelling units to residential structures.
- 4. Promote home ownership to increase incentives for housing maintenance and improvements.

# Circulation Plan

### Introduction

Hudson County presents a unique challenge in transportation planning. Within Hudson County's borders, land use patterns range from Jersey City's traditional downtown core to large, mixed use concentrations along the Hudson River waterfront to dense residential neighborhoods along the Palisades to large agglomerations of older industrial/commercial uses. In addition to this diversity in land use is the historic position of Hudson County as New Jersey's gateway to the New York City metropolitan area. The traffic and transportation demands associated with Hudson County's unique land use profile and geographic location have resulted in the creation of a transportation system unmatched by any other county in New Jersey and very few counties in the United States.

This is an exciting time for transportation planning in Hudson County. The State and Federal governments are making significant investments in transportation improvements that will affect Hudson County. These projects, which include the Hudson-Bergen Light Rail Transit (HBLRT) System, the Secaucus Transfer project and the construction of regional park and ride lots, will increase access to existing and planned development nodes in Hudson County and will decrease congestion at the Hudson River crossings. This represents an investment of more than \$1 billion in the County's transportation infrastructure.

The Circulation Plan for Hudson County seeks to integrate all modes of transportation into a coordinated and efficient network to support economic growth while relieving congestion on the County's road and transit systems. The plan recognizes that there is minimal opportunity and limited benefit in attempting to "build" substantial new roadway capacity to accommodate existing and future traffic demand. It also acknowledges that transportation planning is a dynamic process which must be adaptable to changes in travel demand, technological advancements, funding and land use patterns.

Accordingly, the foundation of the Circulation Plan is the existing and planned transit system. The cornerstone of the future transit system is the HBLRT Initial Operating Segment (IOS) and Subsequent Operating Segments (SOS). The IOS, SOS, innovative improvements in other transit systems, limited roadway improvements and completion of select missing roadway links will provide for the future transportation needs of the County.

### **Planning Basis**

### Transportation History

The development of Hudson County's transportation system was strongly influenced by its early growth as an industrial center, the extensive use of its waterfront areas as a rail head, proximity to Manhattan and the demands associated with dense residential development. By the early 1900's, Hudson County was extensively developed and the transportation system evolved as a street system laid out in a grid pattern and supported by a mass transit network for the movement of people and goods.

Hudson County's importance as a link between New Jersey and Manhattan increased with the construction of the Hudson and Manhattan Railroad in 1908, completion of the Holland Tunnel in 1927 and opening of the last tube of the Lincoln Tunnel in 1957. The existing State highway system, which provides access to the Hudson County waterfront and the crossings to Manhattan, was mostly completed in the 1930's through 1950's. The State system includes Route 1 and 9, Route 3, Route 495, Route 7, Route 139 and Route 440. In addition to the State highways, several interstate facilities were constructed within Hudson County between the 1950's and 1980's including the New Jersey Turnpike eastern and western spurs (I-95), the New Jersey Turnpike Extension (I-78) and Interstate 280 (I-280).

The transit system has evolved from trolley and ferry systems which were in place in the late 1800's to the existing multi-modal transit network. The transit network includes the NJ Transit commuter rail network, the PATH system, the public/private system of bus routes, para-transit routes and privately operated ferries.

The PATH service is operated by the Port Authority of New York and New Jersey and provides Trans-Hudson as well as intra-County service. It connects the County to Midtown and Downtown Manhattan, Newark and major terminals located at Hoboken, Journal Square, Harrison, Grove Street, Exchange Place and Pavonia-Newport.

The existing bus system provides service for intra-County and interstate travel. It has evolved as a mix of public and private carriers which serve several



transportation hubs including Journal Square and Exchange Place in Jersey City and the Hoboken Terminal in Hoboken.

The Hudson County and NJ Transit para-transit services supplement the existing rail and bus transit network. Para-transit, which is generally provided as an on-demand service, improves the accessibility of the overall transit system to elderly and disabled patrons.

Finally, the reintroduction of ferry service between New York City and Hudson County by private carriers has created an alternative Trans-Hudson River commute that supplements the PATH system. Equally important to Hudson County, however, is that it provides a reverse commuting option between New York City and employment centers along the Hudson River Waterfront.

### Past Planning Efforts

The Hudson County Circulation Plan evaluates the present circulation system in Hudson County, determines the impact of future development activity anticipated in the County and recommends specific improvements to alleviate existing and future problems. The policies of the Plan reflect transportation planning efforts at the State, regional and local levels. The policies of the following documents were included in the Plan:

- Transportation Choices 2020 by the New Jersey Department of Transportation (NJDOT)
- Regional Transportation Plan for Northern New Jersey by the North Jersey Transportation Planning Authority (NJTPA)
- Statewide Intermodal Strategic Plan Goods Movement (NJDOT)
- Integrated Transportation Management Studies Master Plan (NJDOT)
- Statewide Bicycle and Pedestrian Master Plan (NJDOT)
- New Jersey Transit's Long Range Plan
- A Region at Risk The Third Regional Plan for the New York-New Jersey-Connecticut Metropolitan Area prepared by the Regional Plan Association.

### **Inventory and Analysis**

The Hudson County transportation system consists of passenger rail including the HBLRT System that is partly operational, New Jersey Transit commuter rail lines and the Port Authority Trans-Hudson (PATH) rapid transit system; New Jersey Transit and private regional and local bus service and para-transit; the cross-Hudson ferry/water taxi system; and streets and highways. Public transit plays a critical role in providing an alternative to driving, particularly for commuters and residents who do not have access to an automobile. Public transit is used frequently in Hudson County for local trips within the County, for regional trips with origins or destinations outside the County and for commuter trips to New York City that traverse the County.

### Passenger Rail Service

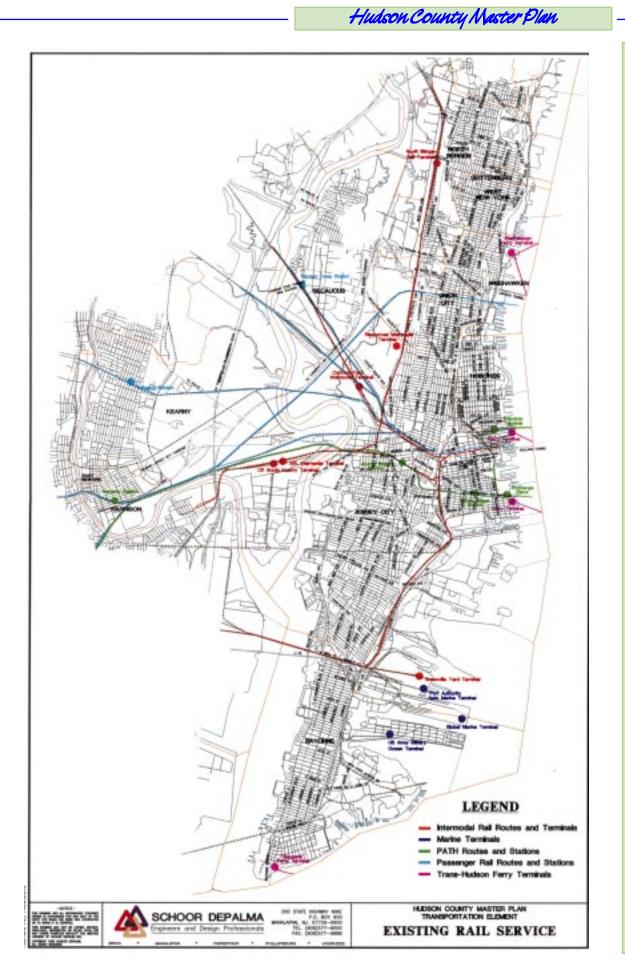
### Existing Rail Service

The existing passenger rail system within Hudson County, shown in the Existing Rail Service Map, is oriented to New York City with limited intra-County service. It primarily serves commuters from northern and central New Jersey on their way to and from Manhattan.

The New Jersey Transit rail system consists of three rail stations within Hudson County: Arlington Station in Kearny, Harmon Cove Station in Secaucus and Hoboken Terminal in Hoboken. These stations are served by the following transit lines:

- Arlington Station is served by the Boonton Line which links Morris, Passaic and northern Essex Counties to Hoboken Terminal.
- Harmon Cove Station is served by the Bergen County Line which links Bergen County to Hoboken Terminal.
- The Hoboken Terminal is served directly by the Boonton Line, the Main Line, the Bergen County Line, the Pascack Valley Line and the Morris and Essex Lines. The Morris and Essex Lines connect to Somerset, Union, Morris and Essex Counties via the Morristown Line and the Montclair and Gladstone branches. The Hoboken Terminal is also served by the North Jersey Coast Line, the Raritan Valley Line and the Northeast Corridor Line via the Waterfront Connection, a single track connection to Newark Penn Station. These lines provide access to Essex, Union, Hunterdon, Middlesex, Monmouth, Mercer and Ocean Counties.

The PATH rapid transit system is the most frequently used method by which Hudson County and other regional commuters enter and exit New York City. Approximately 45 percent of Hudson County and 34 percent of regional commuters use rail to travel to Manhattan. The majority of these use the PATH system. The only PATH station in New Jersey outside of



# **Circulation Plan**

Hudson County is located at Penn Station in Newark. This station is also served by NJ Transit rail and bus lines and Amtrak.

The PATH system consists of four lines through Hudson County; the Newark-World Trade Center Line, the Journal Square – 33<sup>rd</sup> Street Line, the Hoboken-World Trade Center Line and the Hoboken-33<sup>rd</sup> Street Line. The Newark-World Trade Center line accesses downtown Manhattan via the following Hudson County stations: Harrison; Journal Square Transportation Center in Jersey City; Grove Street in Jersey City; and Exchange Place in Jersey City. There is also service at the Journal Square, Grove Street and Pavonia/Newport Stations in Jersey City by the Journal Square - 33rd Street Line into mid-town Manhattan. In addition, Hoboken Terminal is served by the Hoboken-World Trade Center Line and the Hoboken-33rd Street Line.

All PATH stations are served by NJ Transit bus lines. In addition, the Jersey City stations and Hoboken Terminal are served by private bus lines. The Hoboken Terminal is also served by several NJ Transit rail lines (Hoboken Division) and a privately operated ferry line.

#### Planned Rail Improvements

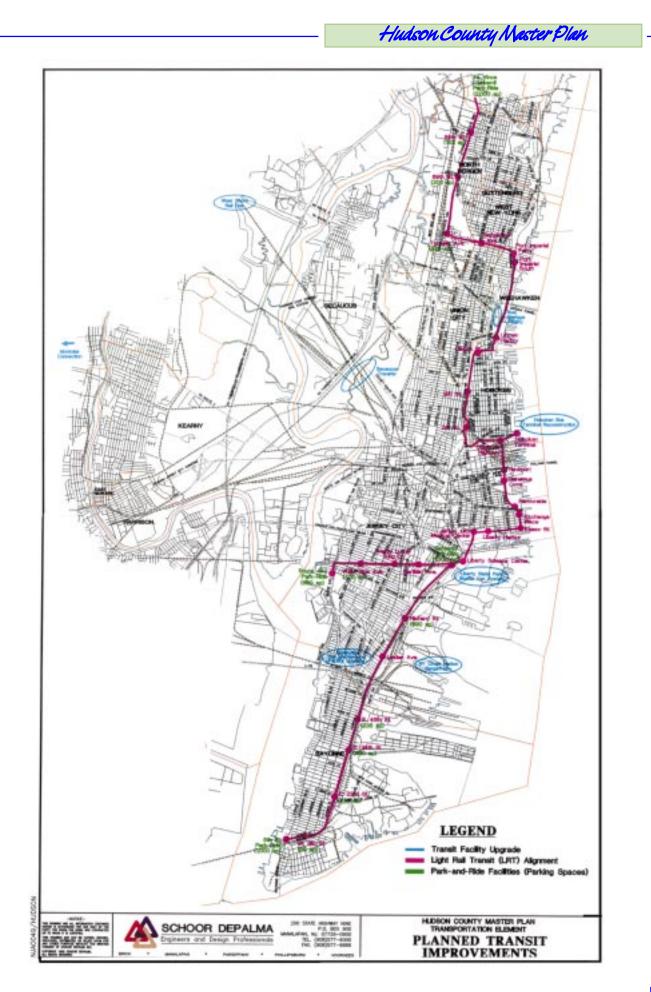
There are several planned rail projects that will significantly impact public transportation in Hudson County, as shown on the Planned Transit Improvements Map and discussed in more detail in Appendix B. The most significant is the HBLRT System, which will connect southern Bayonne to Jersey City, Hoboken, Weehawken, Union City, North Bergen and the Vince Lombardi Park and Ride Lot in Ridgefield, Bergen County. Significant improvements in existing passenger rail service and facilities are planned which will expand the ability of the HBLRT System to accommodate commuter trips. These improvements should reduce traffic congestion and vehicular demands on the County's road system by providing a viable alternative to driving. They are also designed to coordinate and link the rail system, improve system efficiency and upgrade transportation hubs.

 Hudson Bergen Light Rail Transit (HBLRT) System: The HBLRT System is a critical element of Hudson County's future transportation system. The HBLRT System is a 20.6 mile light rail line through Hudson County that will provide a link between the southern end of Bayonne, the Jersey City waterfront and the Vince Lombardi Park & Ride on the New Jersey Turnpike, which will serve as a transportation hub. In addition, the west side of Jersey City will be partially served by the HBLRT. The HBLRT is designed to link existing major transit, employment and population centers, bus and ferry service, and parkand-ride facilities with proposed development and redevelopment areas.

The Initial Operating Segment (IOS) commenced service in April, 2000. It consists of a segment linking Exchange Place with 34th Street in Bayonne and West Side Avenue in Jersey City. Funding, primarily from federal sources, has been allocated for engineering, construction and ROW acquisition through FY 2000. The initial northern terminus will be Exchange Place with an extension to Hoboken Terminal in 2001.

The importance of the HBLRT System in Hudson County cannot be overstated. Improved accessibility will be provided to future and existing employment nodes along the Hudson River Waterfront in Weehawken, Hoboken, Jersey City and Bayonne, including major redevelopment projects at Bergen Point, Constable Hook, the former Military Ocean Terminal, Caven Point, Colgate, Exchange Place, Harborside, Liberty Harbor, Lincoln Harbor and Port Imperial. The HBLRT System also provides the opportunity to support





**Circulation Plan** 

and improve existing retail centers such as Bergenline Avenue and Newport Center. Further, the communities along its alignment will benefit from improved access to New York City employment opportunities through its connection to Trans-Hudson service at Exchange Place (Bus, PATH), Newport Center (Bus, PATH), Hoboken Terminal (Bus, Ferry, NJ Transit & PATH), Lincoln Harbor (Ferry) and Port Imperial (Ferry). Finally, the HBLRT System's park-and-ride lots will capture auto commuters who are currently utilizing the Trans-Hudson vehicular crossings and provide them with a more efficient and convenient commuting option.

- 2. The Secaucus Transfer: The Secaucus Transfer involves the construction of a rail transfer station at the intersection of the Main and Bergen County Lines with the Northeast Corridor Line. This will improve service to New York City by allowing transfers from the Main and Bergen County Lines to the Northeast Corridor Line, providing a direct connection to Midtown Manhattan while avoiding the need to travel through Hoboken and utilize the PATH. This improvement will free transfer capacity at the Hoboken Terminal. When completed in 2002, the Secaucus Transfer will accommodate approximately 32,000 riders and produce a commuting time reduction of up to 15 minutes. This project will improve the attractiveness of rail service to commuters and may slow the growth of regional traffic at the trans-Hudson Crossings.
- 3. Hoboken Terminal/Yard Rehabilitation: NJ Transit has commenced construction of a multi-million dollar project to replace the roof and repair ornamental copper and skylights at the Hoboken Terminal and to upgrade the concourse and waiting room. The Hoboken Terminal is the "gem" of the NJ Transit system and is an important historic landmark listed on the State and National Registers of Historic Places. The Hoboken Terminal serves as the largest intermodal passenger facility in Hudson County linking trains, ferries, buses, and the HBLRT System. A general design contract for the realignment of the rail yard, restoration of the ferry building and preparation of a general historical/archeological review of the entire complex is in progress.
- 4. West Shore Rail Restoration: This project will link eastern Bergen County with the Secaucus Transfer and Hudson County. NJ Transit is currently preparing an Environmental Impact Statement and Major Investment

Study to evaluate various options for rail service including light rail on the Northern Branch, heavy rail on the West Shore Lines and light rail on the New York, Susquehanna and Western Line. Bergen County has proposed a new alignment that would connect the West Shore Line to the Meadowlands Sports Complex. Bergen County has also identified several alignments that would connect the commuter population in Bergen County with the employment centers in Hudson County.

- 5. Montclair Connection: The project consists of the electrification and construction of a rail link between NJ Transit's Boonton and Montclair Branch Lines. The main Hudson County impact of the Montclair Connection will be the elimination of service on the Boonton Line through Hudson County and the closure of Arlington Station in Kearny. Approximately 60 passengers use this station each day at present. This project is expected to be complete in Spring 2002.
- 6. Northeast Corridor Power & Signal Upgrade: In order to support service expansions such as Midtown Direct, Secaucus Transfer and increase the number of peak hour trains to Penn Station New York, the Northeast Corridor electrical and signal systems are being upgraded. Currently, cable conduits are being installed and some of the electrical system components are being assembled. The improvements to the electrical system and the signal system are scheduled for completion by 2002.

### Bus Service

### Existing Bus Service

Bus service in Hudson County is provided by a number of private and public operators and is generally aimed at two separate and distinct markets: service for commuters going to destinations outside the County, primarily east of the Hudson River and local, intra-County service. Bus service also provides connections to PATH service to New York City or Newark for many Hudson County residents.

As shown on the Existing Bus Service Map, the major bus routes have a north/south orientation to serve the heavily populated areas in eastern Hudson County. New Jersey Transit operates many of the longer routes in western Hudson County, with private bus carriers providing much of the local Jersey City/ Hoboken routes. In addition to the bus terminals located within Hudson County, the Port Authority Bus

**Circulation Plan** 

Terminal in New York City, Newark Penn Station and Newark Broad Street Station all accommodate Hudson County bus service. Twenty NJ Transit routes and ten private routes provide service from within the County to the Port Authority Bus Terminal in New York City.

A major problem in Hudson County is the prevalence of unlicensed jitneys and vans. These vehicles follow existing bus routes and pick up passengers at designated bus stops. They increase congestion at bus stops, undermine NJ Transit bus service and create significant safety problems. A possible solution to this problem is a licensing program for jitney and van services.

Five NJ Transit routes provide service from within the County to Newark Penn Station and Newark Broad Street Station. With the opening of the HBLRT System, several NJ Transit and private bus routes will be modified to provide access to this new mode of transportation.

The following is a brief description of the bus service to commuter terminals and stations within Hudson County.

- 1. Hoboken Terminal: The Hoboken Terminal is one of the most important transportation hubs within Hudson County. The Hoboken Terminal is located at 1 Hudson Place in Hoboken. Bus service to this station provides access from 12 different bus routes to New York City and western New Jersey. Six NJ Transit routes utilize this terminal: 67-Toms River (limited service to Middlesex County); 85-Secaucus; 87-King Drive (Hoboken/Jersey City); 89-Union City and 126 & 181-Hoboken-New York (181 travels to the George Washington Bridge). Two Academy Bus Company routes utilize this terminal: Boulevard East (North Bergen/Weehawken) and 22-Hillside (West New York/Guttenberg). Two Hoboken transportation routes, the Washington Street Bus and the Willow Street Bus, both local Hoboken buses, utilize this station. One Red Apple route, which serves Hoboken, Weehawken and New York and one Lafayette & Greenville route, which serves Jersey City and Hoboken, utilize this terminal. The Hoboken Terminal is also a major PATH, New Jersey Transit rail and ferry terminal with frequent intermodal transfers.
- 2. Journal Square Transportation Center: The Journal Square Transportation Center is located at Kennedy Boulevard between Sip

Hudson County Master Plan

Avenue and Pavonia Avenue in Jersey City. Eight NJ Transit lines are available at this terminal. They originate from various parts of the State, including Newark, Toms River and East Brunswick, as well as within Hudson County. The intra-Hudson County lines include: 80-Newark Avenue (Jersey City), 83-Hackensack-Journal Square, 94-Bergenline-Park Avenue (North Bergen/Weehawken) and 87-King Drive (Jersey City/Hoboken). There is also the 319, which is known as the New York-Atlantic City Express, which serves Atlantic City, Toms River and Jersey City. The Bergen Avenue Bus (Bayonne), Central Avenue Bus (Jersey City), South Hudson County Boulevard Bus Association (Bayonne) and the Friendly (Kearny/North Arlington/ Bloomfield) bus companies all provide one route utilizing this facility. Coach U.S.A provides three routes; one to Secaucus, one to New York and one to the Guttenberg area. Lafayette & Greenville provides two routes for local service within Jersey City and one route serving Jersey City, Hoboken and Weehawken. Also serving Jersey City are two Montgomery and West Side routes, one of which is known as the 440-Shopper's Shuttle. This terminal is also a major transfer station for Hudson County commuters riding the PATH trains into New York City and Newark.

- 3. Grove Street: The Grove Street Station is located at the intersection of Newark Avenue and Christopher Columbus Drive in Jersey City. The Grove Street Station is also a PATH station with many transfers occurring from bus routes. NJ Transit operates six routes at this facility: 1 - Newark (Kearny/Newark); 43-Jersey City (Kearny/Newark); 80-Newark Avenue (Jersey City); 81-Greenville (Bayonne); 82-Hudson (Jersey City/Union City); and 86-Nungessero-Exchange Place (Weehawken/ North Bergen). Lafayette & Greenville has two routes serving Jersey City. Montgomery & West Side have one route, which also serves Jersey City.
- 4. Exchange Place: Exchange Place Transit Mall is located at the foot of Montgomery Street in Jersey City. It also serves as a PATH station and is adjacent to the Colgate ferry terminal. All routes operated by NJ Transit and the private lines that serve the Grove Street Station also serve Exchange Place.
- 5. Harmon Cove Station Secaucus: The Harmon Cove Station is located at Secaucus Drive and the Meadowlands Parkway in



Secaucus. The bus routes utilizing this station primarily carry passengers within the Harmon Cove/Secaucus retail/industrial area with limited service to New York City. NJ Transit has one line, the 78-Newark-Secaucus line which serves Newark and Secaucus. The Hudson Bus Transportation Company has two routes, the two which serve Secaucus and Jersey City, and the six which serve Secaucus and New York. The development around this station is increasing rapidly with a growing demand for bus service.

## Existing Para-Transit Service

All transit services must provide access for disabled patrons as mandated by the Americans with Disabilities Act (ADA) of 1990. In addition to providing barrier-free facilities at established rail and bus terminals, Hudson County offers a demand-oriented paratransit service called "Transcend." The Hudson County Office on Aging provides this special transportation service for senior citizen and physically disabled patrons. Many passengers utilize this service for shopping, errands, or medical appointments, with some individuals using this service to travel to work. Approximately 6,000 people per month use the "Transcend" program.

Similarly, NJ Transit has begun to assemble easily accessible vans and mini-buses to expand their Access Link program within Hudson County. This program provides curb-to-curb service to elderly and disabled patrons within 3/4 of a mile of NJ Transit fixed bus routes. These para-transit services make the transit system more accessible to all Hudson County residents, regardless of their location, age or physical limitations.

#### Proposed Bus Service Improvements

There have been notable additions in special services, such as the Wheels program, Access Link (transportation for the elderly and disabled) and shuttle service at Liberty State Park. There have also been recently completed and planned capital improvements to upgrade bus service, bus storage and maintenance. These include the Meadowlands Bus Garage, the Weehawken Bus Storage Facility and the Greenville Bus Maintenance Garage.

There are still several major problem areas in terms of bus service, as follows:

• The bus service within the western areas of Hudson County including East Newark, Kearny, Harrison, the Meadowlands district and Secaucus is inadequate. Promote bus service from the Secaucus Transfer Station to area park and ride facilities and local employment nodes.

- NJ Transit and the private bus lines have been slow to adapt to the rapid commercial growth of the waterfront districts in Jersey City, Hoboken and Weehawken.
- The existing bus service lacks coordination because transfers between private and public operators are difficult, schedules are limited and erratic and a unified fare system allowing seamless bus to rail transfers does not exist.
- Bus service should be encouraged to serve each of the stations within the communities along the alignment of the HBLRTS. With this type of feeder service, the benefits of the HBLRTS will be expanded beyond the immediate environs of stations and improved accessibility will make it an attractive alternative to driving.

## Ferry Service

## Existing Ferry Services

Ferry service across the Hudson River is provided by several privately owned and operated companies, including NY Waterways and Water Taxi. The ferry system is utilized by approximately three percent of Hudson County commuters and service is frequent with ten minute headways during peak periods. Ferry service provides a viable and attractive transit option for Hudson County residents commuting to Manhattan. The ferry service also offers an attractive reverse commute option to employment centers along the Waterfront.

Current passenger ferry service is provided from Port Imperial, Lincoln Harbor, Hoboken Terminal, Newport, Colgate Center, Harborside, Port Liberte and Liberty State Park. It is estimated that NY Waterways carries 25,000 passengers per day on all of its routes. The current ferry terminals located in Hudson County are as follows:

 Weehawken Ferry Terminal: The Weehawken Terminal is supported by a 1,400 space park-and-ride facility and several bus routes. Two ferry routes serve this Terminal; one to West 38th Street in mid-town Manhattan and one to Whitehall Street (Slip S) in downtown Manhattan. From the West 38th Street Terminal in Manhattan, a free shuttle bus transports patrons to their destinations in midtown and downtown. This ferry service

also accommodates reverse commuting to New Jersey.

- 2. Lincoln Harbor in Weehawken: Subscription ferry service is provided for employees of companies located at Lincoln Harbor.
- 3. Hoboken Terminal: The Hoboken Terminal provides ferry service to the World Trade Center (World Financial Center/Slip 5 at Whitehall Street).
- 4. **Newport:** Ferry service connects Newport with the World Financial Center in lower Manhattan.
- 5. Colgate Center: The Colgate Center, located near Exchange Plaza in Jersey City, provides ferry service to the World Trade Center (World Financial Center/Slip 5 at Whitehall Street).
- 6. Harborside: Ferry service is provided between Harborside Financial Center and midtown Manhattan.
- 7. Liberty State Park: Ferry service is provided between Liberty State Park in Jersey City and Battery Park City in Manhattan.
- 8. Port Liberte: Ferry service is provided between Port Liberte in Jersey City and Battery Park City in Manhattan.

## Proposed Ferry Improvements

The resurgence over the past decade of Trans-Hudson ferry service has resulted in new opportunities to increase the use of this mode of transportation. Ferry service between Hudson County and New York City has generally improved over the past several years, with several new lines coming into service and additional lines proposed. The ferry also has the potential to serve reverse commute demand. With development of the HBLRT, links between proposed stations and existing ferry terminals will provide access to Hudson County employment opportunities for residents east of the Hudson River. The continued revitalization of ferry service should be encouraged.

In the past year, NY Waterways, the operator of ferry services from Weehawken, Hoboken and Jersey City to New York, has obtained federal funding for a number of initiatives that will improve their capacity and operations. These include:

1. Weehawken Ferry Terminal: The FTA has awarded a \$1 million grant for design and preliminary engineering of a new ferry terminal building 400 yards north of the existing terminal. The new site will also connect with the HBLRTS, which is scheduled to be extended to this section of the Hudson River Waterfront by 2003. The existing Weehawken ferry carries approximately 8,000 passengers per day.

2. Ferry Boat Loan Guarantee: The FTA has provided NY Waterways with a loan guarantee of \$6.1 million that will enable it to purchase a new 400 passenger vessel and refinance four other boats. New services are being considered to sites on the East River and LaGuardia Airport in New York City.

## The Roadway System

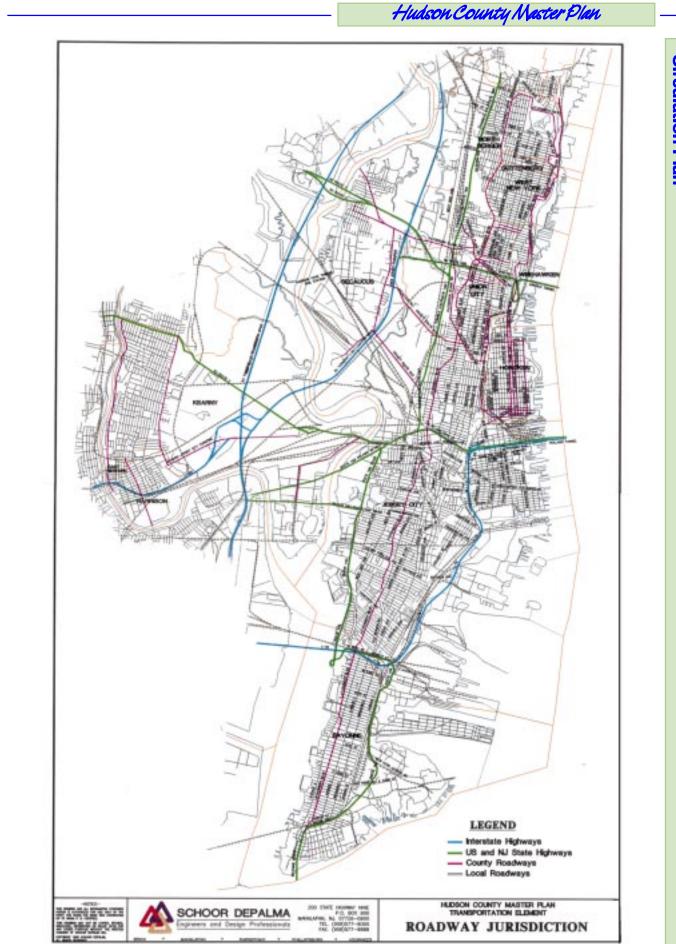
The roadway system in Hudson County is well established. Little opportunity exists for the construction of new or substantially expanded roadways. The Circulation Plan supports maximizing the use of existing infrastructure through maintenance and preservation, Intelligent Traffic Systems (ITS), construction of selected missing roadway links and improvements that increase safety, alleviate congestion and maximize efficiency.

#### **Highways**

The interstate highways in Hudson County consist of the New Jersey Turnpike (I-95), Hudson County Extension (I-78) and I-280. The State highways include U.S. Route 1 & 9 and N.J. Routes 3, 7, 139, 185, 440 and 495. The following is a general description of each of the above listed roadways which are a significant component of the Hudson County transportation system.

1. New Jersey Turnpike (Interstate Route 95 and Interstate Route 78): The New Jersey Turnpike is a limited access toll road with a general north/south orientation. Within Hudson County, the Turnpike consists of Interstate Route 95 (the Eastern and Western Spurs) and Interstate Route 78 (Hudson County Extension).

Interstate Route 78 (I-78), which begins to the west in Warren County, becomes the Hudson County Extension at Turnpike Interchange 14 in Essex County. I-78 terminates at its intersection with the Holland Tunnel. I-78 contains the following interchanges: 14A for Bayonne; 14B for Liberty State Park; 14C Grand Street for Downtown Jersey City and for the Holland Tunnel into Manhattan. Within Hudson County, I-78 is four lanes separated by a concrete median. The speed limit on this roadway is 50 MPH. I-78 provides a direct route from central New Jersey and points west to Manhattan.



**Circulation Plan** 

Interstate Route 95 (I-95) or the New Jersey Turnpike, runs from the Delaware Memorial Bridge in Salem County to the south to the George Washington Bridge in Bergen County to the north. Within Hudson County, I-95 separates into the Eastern and Western Spurs. The Eastern Spur begins south of Turnpike Interchange 15E and extends to the northeast providing a partial interchange with Interstate 280 (exit only southbound, entrance only northbound) and a full interchange at Exits 16E and 17E in Secaucus with New Jersey Route 3, U.S. Route 1 & 9, and New Jersey Route 495 for access to the Lincoln Tunnel. The Eastern Spur consists of six travel lanes and has a 55 MPH speed limit through Hudson County.

The Western Spur also begins southbound of interchange 15E and extends northwest providing a connection at Interchange 15W with Interstate 280 and the Newark-Jersey City Turnpike. The Western Spur continues out of Hudson County to Interchange 16W for N.J. Route 3 and the Meadowlands Sports Complex. The Western Spur consists of six travel lanes and has a 55 MPH speed limit. The Eastern and Western Spurs meet just south of Interchange 18E in Bergen County and merge with I-80 to cross the George Washington Bridge into New York City.

- 2. Interstate Route 280: Interstate 280 is a limited access roadway with a general east/west orientation. I-280 begins to the west as an extension of Interstate Route 80 in Morris County. I-280 has a posted speed limit of 50 MPH and its extends east to terminate at N.J. Turnpike exchange 15W in Kearny. Two partial interchanges access Harrison within Hudson County. I-280 consists of six travel lanes through East Newark and Harrison, and drops to four lanes before it interchanges with County Route 580 (Newark-Jersey City Turnpike). I-280, coupled with Jackson Street and Harrison Avenue, is a main route for regional traffic from Hudson County to access the City of Newark. The Holland Tunnel and Manhattan can be reached from I-280 via the Newark-Jersey City Turnpike to N.J. Route 139.
- 3. U.S. Route 1 & 9: Within Hudson County, U.S. Route 1 & 9 begins as a grade separated limited access roadway and continues as an at grade arterial roadway with a general north/south orientation. The elevated section of U.S. Route 1 & 9 is known as the

Pulaski Skyway and it runs between Newark and Jersey City with four travel lanes and a posted speed limit of 45 MPH. The Tonnelle Circle is located at the base of the elevated section in Jersey City. From this intersection, U.S. Route 1 & 9 continues at grade north as Tonnelle Avenue with four travel lanes and a posted speed limit of 40 MPH. Tonnelle Avenue provides a major north/south route to Bergen County and access to the George Washington Bridge into New York City. Access to the Holland Tunnel via N.J. Route 139 is also available from the Tonnelle Circle. The elevated portion of the U.S. Route 1 & 9, known as the Pulaski Skyway is prohibited to truck traffic. All trucks are required to utilize the designated truck route, Route 1 & 9 Τ.

- 4. U.S. Route 1 & 9T: This roadway, also known as Lincoln Highway through Kearny, runs between the eastern and western terminus of the Pulaski Skyway from Newark to Jersey City. Route 1 & 9 T consists of a variable section of four to six travel lanes and has a posted speed limit that varies between 30 and 50 MPH.
- 5. N.J. State Highway 3: N.J. Route 3 is a limited access arterial roadway with a general east/west orientation. N.J. Route 3 is a major northern New Jersey highway, running between Passaic County to the west and Secaucus in Hudson County to the east. N.J. Route 3 has its eastern terminus with Route 1 & 9 and N.J. Route 495. The roadway consists of six travel lanes and has a speed limit of 50 mph. Service roads in each direction provide two extra travel lanes in Secaucus to accommodate local trips. N.J. Route 3 provides access to the Meadowlands Sports Complex in Bergen County and the Lincoln Tunnel via N.J. Route 495.
- 6. N.J. State Highway 7: N.J. Route 7 is an arterial roadway which runs east/west within Hudson County. N.J. Route 7 acts as the border between Hudson and Bergen Counties in Kearny and is known as Belleville Turnpike in this area. It has four travel lanes with a variable speed limit ranging from 30 to 50 mph. N.J. Route 7 ends at the Charlotte Circle, which connects to the Holland Tunnel via N.J. Route 139 and provides an interchange with U.S. Route 1 and 9 and U.S. Route 1 and 9T.
- N.J. State Route 139: N.J. Route 139 is an arterial roadway with an east/west orientation. The upper level of Route 139 extends

**Circulation Plan** 

from the Tonnelle Circle east to Hoboken Avenue and provides access to the local street system. The lower level is a limited access facility between the Tonnelle Circle and the Holland Tunnel. Route 440 is posted with a speed limit of 45 mph.

- 8. N.J. State Route 185: N.J. Route 185 is a minor arterial with a general north/south orientation. Its southern terminus is at N.J. Route 440 in Bayonne and its current northern terminus is at Linden Avenue in Jersey City. N.J. Route 185 is proposed to continue north to Caven Point Road, which provides access to Liberty State Park. This roadway has four travel lanes and a speed limit of 40 mph.
- 9. N.J. State Route 440: N.J. Route 440 is a limited access arterial roadway with a general north/south orientation. It is a continuous roadway from Route 1 & 9 T in Jersey City to the Bayonne Bridge in Bayonne. The southern portion connects to Staten Island via an extension of Route 440 and a connection to the West Shore Expressway. The northern section connects to Communipaw Avenue in Jersey City. Within Hudson County, this roadway has four travel lanes wide and a speed limit of 45 mph in Jersey City and 50 mph in Bayonne.
- 10. N.J. State Route 495: N.J. Route 495 is a limited access roadway with an east/west orientation. N.J. Route 495 runs between N.J. Turnpike Interchange 16E and the Lincoln Tunnel into Manhattan, N.J. Route 3 and U.S. Route 1 & 9 also connect to this roadway. N.J. Route 495 consists of six travel lanes and has a speed limit of 50 mph. The roadway is the main conduit for traffic on the regional highway network to reach the Lincoln Tunnel and New York City. N.J. Route 495 is operated with one lane as an exclusive bus lane (XBL) to the Lincoln Tunnel during the morning peak period. The use of the XBL has significantly increased the capacity of Route 495 and the Lincoln Tunnel. It is used by 60,000 people per day.

## **Functional Classification**

Functional classification is the systematic organization of highways and roadways into separate classes, or groups, based upon their intended level of service and function. For an urban area such as Hudson County, there are four major classes of street systems: principal arterial, minor arterial, collector and local street. The Functional Roadway Classification Map depicts the established functional roadway classification system within Hudson County.

## Principal Arterials

An urban principal arterial system is designed to carry large volumes of traffic at high speeds to and from major urban activity hubs and between major rural connections. Access to principal arterials should be limited in order to ensure minimum disruption of the traffic flow. This roadway system is designed for longer trips and should carry traffic wishing to bypass downtown metropolitan areas. The urban principal arterial system can be further broken down into three types of roadways: interstate, other freeways and expressways, and other principal arterials with no control of access. Table B-1 in Appendix B lists the Hudson County roadways that are functionally classified as urban principal arterials within Hudson County.

#### Minor Arterials

An urban minor arterial street system is designed to carry large volumes of traffic with slightly greater land access and less traffic mobility than a principal arterial system. It should be the primary link between principal arterials and collector roadways. Minor arterials should not intrude into residential neighborhoods. Table B-2 in Appendix B lists the Hudson County roadways that are functionally classified as urban minor arterials.

#### Collectors

An urban collector street system is designed to carry moderate volumes of traffic with an equal emphasis on land access and traffic mobility. It should be the primary link between minor arterials and local roads. These roads may run through residential neighborhoods. Table B-3 in Appendix B lists the Hudson County roadways that are functionally classified as urban collectors.

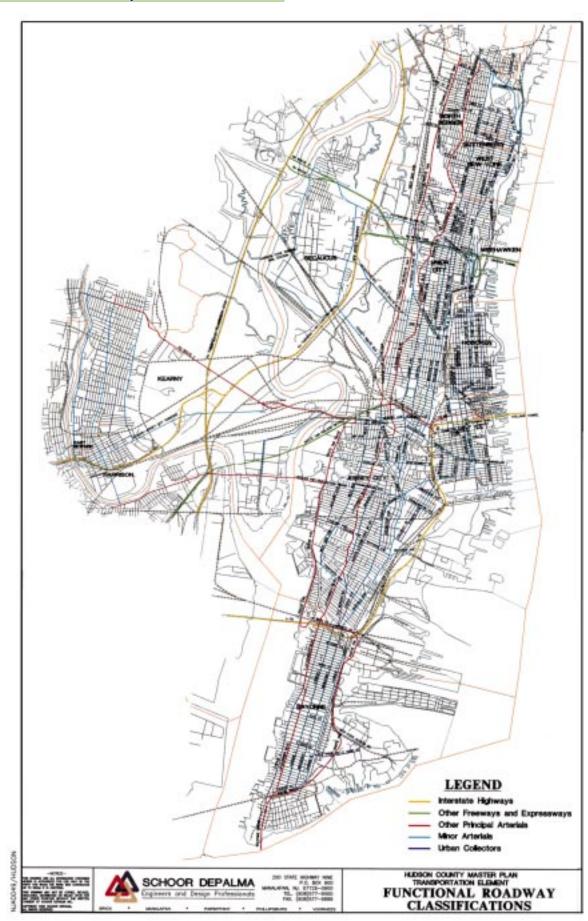
#### Local Streets

An urban local street system is designed to carry small volumes of traffic with an emphasis on land access over traffic mobility. It should be a link to the other street systems and provide direct access to adjacent land uses. An alternative route is desirable for through traffic.

#### National Transportation System

The Federal-Aid Highway Act of 1973 stated that in order to receive funding for Federal-Aid highways, the implementation of functional classification systems was required. In 1991, the Intermodal Surface Transportation Efficiency Act (ISTEA) was passed to restructure the Federal-Aid Highway Program to include a more comprehensive set of transportation modes. Under ISTEA each state is responsible for assem-





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bling their own National Transportation System (NTS) Plan. NTS jurisdiction includes intrastate and interstate travel, access to ports, airports, intermodal facilities, military bases, passenger rail lines and rail freight lines.

The NTS highways in Hudson County have a combined total urbanized mileage of approximately 75 miles. The NTS Journal Square Transportation Center Facility has a combined total urbanized mileage of 2.01 miles. The National Transportation System Map depicts the National Transportation System within Hudson County, which is described in more detail in Table IV-1.

Roadway Improvements Under Construction The Planned Roadway Improvements Map shows the location of currently planned roadway improvements. Several of the more significant highway system improvement projects that will increase safety and alleviate congestion include:

1. Paterson Plank Road/Union Turnpike Grade Separation (North Bergen): This project which is under consideration includes the grade separation of Paterson Plank Road

#### **Table IV-1 National Transportation System**

Passenger Rail NJ Transit Main Line NJ Transit Bergen County Line NJ Transit Pascack Valley Line NJ Transit Boonton Line NJ Transit Morristown Line NJ Transit Gladstone Line NJ Transit Montclair Line PATH: Newark - World Trade Center Line PATH: Journal Square - 33rd Street Line

Rail Freight Conrail Lehigh Valley Line Conrail River Line Conrail Northern Branch Line New York, Susquehanna & Western Line (NYS&W)

Highways/Routes I-78 (NJ Turnpike Hudson Co. Ext.) I-95 (NJ Turnpike E and W Spur) I-280 U.S. Route 1 & 9 U.S. Route 1 & 9 Truck

NJ Route 3 NJ Route 7 NJ Route 63 NJ Route 139 NJ Route 440 NJ Route 495 County Route 501 (JFK Boulevard) Central Avenue County Avenue County Road Fish House Road Port Jersey Boulevard Port Terminal Road Secaucus Road West 59th Street

Transit Facilities Harrison PATH Station Harrison PATH Station NJ Route 495 Park & Ride Journal Square Transportation Center Journal Square Transportation Center Journal Square Transportation Center

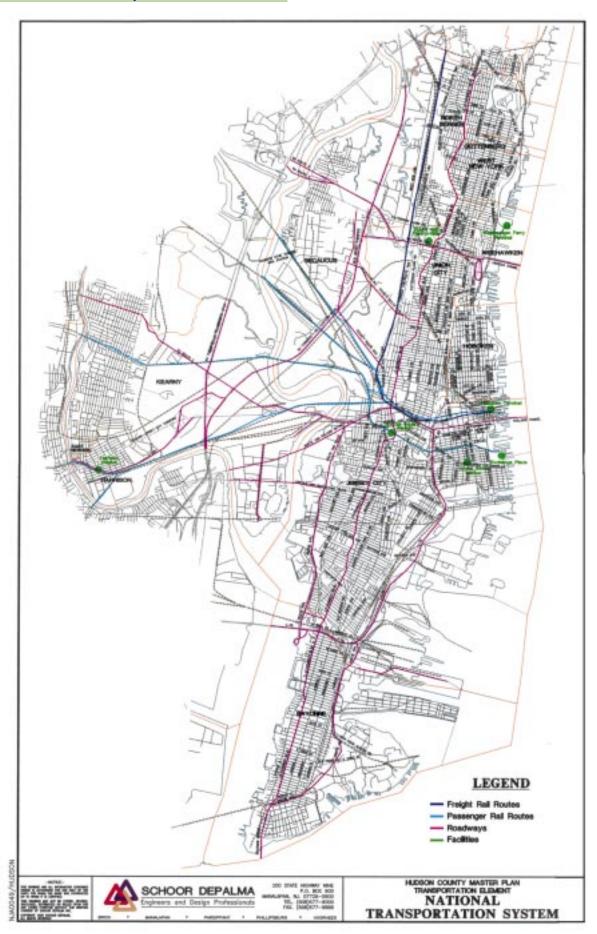
From County Line County Line County Line County Line County Line

County Line County Line JFK Boulevard Tonnelle Circle/Pulaski Skyway Communipaw Avenue I-95 (NJ Turnpike)/NJ Route 3 County Line Pennsvlvania Avenue Paterson Plank Road County Avenue NJ Route 7 NJ Route 440 NJ Route 440 County Road I-78

From Frank E. Rogers Boulevard Harrison Avenue Paterson Plank Road Tonnelle Avenue Newark Avenue **Broadway Avenue** 

То Holland Tunnel County Line I-95 (NJ Turnpike) Tonnelle Circle/County Line U.S. Route 1 & 9 Pulaski Skyway/ Tonnelle Circle NJ Route 495 US Route 1 & 9 Pulaski Skyway County Line Holland Tunnel Bayonne Bridge Lincoln Tunnel West 1st Street Kearny Station County Road US Route 1 & 9 (Tonnelle Avenue) Pennsvlvania Avenue Global Marine Terminal MOT JFK Boulevard NJ Route 440

То From PATH station to Harrison Avenue Paterson Plank Road (CR 681) Accessible via ramp off NJ Route 495 Sip Avenue and US Route 1 & 9 Summit Avenue and Tonnelle Avenue Tonnelle Avenue and US Route 1 & 9



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and Union Turnpike over Route 1 & 9 and the Conrail and NYS&W rail lines. The project will result in the alleviation of a congested intersection currently controlled by several traffic signals and negatively impacted by periodic crossings on the rail line.

- Secaucus Road Grade Separation (Jersey City, North Bergen): This project which is under construction involves the construction of a grade separation carrying Secaucus Road over Route 1 & 9 and the Conrail and NYS&W rail lines. This project will result in the elimination of vehicular and rail crossing conflicts and increase the capacity of the Secaucus Road intersection with Route 1 & 9.
- 3. Route 139: Route 139, a major regional route to the Holland Tunnel, is being reconstructed to improve aging infrastructure and system efficiency. This is a major project of regional significance that is being completed in phases and includes the reconstruction of the 12th and 14th Street Viaducts, Conrail Viaduct and Bergen Viaduct.
- 4. Bergen Arches: The proposed project will link to the Jersey City waterfront via an existing railroad right-of-way that parallels N.J. Rt. 139. Such a link would increase access to the waterfront and benefit commuters traveling to employment centers in Jersey City. Careful consideration is necessary to ensure that the mode of transportation selected for the Bergen Arches serves waterfront development and does not provide a new regional approach to the Holland Tunnel.
- 5. 69<sup>th</sup> Street Grade Separation (North Bergen): This project involves the construction of a grade separation carrying 69<sup>th</sup> Street traffic over the Conrail and NYS&W rail lines. This project will result in the elimination of vehicular and rail crossing conflicts and increase access to the warehouse and industrial district along West Side Avenue.
- 6. St. Paul's Avenue Structure (Route 1 & 9): The existing structure will be replaced and the right-of-way will be realigned as part of the Tonnelle Circle elimination project.
- 7. Charlotte Circle Elimination and Tonnelle Circle Improvements: The Charlotte Circle will be eliminated and a traffic signal will be installed to regulate the merge of Route 1 & 9 southbound and Route 7 eastbound traffic. Also, lanes will be added to separate Route 1 & 9 southbound traffic from traffic using the ramp to the Pulaski Skyway.

- 8. Route 185: The extension of Route 185 from Linden Avenue to Caven Point Road will be completed, improving access to Port Liberte and Liberty State Park.
- **9.** Port Imperial Boulevard: A new roadway extending from southern Weehawken to River Road in West New York along private roadway alignments is proposed. Port Imperial Boulevard would link and provide access to existing and proposed waterfront development. Careful design consideration must be given to ensuring the roadway does not provide new regional access to the Lincoln Tunnel and Holland Tunnel.
- **10. Secaucus Interchange:** This project involves the construction of a new interchange on Interstate 95 in the vicinity of the Secaucus Transfer Station and Allied Junction.

## Potential Roadway Widenings

The Hudson County Division of Engineering has identified roadways that are anticipated to be widened. The following roadways are included as part of County Roadway Widening Projects: County Road; New County Road; New County Road Extension; Passaic Avenue; Fish House Road; Central Avenue in Kearny; and Hillside Road.

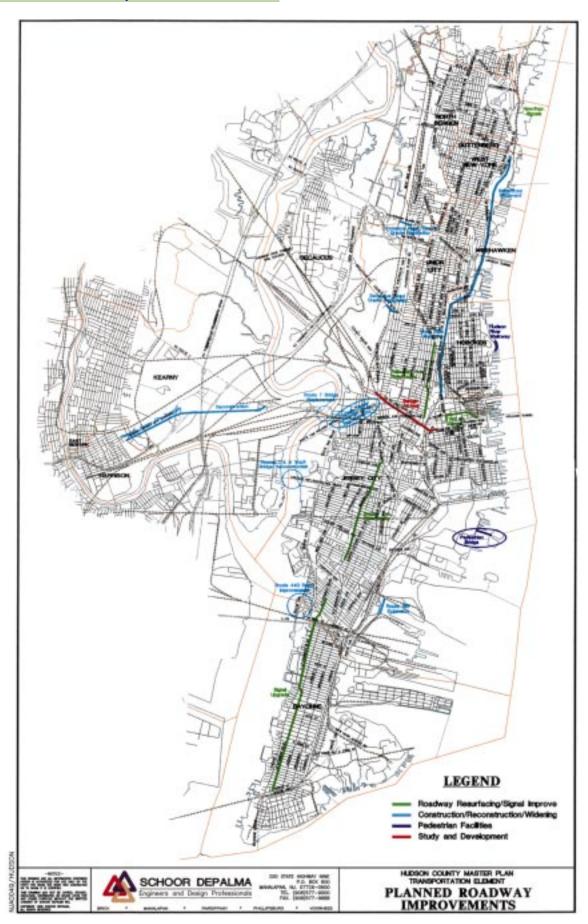
## **Operational Characteristics of Roadways**

Much of the roadway infrastructure within Hudson County is aging and in need of upgrading, despite periodic maintenance, to meet modern design standards for safety and accommodate current traffic volumes. The following discussion identifies some of the general operating characteristics of the existing Hudson County road system.

## Average Daily Traffic (ADT) Volumes

Existing traffic volume data was collected through the placement of Automatic Traffic Recording (ATR) devices on the major County and local roadways throughout Hudson County. In addition, New Jersey DOT was consulted to determine traffic volume data on State operated roadways. This data was used to obtain Average Daily Traffic (ADT) volumes for the major State, County and local roadways throughout Hudson County. The ADT of a roadway represents the average 24 hour volume for both directions.

Analysis of the traffic volume data obtained through the ATR counts indicates that the morning peak period within Hudson County generally occurs from 6:00 AM to 9:00 AM. The morning peak hour was primarily between 8:00 AM and 9:00 AM. The evening peak period occurs from 4:00 PM to 7:00 PM. The evening



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peak hour was primarily between 5:00 PM and 6:00 PM.

The Existing Primary Roadway Average Daily Traffic (ADT) Map illustrates the ADT volumes on the primary State and County roadways within Hudson County. The volumes have been broken down into five categories:

- 0 10,000 ADT
- 10,001 20,000 ADT
- 20,001 30,000 ADT
- 30,001 50,000 ADT
- 50,001 ADT and greater

Table IV-2 summarizes the Average Daily Traffic volumes for the primary roadway links shown in Figure A-4. The roadways with the greatest automobile traffic volume are those providing access to New York City for commuters. Most of these roadways consist of four travel lanes; some are substandard in design and were not built to accommodate the high volumes of traffic that now exist.

## High Accident Locations

Accident data records were obtained for Hudson County from the NJ Department of Transportation, Division of Transportation Data Technology. The data is for the entire 1993 calendar year.

The High Accident Location Map illustrates the ten highest accident locations for each municipality within Hudson County, except for the Borough of East Newark and the Town of Guttenberg, where the five highest accident locations are shown. A review of this figure shows groupings of high accident locations along I-280 in Harrison, along NJ Route 495 near the Lincoln Tunnel and at the Jersey City end of the Pulaski Skyway. These coordinate with the high volume locations and roadways determined in the last section.

Table IV-3 summarizes the 30 highest accident locations within Hudson County, by volume, showing the roadway, municipality and cross street of the accidents. A review of this table indicates that nine out of the ten highest accident locations are along State operated roadways. The volume of accidents at these locations indicates that safety enhancement programs should be pursued to address areas with high concentrations of accidents.

## Goods Movement

The goods movement industry is a major user of the transportation network throughout Hudson County

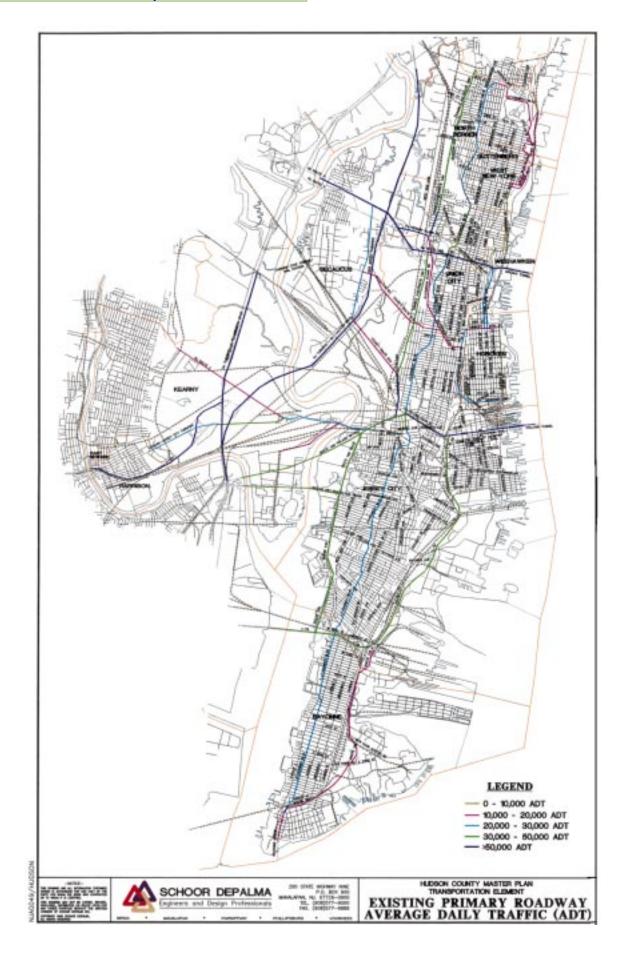
due to the large regional market, the close proximity of several Hudson River crossings into New York City and the availability of port, rail and distribution infrastructure. The New York/New Jersey metropolitan region, including Hudson County, contains a population of 15.4 million people and is the largest single market in the U.S. To support the area's population and economy, approximately 116 million tons of goods are transported into the area each year and 100 million tons are transported out. Approximately twothirds of that tonnage is moved by truck. Congestion often results within the region's cities and the surrounding areas where truck traffic is the primary method of goods movement. The impact of congestion on business and industry results in the increased cost of delivered goods and services, delayed and missed deliveries and the loss of ready access to customers. These impacts translate into reduced productivity, profits and markets. The net result is higher costs for businesses in the metropolitan area, which diminishes the region's ability to compete in national and international markets. The reliance on trucks to transport goods also has an adverse impact on quality of life. The impacts include increased air pollution, reduced safety and additional congestion.

The trend in the goods movement industry in Hudson County over the past few decades has been towards freight intermodalism. This is defined as the movement of goods via two or more modes of transportation (marine, rail, truck or air) in a container or trailer, without the need to unload and reload goods between modes. Intermodal freight transportation will play a major role in future transportation planning in Hudson County and surrounding areas. Hudson County is the site of several intermodal facilities and will be at the center of future port planning. Goods that travel through Hudson County utilize one or more of the following facilities, shown on the Intermodal Goods Movement Map and listed in Table IV-4.

## Hudson River and Staten Island Crossings

Each day approximately 30,000 trucks use the six Hudson River and Staten Island crossings operated by the Port Authority of New York and New Jersey: the George Washington Bridge, Lincoln Tunnel, Holland Tunnel, Bayonne Bridge, Outerbridge Crossing, and Goethals Bridge. Table IV-5 lists the percentage of truck traffic at each of the crossings for 1974, 1985 and 1991.

As can be seen from the Table IV-5, there is a downward trend in truck traffic at the Lincoln and Holland Tunnels. The tunnels are effectively limited to small

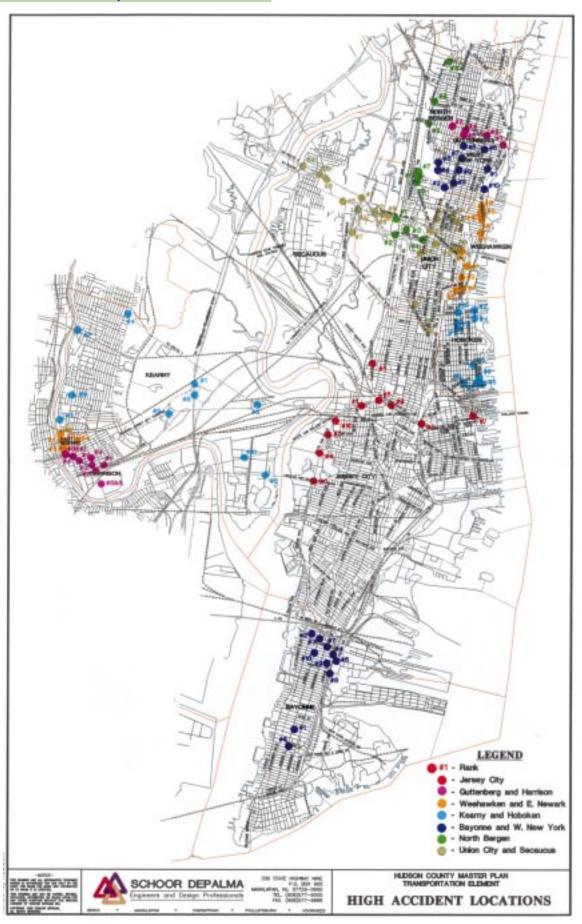


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# Table IV-2Existing Average Daily Traffic VolumesHudson County

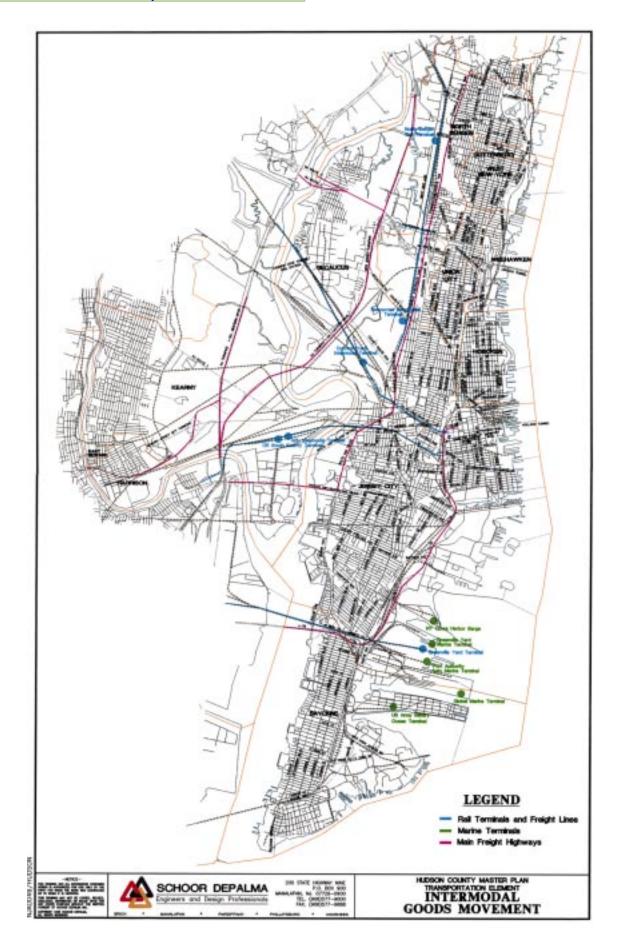
Roadway	Section	ADT	Year
NJ Rt. 3	Btn. Meadowlands Pkwy & Paterson Plank Rd.	138,000	1995
I-95 NJ Tpk. (West)	Btn. Exit 15E & 15W	120,300	1989
NJ Rt. 495	Btn. NJ Rt. 1 & 9 & Lincoln Tunnel	117,000	1978
NJ Rt. 495	Lincoln Tunnel	109,800	1995
NJ Rt. 3	Btn. County Line & NJ Tpk.	108,300	1985
I-95 NJ Tpk (East)	Btn. Exit 16E & 17E	102,700	1995
I-95 NJ Tpk. (West)	Btn. Exit 15W & 16W	98,900	1995
NJ Rt. 3	Btn. NJ Tpk. & NJ 495	89,400	1983
I-280	Btn. Exits 15 & 16	87,800	1993
I-95 NJ Tpk. (East)	Btn. Exit 15E & 16E	84,600	1989
NJ Rt. 139	Holland Tunnel	76,000	1987
I-95 NJ Tpk. (East)	Just South of County Line	66,700	1995
Paterson-Plank Rd.	Btn. Terminal Rd. (Park Pl.) & West Side Ave.	65,100	1995
NJ Rt. 1 & 9	North of Pulaski Skyway	63,700	1992
NJ Rt. 1 & 9	Tonnelle Ave. Btn NJ495 & CR681	53,700	1986
NJ Rt. 440	Btn. CR 602 & NJ Tpk. Rt. 1 & 9	48,200	1985
I-78 Turnpike Ext.	Btn. Exit 14A & 14B	46,500	1995
NJ Rt. 1 & 9	Tonnelle Ave. Btn. CR 653 & NJ495	45,800	1993
I-78 Turnpike Ext.	Btn. Exit 14B & Rt. 139	43,900	1995
NJ Truck Rt. 1 & 9	Btn. Communipaw Ave. & NJ Rt. 139	39,800	1995
JFK Blvd.	Btn. Winkle & St. Pauls Ave.	38,600	1995
Jersey City Tpk.	Btn. NJ Tpk. & Belleville Tpk.	37,600	1995
JFK Blvd.	Within the Lincoln Tunnel loop	37,000	1995
NJ Rt. 1 & 9	Tonnelle Ave. Btn. 70th & 71st Sts.	36,300	1991
NJ Truck Rt. 1 & 9	Btn. Tpk & Communipaw Ave.	33,800	1985
JFK Blvd.	Btn. 55th & 57th St.	30,700	1995
NJ Rt. 440	Btn. I-78 & CR 602	30,200	1991
JFK Blvd.	Btn. I-78 & West 63rd St.	29,700	1995
NJ Rt. 7	Btn. NJ 139 & Newark Tpk.	29,200	1979
JFK Blvd.	Btn. 20th & 21st St.	28,000	1995
Observer Hwy.	Btn. Newark Ave. & Willow Ave.	27,100	1995
JFK Blvd.	Btn. Bowers & Lincoln Sts.	27,000	1995
County Ave.	Btn. NJT exit & Dorigo Ln.	26,100	1995
Park Ave.	Btn. 18th & the RR	26,000	1995
JFK Blvd.	Btn. Lexington & Glendenny Ave.	25,700	1995
Willow St.	Btn. 18th & the RR	24,500	1995
Newark Ave.	Btn. Waldo Ave. & I-78/RR	24,100	1995
Garfield Ave.	Btn. Caven Pt. & Bay View Ave.	21,700	1995
JFK Blvd.	Btn. 85th & 87th Sts.	21,200	1995
JFK Blvd.	Btn. 55th & 56th St.	20,900	1995
Paterson-Plank Rd.	At River View Park (So. of Bowers St.)	20,100	1995
JFK Blvd.	Btn. 51st & 54th St.	18,900	1995
Viaduct	Btn. Manhattan Ave. & Madison St.	18,400	1995
Ocean Ave.	Btn. Myrtle & Claremont Ave.	17,700	1995
Paterson-Plank Rd.	Btn. Columbia Ave. & the RR	17,000	1995
Pennsylvania Ave.	East of Central Ave.	16,300	1995
County Rd.	Btn Rt. 1&9 & I-95 East	15,400	1995
NJ Rt. 7	Btn. Newark Tpk. & County Line	14,400	1986
Route 440	At the Bayonne Bridge	14,300	1995
Bergenline Ave.	Btn. 48th & 50th St.	13,500	1995
Palisade Ave.	Btn. 18th Ave. & Washington Ave.	11,900	1995
Hillside Rd.	East of JFK Blvd.	11,400	1995
Paterson-Plank Rd.	At Washington Park (So. of 2nd St)	11,200	1995
JFK Blvd.	Btn. Wall St. & Bulls Ferry Rd.	10,700	1995
Secaucus Rd.	Btn. 16th St. & Michael Dermott Pl.	10,700	1995
JFK Blvd.	Btn. North & Linden St.	8,900	1995
Washington Ave.	Btn. 8th & 9th St.	8,600	1995
Hackensack-Plank Rd.	Just south of Approach Rd. to Lincoln Tn.	5,800	1995
Communipaw St.	Btn. Monitor St. & the RR	1,500	1995
Pershing Rd.	South of JFK Blvd. East	1,300	1995



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# Table IV-3Highest Traffic Accident LocationsHudson County

 •	•					
		Accidents				_
Roadway	Municipality	Cross-street/Marker	Total	Fatal	Injured	
NJ Tpk	Secaucus	Exit 17E	173	0	43	
Route 1	Jersey City	Ramp fr. Pul Skwy	95	0	31	
NJ Tpk	Kearny	Exit 15W	56	0	43	
Pat Plan Rd	North Bergen	W. Side Ave	52	0	7	
Route 1T	Jersey City	Newark Ave	50	0	13	
Route 139	Jersey City	Palisades Ave	45	0	31	
Route 495	North Bergen	Route 3	40	0	17	
Route 1	North Bergen	Pat. Plank	39	0	32	
Route 1T	Jersey City	Broadway	38	0	8	
Route 1	Jersey City	Manhattan Ave	37	0	16	
Route 495	North Bergen	Grand Ave	35	0	28	
Route 1	North Bergen	69 <sup>th</sup> Street	35	0	20	
Route 1T	Jersey City	Communipaw Ave	32	0	34	
Route 1T	Kearny	Hackensack Ave	32	0	23	
Route 139	Jersey City	Intersection	32	0	7	
Route 1	North Bergen	Union Tpk	28	0	22	
Route 1	North Bergen	46 <sup>th</sup> Street	28	0	16	
Route 495	Union City	JFK Blvd	28	0	15	
Route 1	North Bergen	76 <sup>th</sup> Street	27	0	16	
Route 1	Jersey City	Ramp to Pul Skwy	26	0	9	
Route 1	North Bergen	Route 3	25	0	18	
Route 1	North Bergen	91 <sup>st</sup> Street	25	0	15	
Route 139	Jersey City	Baldwin Ave	25	0	28	
Route 1T	Jersey City	Route 1 & 9	24	0	9	
JFK Blvd	Weehawken	Baldwin Ave	23	0	14	
Route 3	Secaucus	Pat. Plank Rd	22	0	10	
Clinton Ave	Hoboken	Eleventh	19	0	22	
Ninth	Weehawken	Willow	19	0	13	
Pat Pk Rd	Secaucus	Rt. 700	18	0	9	
Passaic Ave	E. Newark	Center	18	0	6	
Hudson St	Hoboken	1 <sup>st</sup> Street	18	0	6	
JFK Blvd	Union City	Bergen Tpk	18	0	8	
Passaic Ave	Kearny	Bet. Berge/Marsh	17	0	17	
Route 3	Secaucus	Meadowlands Pky	17	0	12	
JFK Blvd	Weehawken	Ninth	17	0	8	
Schuyler Ave	Kearny	Bet. Rt. 7 & 700	16	0	8	
New Co. Rd	Secaucus	Pat. Plank	16	0	4	
JFK Blvd	Union City	39 <sup>th</sup>	15	0	8	
 JFK Blvd E	W. New York	River Road	15	0	7	
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# Table IV-4Goods MovementHudson County

<b>County Facilities</b> <i>Major Marine Terminals</i> Global Marine Terminal, Jersey City Port Authority Auto Marine Terminal, Jersey City Former Military Ocean Terminal, Bayonne New York Cross Harbor Railroad Terminal, Jersey City	<b>Nearby</b> <i>Major Mai</i> Port New Howland
Major Rail Terminals American President Lines (APL), South Kearny CR South Kearny North Jersey Intermodal (Croxton Yard), Jersey City North Bergen Terminal Resources Intermodal Terminal, North Bergen Greenville Yard, Jersey City New York Cross Harbor Terminal, Jersey City	<i>Major Rail</i> Little Fe Oak Isla Portside, E-Rail Te Express Brills Yai
Regional Highway Freightways New Jersey Turnpike (I-95, I-78) Interstate Route 280 US Route 1 & 9 US Route 1 & 9 Truck US Route 7 NJ Route 3	<i>Major Air</i> Newark JFK Inte

#### **Nearby Facilities**

*Major Marine Terminals* Port Newark/Elizabeth Howland Hook, Staten Island

Major Rail Terminals Little Ferry Yard Oak Island Yard, Newark Portside, Newark E-Rail Terminal, Elizabeth Express Rail Transfer, Newark Brills Yard, Newark

*Major Air Cargo Facilities* Newark International Airport JFK International Airport

trucks due to height and width restrictions. Among the six Port Authority crossings, the George Washington Bridge, Goethals Bridge and the Outerbridge Crossing have sufficient height and width clearances to accommodate large trucks. Table 6 lists the truck size limits for all crossings except the Bayonne Bridge, which is not a major truck route.

NJ Route 440

The diversion of large trucks from the Lincoln and Holland Tunnels has negative and positive consequences for Hudson County. As the freight industry moves towards larger trucks, height and width restrictions limit the number of trucks that can use the Tunnels. Studies have shown that approximately 70 to 75 percent of all trucks that use the Lincoln and Holland Tunnels are 2-axle trucks. In addition, 96 percent of the trucks that use the Lincoln Tunnel and 99 percent of the trucks that use the Holland Tunnel are 96 inches wide or less. Most large trucks must use the George Washington Bridge to cross the Hudson River. Table IV-6 shows truck size limits for area bridges and tunnels. Large trucks originating in Hudson County add to traffic congestion on north/south routes on their way to the George Washington Bridge. However, large trucks originating outside Hudson County bypass County roads and highways on their way to the George Washington Bridge, Goethals Bridge and Outerbridge Crossing.

One possible way to decrease the number of containers transported by truck from Hudson County to Manhattan, Brooklyn, and Queens, which is a large demand route, is the future expansion of container barge service from Port Newark/Elizabeth and the Greenville Yards in Jersey City to Brooklyn's Red Hook Marine Terminal.

#### **Roadway Conditions**

Route 1 & 9 is one of many congested highways in northern New Jersey. Route 1 & 9 is a major truck route carrying 60 to 65 percent truck traffic along the Tonnelle Avenue section in Jersey City. The primary reason for its popularity with truck drivers, who would otherwise use the New Jersey Turnpike, is the lack of tolls. Issues regarding Route 1 & 9, include high-

#### Table IV-5 Percent Truck Traffic

	1974	1985	1991
George Washington Bridge	41%	51%	51%
Lincoln and Holland Tunnels	39%	28%	25%
Staten Island Bridges*	17%	21%	24%

\*Note: The Bayonne Bridge accounts for only a small percentage of the interstate truck traffic; approximately 300-400 ADTT, and the trips are localized between Staten Island and Bayonne. **Circulation Plan** 

way/rail conflicts at several grade crossings in Jersey City and North Bergen and inadequate design geometry for large trucks at several intersections, jughandles and the Tonnelle Circle. In addition, access to intermodal terminals is extremely difficult in the Tonnelle Avenue section of Route 1 & 9 for small trucking companies and major shippers such as UPS and the U.S. Postal Service. NJDOT is currently studying improvements to Tonnelle Avenue that maximize existing capacity and increase operational efficiency. A promising area for improvement is Intelligent Transportation Systems (ITS) technology that maximizes the capacity of existing infrastructure while improving safety and decreasing traffic congestion. ITS, along with intersection and jughandle improvements to accommodate truck turning movements, can help alleviate traffic congestion and improve safety along Route 1 & 9 (Tonnelle Avenue).

Table IV-6 Truck Size Limits				
H	leight	Width		
George Washington Bridge (Upper Level)	14'0"	102'"		
George Washington Bridge (Lower Level)	13'6"	102"		
Lincoln Tunnel	13'0"	102"		
Holland Tunnel	12'6"	96"		
Outerbridge Crossing	14'0"	102"		
Goethals Bridge	14'0"	102"		

The other major artery for goods movement into and out of Hudson County is the New Jersey Turnpike. Despite toll increases, the norther portion of the Turnpike still experiences heavy volume and associated delays at tolls and interchanges. The Turnpike currently has a coupon and account system for commercial users that should be more heavily promoted as a means to reduce delays and costs to carriers and shippers. The Turnpike has also initiated a discount program for trucking companies to attract truck traffic. In addition, the Turnpike is planning electronic tolls and congestion pricing to help alleviate traffic conditions at the toll booths. There are also plans for a new Turnpike interchange in Secaucus to access the railroad and trucking industries located within this area.

#### Access to Intermodal Facilities

Aside from improvements along the major truck arteries, improved connections and large truck access are needed from other regional roadways to the various intermodal facilities located within Hudson County. New Jersey Transit is constructing grade separations at Secaucus Road, Paterson Plank Road and 69th Street to segregate auto traffic from rail traffic. Direct connections between Route 440, the New Jersey Turnpike, Port Jersey Boulevard and the Global Marine Terminal in Jersey City would improve regional distribution and reduce travel time and congestion on local roadways.

#### Ports

Access to goods transport facilities requires more than improved roads and highways. The Port Jersey Channel, which provides marine shipping access to the Global Marine Terminal in Jersey City, currently needs to be dredged to a depth of at least 50 feet in order to accommodate planned post-Panamax ships. The Army Corps of Engineers and the State of New Jersey should implement a plan to accelerate the dredging. Without adequate channel and berth depths, maritime commerce, freight movement and port development will be adversely affected.

#### <u>Rail</u>

The current freight rail system and passenger rail system share several rail lines through Hudson County. Freight and passenger rail authorities anticipate the need for increased capacity to alleviate problems with routing, congestion, scheduling conflicts and operating speeds. Additional investment such as upgraded train control technology and additional trackage should be considered. The operation of Conrail in the Northern New Jersey Shared Assets Area by CSX and Norfolk Southern should be closely monitored by the County and State to preserve service and introduce competition in the freight rail market. Ultimately, the freight railroads, New Jersey Department of Transportation, NJ Transit and the North Jersey Transportation Planning Authority should jointly develop a freight and passenger rail investment master plan.

## <u>Air</u>

Northern New Jersey transports a considerable amount of air cargo through Newark International Airport. Since trucks are utilized to transport goods to and from the Airport, air cargo facilities are often as affected by highway congestion as rail and marine intermodal facilities. It is estimated that more than 75 percent of the air cargo into and out of Newark International Airport originates or is destined for areas east of the Hudson River. Congestion and delays currently exist on several major freight routes in Hudson County, including U.S. Route 1 & 9 (Tonnelle Avenue) and the New Jersey Turnpike, due to trucks originating from or destined for the cargo facilities surrounding Newark International Airport.

## **Pedestrian/Bicycle Movements**

Walking and bicycling are often overlooked as viable modes of transportation within Hudson County and throughout the State of New Jersey. However, 27,715 workers out of 262,745 total workers, or 10.5 percent, walk to work and another 341 workers, or .1 percent, bicycle to work according to the 1990 Census. In addition, most of the 76,984 workers who utilize public transportation must walk at one or both ends of their trip. If non-work related trips are added, these numbers grow. Walking and bicycling to work is a commuting option available to many Hudson County residents. The challenge is to make these modes of transportation more attractive to workers, especially in areas where employment and housing are located in close proximity to one another.

The New Jersey Department of Transportation (NJDOT) recommends bicycling as a viable and convenient means of commuting for people who reside five miles or less from their workplace. A trip by bicycle will often take an equal or lesser amount of time than the same ride by automobile. However, people who wish to bicycle or walk to their destination often face obstacles such as congested or narrow roadways, blocked routes or a lack of secure storage areas. These physical barriers can be removed through the combined efforts of the State, County and municipalities.

#### **Evaluation of Deficiencies**

The New Jersey Department of Transportation published a Statewide Bicycle and Pedestrian Master Plan in June 1995. This document sets forth the current conditions and needs of New Jersey pedestrians and bicyclists and formulates goals to meet these needs. Information was obtained through a series of workshops, questionnaires and interviews. Based on the needs expressed, areas of concern were prioritized as critical issues facing pedestrians and bicyclists within the State of New Jersey. Many of these issues and concerns correspond to deficiencies present within Hudson County. These critical issues are as follows:

- Facilities: Pedestrians and bicyclists are concerned about mobility, safety and access. Specific needs identified include: wider lanes and paved shoulders on existing roadways; pedestrian signals and crosswalks at intersections; design standards for dedicated facilities and reduction of automobile impacts with separated facilities or traffic calming techniques.
- 2. Community Design: New development

should be designed to make bicycling and walking easy and convenient. Land use design standards should be created to encourage pedestrians and bicyclists. Linkages between transit, schools, work places and shopping centers should be created to provide short cuts for non-motorists.

- 3. Acceptance/Legitimacy: Bicycling and walking should be promoted as a viable means of transportation. Recognition by state, county and local government is required.
- 4. Confidence and Security: Bicyclists and pedestrians need to feel secure, both with traffic and on separate facilities. This requires educational programs, better lighting and enforcement of traffic laws for motorists and bicyclists.
- 5. Connections: In addition to the above needs and concerns, NJ Transit buses do not permit commuters to ride with bicycles. NJ Transit trains currently only accept collapsible bicycles during off-peak hours on the Hudson River crossings. The Main/Bergen Lines and the North Jersey Coast Line allow two standard bicycles during the off-peak hours and collapsible bicycles at all times. PATH trains allow all bicycles during off-peak hours with a permit. In order for transit riders to bicycle as part of their daily commute, they must either travel during off-peak hours or leave their bicycle at the station. Traveling during off-peak hours is inconvenient for most workers and until recently, there has been a lack of secure bicycle racks or storage areas at stations.

## Scheduled Improvements

There are several transportation projects currently underway and in the planning phase that will enhance the pedestrian and bicycle environment for Hudson County residents. These projects are programmed through the North Jersey Transportation Planning Authority's Transportation Improvement Program (TIP) and the Hudson County Capital Transportation Program (CTP). The TIP and CTP are used to allocate Federal and State funds for transportation projects respectively. One of the key projects is the completion of the Hudson River Waterfront Walkway.

## FY 1999 - 2002 CTP

 HC-263/Passaic Avenue: Passaic Avenue will be reconstructed, including new sidewalks, between Johnson Avenue and Route 7 in Kearny.

2. HC-269/Kennedy Boulevard (Section 11): Kennedy Boulevard will be reconstructed, including new sidewalks, between Communipaw Avenue and Sip Avenue in Jersey City.

#### TIP and CTP Projects Under Construction

- 1. HC-260/Kennedy Boulevard (Section 9): Kennedy Boulevard is being reconstructed, including new sidewalks, between Underwood Place and Nelson Avenue in Jersey City.
- 2. St. Peter's College Pedestrian Bridge: An elevated pedestrian bridge over Kennedy Boulevard connecting the St. Peter's College campus is under design. Construction will commence upon the completion of final design and allocation of funding.

#### Goals for the Future

As part of the Statewide Bicycle and Pedestrian Master Plan, the New Jersey Department of Transportation has created an action plan and published a set of goals and objectives. These goals were defined to realistically achieve the following vision for bicycling and walking in New Jersey: "New Jersey is a place where people choose to bicycle and walk. Residents and visitors are able to conveniently walk and bicycle with confidence and a sense of security in every community. Both activities will become a routine part of the transportation and recreation system." The following five goals, with supporting objectives, are presented for achieving the vision:

- Plan, design, construct and manage transportation and recreation facilities to accommodate and encourage use by bicyclists and pedestrians and be responsive to their needs.
- Make community destinations, transit facilities, and recreation facilities accessible and convenient for use by all skill levels of bicyclists and pedestrians.
- Reform land use planning policies, ordinances and procedures to maximize opportunities for walking and bicycling.
- Develop education and enforcement programs that will result in the reduction of accidents and a greater sense of security and confidence for bicyclists and pedestrians.
- Increase bicycling and walking by fostering a pro-bicycling and pro-walking ethic in individuals, private sector organizations, and all levels of government.

Creating a supportive environment for bicycling and walking in Hudson County cannot be accomplished by the New Jersey Department of Transportation alone. Local municipalities should develop land use regulations that are pedestrian and bicyclist friendly and create comprehensive plans that address pedestrian and bicycling issues. The dense pattern of development and mix of uses throughout much of Hudson County can support bicycle/pedestrian transportation if planning results in usable facilities. The implementation of the Statewide Bicycle and Pedestrian Master Plan within Hudson County can make walking and bicycling an integral part of the County transportation system.

## **Transportation Analysis**

Hudson County ranks 8<sup>th</sup> in the nation in the percentage of workers utilizing public transportation to travel to work. Of all Hudson County workers, 29.3 percent utilize public transportation, 15.4 percent car pool and 42.4 percent drive to work alone. Peak hour travel in Hudson County consists primarily of Hudson County residents traveling to employment outside and inside the County, commuter trips originating from outside Hudson County to jobs within the County and commuters traveling across Hudson County to jobs east of the Hudson River. These commuter trips are mixed with regional and local shopping trips and trips oriented to attractions on the Hudson River waterfront (i.e., Liberty State Park).

According to 1990 census data, approximately 130,000 workers reside in Hudson County and work outside of the County, with almost half of the those workers destined for jobs east of the Hudson River. Approximately 94,000 workers travel to job destinations within Hudson County from residences outside the County, with close to 60 percent of those workers arriving from the north. Within Hudson County, over 141,000 workers reside and work within the County. These residents and workers circulate mostly on local arterials, collector roads and transit facilities within the County.

In assessing transportation needs within Hudson County, it is apparent that existing land use patterns and geography create several clearly definable subregions within the County. The Palisades traversing Hudson County limit east/west links to the waterfront and the Hackensack River separates Kearny, Harrison and East Newark from the rest of Hudson County. Major transportation corridors such as I-78, Route 1 & 9, Route 3 and Route 495 also create barriers to unimpeded travel. Anticipated employment and population growth will occur primarily in areas that already serve as major origins or destinations of vehicle or transit trips, including the Hudson River Waterfront and the industrial-commercial areas of Secaucus and Kearny. The impact of this growth on the transportation network depends on a number of factors, including the size and mix of projects.

Consistent with these diverse geographical and land use patterns, the County can be divided into five distinct Transportation Zones for transportation planning purposes, as shown on the Transportation Zones Map. These zones are established for analysis purposes based on the roadway, land use, and natural geographical characteristics. They are Zone 1 consisting of Bayonne and southern Jersey City, Zone 2 consisting of the remainder of Jersey City and Hoboken, Zone 3 consisting of Guttenberg, North Bergen, Union City, Weehawken and West New York, Zone 4 consisting of Secaucus and part of North Bergen and Zone 5 consisting of Harrison, Kearny and East Newark.

## Zone 1 Southern

#### (Bayonne, Southern Jersey City) Description

This zone consists of Bayonne and the southern third of Jersey City. It is bounded by Upper New York Bay on the east, the Kill Van Kull on the south, Newark Bay on the west and Liberty State Park and Communipaw Avenue on the north. Within this zone, transportation infrastructure serves the existing residential and community-scale commercial development in the mid-to western portion of the Zone and the planned commercial, industrial and mixed-use development activity in the southern and eastern areas along the Hudson River and Upper New York Bay waterfront.

Major links on the road system in Zone 1 include the New Jersey Turnpike Hudson County Extension (I-78) connecting the New Jersey Turnpike Eastern Spur in the west to the Holland Tunnel in the east with local interchanges provided within Zone 1. The Bayonne Bridge in the south connects Zone 1 and Hudson County to Staten Island. To the north, roads include Route 440, County Route 501 (JFK Blvd.) and Route 1 and 9. Internal to Zone 1, primary northsouth service is provided via Route 440 along the eastern side, Broadway in the central section and John F. Kennedy Boulevard along the western boundary. East/west access is generally limited to local connecting roadways. The roadway system is laid out in a grid pattern that is interrupted on the eastern side by a series of fixed rail lines and heavy industrial uses.

Zone 1 has the largest number of residents who work within the same zone (45 percent). Adjacent Zone 2 (Jersey City/Hoboken) to the north attracts 7.7 percent of Zone 1 workers and Zone 4 (Northwest Hudson) attracts 5 percent of the residents within Zone 1. Zone 3 (Northern Hudson County waterfront) and Zone 5 (West Hudson) both attract 2 percent of the Zone 1 workers, while 38.7 percent of the residents work outside of the County altogether.

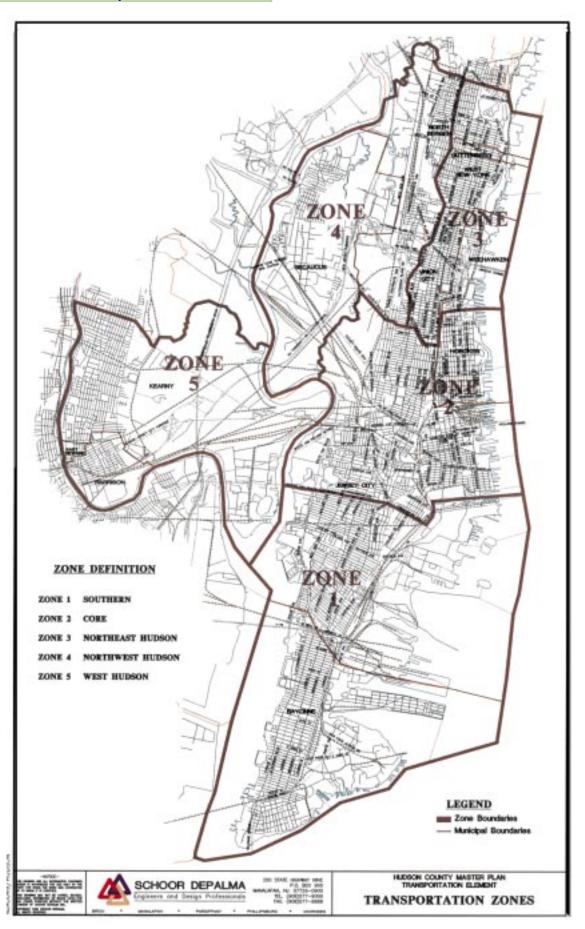
## Future Development Demand

Zone 1 will generate very little of the anticipated growth in trips. The major exception is the former Military Ocean Terminal, which may generate additional trips depending upon the redevelopment options pursued. Trips are evenly divided between residential and non-residential uses in Zone 1. With certain exceptions such as the Martin Luther King Drive HUB project, the development is located on the waterfront. This development includes residential trip generators (primarily Port Liberte), balanced by nonresidential generators, (e.g. Caven Point, the Greenville Yards, the former Military Ocean Terminal and Constable Hook). The non-residential trip generators will likely develop prior to the residential trip generators. Both will benefit from the enhanced north/ south access provided by the HBLRT System.

The orientation of most new development within Zone 1 is along the waterfront and consists of the Caven Point redevelopment area, the Greenville Yards, the former Military Ocean Terminal and Constable Hook. Separately, the Texaco site in Bergen Point at the southern tip of Bayonne may host mixed use development. The HBLRT system from Jersey City to the southern end of Bayonne is critical to the redevelopment of the Bayonne waterfront, especially the former Military Ocean Terminal. The HBLRT system supports residential and commercial development by improving mobility and access to previously difficult to reach areas. As development densities increase, the extension of the light rail system will improve mobility in this area. This area is also served by Route 440 which is a major north-south route that has opened the east side of Bayonne to development opportunities.

## **Recommendations**

Towards the northern end of Zone 1, the completion of Route 185 from Route 440 to Caven Point Road and the improvement of Caven Point Road, Burma Road and Phillip Street will enhance accessibility to



the waterfront, specifically at Port Liberte and Liberty State Park. The extension of Wilson Avenue to connect with the new dedicated Turnpike ramps that serve the Liberty State Park-and-Ride Facility will help promote mass transit usage.

Existing transit service in Zone 1 is oriented in a north/ south direction with a mix of NJ Transit bus and private bus carriers serving the principal north/south roadways. With implementation of the HBLRT, east/ west connections between the residential areas and the planned HBLRT stations at West 5<sup>th</sup> Street, West 8<sup>th</sup> Street, 22nd Street, 34th Street, 45th Street, Danforth Avenue and Richard Street should be developed. This could include reorienting bus routes to serve the stations, instituting jitney service and improving pedestrian access. Further, the use of Parkand-Ride facilities supporting these stations should be promoted.

In addition to the transit and roadway infrastructure required to support development activities in Zone 1, continued emphasis must be given to improving the efficiency of the road network and promoting its maintenance and safety with resurfacing, streetscape, drainage and signal upgrade projects.

## Zone 2 Core

(Jersey City, Hoboken) Description

This zone encompasses the northern two-thirds of Jersey City and Hoboken. It is bounded by the Jersey City/North Bergen line and Hackensack River on the west, the Hudson River on the east, the Jersey City/Union City/Weehawken municipal lines on the north and Liberty State Park and Communipaw Avenue on the south. Within this zone, transportation infrastructure serves a mix of diverse neighborhoods and commercial development on the Waterfront, at Journal Square and in other redevelopment areas. This zone is also the site of the region's most important transit hubs at Journal Square, Hoboken Terminal and Exchange Place.

Major links to the regional road system include the New Jersey Turnpike Hudson County Extension (I-78), Route 440, and Kennedy Boulevard from the south, the Holland Tunnel and Route 139 from the east, Route 1 & 9, Route 1 & 9T and Route 7 from the west.

Mass transit within Zone 2 is excellent with NJ Transit, HBLRT and PATH services. PATH service provides access to major activity nodes within Zone 2 as well as links to Newark and New York City. Local bus service is provided along most of the major roadways and provides access to transit hubs as well as employment destinations. NJ Transit service provides access to points west including Secaucus, Newark, Elizabeth, Morristown and Bergen County. The NJ Transit HBLRT System will provide access to activity nodes on the Waterfront.

Zone 2 provides employment for 36.5 percent of its residents. Fifty percent go out of the County for employment, primarily to the east. Zone 4 (Northwest Hudson) attracts 6 percent of the employment trips, Zone 3 (North Hudson waterfront) attracts 2.8 percent, and Zone 1 (South Hudson) to the south attracts 2.3 percent of the workers residing in Zone 2.

## Future Development Demand

The greatest demand for new development is located in Zone 2. Development in Zone 2 could generate approximately 390,000 additional trips, or 60 percent of the new trips anticipated in the County over the next two decades. The majority of the new trips, approximately 300,000, would be produced by commercial and industrial development. A significant portion of these projects are located on the waterfront and integrate residential, office and retail uses.

The waterfront area consists of the following development activity nodes: the planned Jersey City Medical Center, Liberty Harbor North redevelopment area, Portside development area, Colgate redevelopment area, Exchange Place North redevelopment area, Hudson Exchange redevelopment area, Newport redevelopment area and the Hoboken Southern waterfront redevelopment area. Because of the existing high level of regional transportation services, these locations also attract substantial through traffic destined for New York City. It is necessary to reduce the conflict between local and regional traffic to facilitate redevelopment in this area.

Future development will generally contain a mix of uses, increasing the need for pedestrian access and local transportation services. Although residential development is planned in Zone 2, the number of new homes will not match the employment generated by projected office and commercial development and will be insufficient to meet the housing needs of new employees. As a result access to employment nodes from residential sections of Zone 2 and the region will remain a key issue. Additional development in and around Zone 2, outside the waterfront area, is located at Journal Square.

#### Recommendations

The proposed development anticipates that Hudson County's regional transportation centers will serve as destinations as well as points of transfer to New York City and other areas. This will increase the demand for local, connecting transit services, especially north/ south access along the waterfront. Mixed-use projects may increase pedestrian access and multiple purpose trips, but they will also increase the need for local transportation services. Significant residential development is planned in Zone 2, however, it will be insufficient to house the number of employees needed for the proposed commercial development.

Zone 2 offers the greatest opportunity to maximize mass transit usage. As development in Zone 2 progresses, transportation demand management strategies should be incorporated into project design. These include attractive and accessible connections to the proposed LRT stations, existing transit nodes and bus routes, with consideration given to limiting off-street parking in new development.

Major improvements have been made at the Exchange Place PATH station, creating a transit mall and better access to surrounding uses and bus services. These improvements, and the provision of separate, safe and convenient pedestrian facilities, should be the model for all major transit centers. The completion of the Hudson River Waterfront Walkway will provide improved pedestrian and bike connections to residential and employment facilities.

The key to future development activity in Zone 2 is the NJ Transit HBLRT system. The construction of the Initial Operating System (IOS), approximately ten miles of track connecting 34th Street in Bayonne to Hoboken Terminal, is in operation. Redevelopment is expected to accelerate as a result. Projects along the system should incorporate design features that highlight and support access to HBLRT stations.

Redevelopment efforts along the waterfront should support the extension of the City grid system such as the construction of Morris Street between Jersey Avenue and Marin Boulevard and the extension of Dudley Street in Jersey City. Construction of any new streets should incorporate pedestrian oriented features that provide access to the transit system and HBLRT.

Continued efforts must be made to maximize the efficiency of the existing roadway system and provide for safety improvements and congestion relief where possible by promotion of resurfacing programs, streetscape improvements, drainage, sidewalks, traffic signal upgrades and traffic calming measures.

To improve the east/west roadway connections, improvements to the Tonnelle Circle and the Charlotte Circle should be given priority. These two locations are a bottleneck and constrain the roadway system. Capacity and safety improvements are required. Further, consideration should be given to enhancing connections between Western Jersey City/Hudson County and the waterfront by utilizing the Secaucus Transfer, NJ Turnpike and Bergen Arches to create new links with downtown Jersey City.

## Zone 3 Northeast Hudson

(Weehawken, Union City, West New York, Guttenberg, North Bergen)

#### **Description**

This zone encompasses Guttenberg, Union City, Weehawken, West New York and the eastern fourth of North Bergen. It is bounded by the Hudson County line on the north, the Hudson River on the east, Kennedy Boulevard (JFK Boulevard) on the west and the Union City/Jersey City and Weehawken/Hoboken municipal borders on the south. Within this zone the transportation system provides supportive infrastructure to accommodate the existing high density residential areas and the developing areas of the Hudson River waterfront including a mix of new roadways and improved mass transit. Major links to this zone include Route 495 and Tonnelle Avenue from the west and the Lincoln Tunnel, River Road, Boulevard East and JFK Boulevard to the east.

Zone 3 retains 30 percent of its workers locally, while 47 percent go out of the County. Within the County, 12 percent of Zone 3 residents travel west to Northwest Hudson, and 10 percent travel south. Of the 10 percent traveling south, 7 percent go to employment destinations within Jersey City/Hoboken and 3 percent to southern Jersey City/Bayonne.

#### Future Development Demand

Zone 3 will generate approximately 8 percent of the anticipated new trips in the County. Unlike Zones 2 and 4, the new trips will come primarily from residential development. Of the possible 50,000 additional trips, nearly 40,000 or 78 percent will be from new residential projects. The largest of these, Port Imperial North, is currently under construction along the waterfront. These projects will increase the need for employment access west to Zone 4, south to Zone 2 and east to New York City.

## **Recommendations**

Mass transit will be provided by the HBLRT System, with the Bergenline Avenue station serving as a major bus transfer point and Port Imperial Ferry Terminal serving as a major transfer point to New York City. The development in Zone 3 will require new roadway infrastructure that can provide circulation within and among projects without overburdening the existing limited capacity roadways. Specifically, Port Imperial Boulevard should be completed through Port Imperial and Lincoln Harbor connecting River Road to the north with Hoboken. The roadway should not provide an alternate route to the Lincoln Tunnel. This will require special attention to traffic regulations, roadway design and traffic control systems.

Zone 3, with the exception of the waterfront, is generally characterized by an established grid street pattern. Major roadways are primarily oriented in a north/ south direction while the local connector roads are generally oriented in an east/west direction. Access to the waterfront is limited with connections at Bulls Ferry Road, Ferry Road, Hillside Avenue, Pershing Road, Baldwin Avenue, 19th Street and 17th Street. There is little opportunity to create or expand existing roadway infrastructure within Zone 3 west of the Palisades Ridge. Roadway improvements should focus on improving the efficiency of the existing street system through localized improvements of intersections, street repair and coordination of traffic signal systems. Transit improvements should include coordination between bus carriers with standardized fares, improved transfers and links to the existing rail system and the HBLRT System. Further, the HBLRT station at Bergenline Avenue in Union City should be promoted as a local transit hub.

Finally, the completion of the Hudson River Waterfront Walkway will provide another pedestrian alternate through pedestrian and bike connections.

## Zone 4 Northwest Hudson

# *(Secaucus, North Bergen)* Description

This zone encompasses Secaucus and the western three-fourths of North Bergen. It is bounded by the Hackensack River on the west, the North Bergen municipal border on the north, JFK Boulevard on the east and the North Bergen municipal border on the south. Within this zone, the transportation infrastructure supports the significant concentration of warehouse, distribution and commercial land uses that result in high volumes of truck traffic on the roadway system. Major roadway links to this zone include JFK Boulevard and Route 1 & 9 to the south, Route 495 to the east, the New Jersey Turnpike Eastern Spur (I-95) to the north and Route 3 to the west.

Zone 4 has the lowest percentage of local employment at 26.5 percent and the second highest percentage working outside the County at 54 percent. Approximately 38 percent of those that work outside the County commute to jobs in New York City and surrounding counties. The Hudson River waterfront to the east attracts 10 percent of the employees from Zone 4; and Jersey City/Hoboken attracts 5.6 percent.

## Future Development Demand

Zone 4 contains large areas available for redevelopment and development. Many of these areas are under the planning jurisdiction of the New Jersey Meadowlands Commission. This zone has the second largest potential increase in trip generation, with a possible 180,000 additional trips resulting from new development. Development activity in Zone 4 consists of the construction of industrial, office and commercial space. The projects are dispersed, with individual sites located along the highway network, rather than oriented to the transit network.

## **Recommendations**

Zone 4 has become a major employment destination within the County and the region. It attracts significantly more workers from other zones than it exports. Proposed development will increase the imbalance between jobs and housing, aggravating present traffic problems. There is a need for roadway improvements, as well as alternative modes of access to existing development.

The major focus of development within Zone 4 is the regional highway system, especially the New Jersey Turnpike and Route 3. Mass transportation in Zone 4 is limited, although three HBLRT stations with more than 1,200 parking spaces are planned. The Secaucus Transfer and Harmon Cove train station will enhance the mass transit opportunities. Bus service is also an important mass transit option and is well-suited to the zone's relatively dispersed pattern of development. Opportunity exists for the expansion of services to major employment nodes such as Harmon Meadow and the West Side industrial areas. Roadway infrastructure improvements needed to alleviate existing constraints and support continued development include:

- Realignment and reconstruction of the Route 3 interchange ramps with Meadowlands Parkway.
- 2. The construction of the grade separation of Route 1 & 9 and the Conrail/NYS&W rail lines at Paterson Plank Road and Union Turnpike, eliminating the conflict between rail and vehicular traffic and enhancing the movement of goods and people in the County. This project is currently under construction.
- 3. The construction of the grade separation carrying Secaucus Road over Route 1 & 9, the Conrail Northern Branch and the NYS&W railroad. This improvement will eliminate conflicts between vehicular and rail traffic and facilitate the safe and efficient movement of people and goods. This project is currently under construction.
- 4. The construction of a grade separation carrying 69<sup>th</sup> Street over the Conrail and NYS&W rail lines. This project will result in the elimination of vehicular and rail crossing conflicts and increase access to the warehouse and industrial district along West Side Avenue.
- 5. The construction of a grade separation carrying New County Avenue over Norfolk Southern and Conrail Croxton Yard lines. This project will eliminate the conflict between rail and vehicular traffic.
- 6. The replacement and upgrade of County Road/Manhattan Avenue intersection which is a major bottleneck.
- 7. The construction of the New Jersey Turnpike Interchange in the vicinity of the Secaucus Transfer Station.

## Zone 5 West Hudson

#### (Kearny, Harrison, East Newark) Description

This zone encompasses Kearny, Harrison and East Newark. It is bounded by the Kearny municipal border on the north, the Passaic River on the west and south and the Hackensack River on the east. Within this zone, a mix of industrial and residential uses exist. Transportation issues include the need to maintain infrastructure supporting existing development and redevelopment of the South Kearny industrial area and Harrison's and Kearny's Passaic River waterfront. This area is served by the PATH Newark-World Trade Center Line which connects Harrison to Hoboken, Jersey City and New York City. Major links to this zone include Route 1 & 9, Route 1 & 9T, 1-280, Route 7 and the New Jersey Turnpike (I-95). Zone 5 retains only 29.4 percent of its workers locally while 62 percent work outside the County. Of those who work inside the County, Zone 2 attracts 3.4 percent of journey to work trips and Zone 3 attracts 2.6 percent of journey to work trips.

## Future Development Demands

Much of the future development in Zone 5 is expected mixed use. The sites are scattered and many require redevelopment, making future trip generation difficult to estimate. The largest areas include the existing South Kearny industrial area south of Route 1 & 9, the Harrison waterfront. The South Kearny area has excellent rail and water access but limited road access. The redevelopment plan for the Harrison waterfront capitalizes on the area's access via the PATH station, the revitalization efforts of Newark (e.g. the New Jersey Performing Arts Center) and the proximity to the Passaic River waterfront. A mix of uses including residential, retail, office and entertainment is planned. Significant redevelopment opportunities also exist in Kearny including the Barczewski Street redevelopment area, the Passaic Avenue redevelopment area and the Schuyler Avenue redevelopment area.

## Recommendations

Zone 5 is experiencing development pressure with most planned activity focused within Harrison and the South Kearny industrial area. Much of the development in this area utilizes the regional highway system, rail freight facilities and intermodal facilities. At present, there are no dense employment nodes in Zone 5 that would support increased transit service. However, the Harrison PATH station is expected to be a hub for future development on the Passaic River waterfront.

Roadway infrastructure needs in Kearny and Harrison include the maintenance and upgrading of existing facilities and additional roadway improvements. These improvements include the reconstruction of Passaic Avenue, widening of Belleville Turnpike and Harrison Avenue the extension of Bergen Avenue from Harrison Avenue to Schuyler Avenue and the construction of a new roadway paralleling Schuyler Avenue to the east extending from Bergen Avenue in the south to Lex Place in the north. On a regional basis, the New Jersey Meadowlands Commission is studying the extension of Route 17 south through this Zone to connect with I-280.

## **Implementation Plan**

## Economic Development

The State and Federal governments are making significant investments in transportation improvements that will affect Hudson County. These projects, which include the \$2 billion Hudson-Bergen Light Rail Transit (HBLRT) system, the \$312 million Secaucus Transfer project and over \$25 million for the construction of regional park and rides, will increase the accessibility of existing and planned development nodes along the Hudson River waterfront and will improve congestion at the Hudson River crossings. Since transportation service and economic development are inextricably linked together, the County should promote higher development densities in areas served by public transportation and discourage intensive development in areas that are not served by public transportation. This "centers-oriented" approach maximizes the use of existing and planned transportation infrastructure.

## Action Strategy

- Promote land use policies which maximize the use of existing and proposed transportation infrastructure by concentrating development activity in areas served or to be served by mass transit (i.e. Hudson River waterfront and Journal Square).
- 2. Promote revisions to local land use ordinances that encourage transit and pedestrian friendly land uses and discourage the use of automobiles. Ordinances should encourage a mix of uses in transit centers including high density residential (more than 15 dwelling units per acre); high rise office centers (150+ employees per acre); and other uses that may provide ridership in off-peak hours such as retail, services, entertainment and education.
- Help local municipalities, particularly those with HBLRT stations, to adopt transit-friendly design standards for these areas. Design standards should encourage sidewalk connections, discourage parking, provide multiple access points for pedestrians and reinforce the grid street pattern.
- 4. Promote the revitalization of Journal Square by providing services, goods and activities for commuters, since pedestrian generating uses such as retail encourage street life and invigorate the areas surrounding transit stations.
- 5. Promote the completion of the Hudson River Waterfront Walkway.

## People Movement

More than 77 percent of Hudson County's labor force works in either Hudson County or New York City. The use of mass transit for journey to work trips is relatively high at 30 percent, however, it is constrained by limited intra-County and Trans-Hudson service. In comparison, over 53 percent of workers in New York City use public transportation. The existing NJ Transit passenger rail service within Hudson County primarily provides service for commuters from northern and central New Jersey passing through the County and destined for New York City. The PATH system provides limited stations and service for Hudson County residents. At present, intra-county public transportation service consists primarily of bus service. The population densities, development intensities and existing infrastructure in Hudson County create the necessity and the opportunity to develop alternatives to the use of single occupant vehicles. To encourage the use of these alternatives, they must be easy to use, convenient, safe, inexpensive and responsive. The HBLRT System will address this need and integrate the existing, disparate system of mass transit.

## Action Strategy

- 1. Promote the timely completion of the Initial Operating Segment (IOS) of the HBLRT System and build-out of the full system.
- 2. Promote the development of new commuter intermodal facilities and the expansion of existing facilities, such as ferry/train connections in Hoboken and Weehawken and the bus/train connection in Journal Square, in locations served by appropriate infrastructure.
- 3. Encourage development patterns that take advantage of the HBLRT System, which will improve transportation for commuters and residents along the rapidly growing eastern Hudson County shoreline.
- 4. Locate park-and-ride facilities within convenient, safe walking distance of the more remote transit stations.
- Support intra-county bus services, particularly on north/south routes and in the western areas of the County that will not be served by the HBLRT System. Preserve adequate levels of bus service and critical routes after the commencement of service on the HBLRT System.
- 6. Support improvements which will make it easier for residents to access transit stations, such as pedestrian friendly development patterns, bus and jitney service and bicycle racks and sidewalk connections.
- 7. Support efforts which help integrate the

**Circulation Plan** 

HBLRT System with the existing street system.

- 8. Promote the expansion of existing ferry service and integration of transit service, especially the HBLRT System, to feed into ferry terminals.
- Provide separate pedestrian facilities where pedestrian volume and/or safety warrant. Walkways should be provided between major attractions, especially between transit stations and employment destinations and transit stations and residential areas. Provide traffic calming measures in appropriate locations.
- 10. Improve on-street and off-street parking by establishing parking management programs, providing additional signage and increasing capacity where appropriate.
- 11. Provide improved transportation services to disadvantaged populations, including senior citizens and disabled persons, particularly in areas where public transportation is not readily accessible.
- 12. The completion of the Hudson River Waterfront Walkway.

## Goods Movement

The goods movement industry is a major user of the transportation network in Hudson County due to the large population base in the region and Hudson County's close proximity to the major Hudson River crossings. The New York/New Jersey metropolitan area has a population of 15.4 million people. To support the area's population and economy, 116 million tons of goods move into the area each year and 100 million tons move out. Hudson County alone has over 26,000 workers employed in the transportation industry, accounting for over 12 percent of the employment base. The majority of these workers are employed by trucking and warehousing businesses. There are many challenges facing the goods movement system in the region. Highway congestion delays truck movements; the rail freight network is incomplete and requires improvements to take advantage of new technologies; marine freight transportation suffers from outmoded infrastructure and channel depth limitations; and connections to and between intermodal facilities are often inadequate.

## Action Strategy

1. Support improvements to Route 1 & 9 which will provide enhanced freight movement, including selected intersection and jughandle improvements, coordinated traffic signals and grade-separation of rail facilities and lines.

- Support efforts to improve connections between the major regional freight routes and various intermodal facilities in Hudson County, including NJDOT's Portway project.
- 3. Support efforts to deepen the Port Jersey channel in Jersey City to 50 feet for improved access to marine terminals.
- 4. Encourage private railroads and the State to invest in improved rail freight infrastructure including access to port facilities, expanded capacity and elimination of grade crossings.
- Support efforts to reduce the conflict between regional truck traffic and local automobile traffic and residential neighborhoods by designating truck routes, encouraging the use of rail and cross harbor barge floats and supporting TDM measures.

## Congestion

Traffic congestion and delays are a fact of life in Hudson County. Much of the problem is the result of regional through traffic trying to reach New York City. The impact of congestion on business and industry is felt directly in the rising cost of delivered goods and services, delayed and missed deliveries and the loss of ready access to customers. Congestion also impacts the quality of life for residents and the business community. These impacts translate into reduced productivity, reduced profit and a reduced market area. The net effect is an increased cost of conducting business in the area, decreased ability to compete in the national and world markets and a poorer quality of life for County residents.

## Action Strategy

- 1. Support State policies that encourage regional park-and-ride facilities on the periphery of the County, such as the Vince Lombardi Park-and-Ride lot in Ridgefield, that reduce traffic on roadways.
- 2. Promote Transportation Demand Management (TDM) practices by employers in the County as well as the operators of the Trans-Hudson Crossings, including congesting pricing and programs such as the Federal Transit Chek.
- 3. Encourage development projects to incorporate design features conducive to maximizing the use of mass transit, pedestrian activity and alternatives to driving.
- Support efforts to improve roadway capacity and efficiency in areas with no transit alternatives, such as Waterfront Boulevard in North Bergen and Weehawken and areas of west Hudson County. Such improvements

**Circulation Plan** 

should be carefully designed to minimize environmental impact.

- Identify and improve infrastructure capacity problems and bottlenecks such as Tonnelle Circle, Charlotte Circle and the at-grade intersections over Route 1 & 9. Priority should be given to those projects that have the greatest impact on congestion relief and air quality improvement.
- Direct resources to maximize existing roadway efficiency through technological improvements, such as Intelligent Transportation Systems (ITS), electronic tolls and "real time" traffic condition reports rather than through new construction.
- 7. Maintain and repair the existing transportation system.
- 8. Establish and maintain the road hierarchy. Improvements should be designed to separate local, regional and interstate traffic.
- Construct "missing links" in the transportation network such as Waterfront Boulevard in North Bergen and West New York and Route 185 in Jersey City.
- 10. Preserve right-of-ways for future transportation uses, such as the Bergen Arches and the soon to be abandoned section of the Boonton Line from Kearny to Jersey City.

## **Appendix A**

## Summary of Programmed Transportation Projects

Transportation improvements generally fall into three categories: system expansion, system management and system preservation. Transportation improvements within Hudson County generally fall into three categories: transit improvements, roadway improvements and pedestrian/bicycle facility improvements.

System expansion includes projects that result in the construction of new facilities, infrastructure, equipment and services that are not part of the existing transportation system. System expansion projects include the development of missing links in transit and roadway facilities, the development of new transit facilities and support facilities such as terminals, stations, operations buildings, etc.

Systems management includes projects that improve the efficiency and maximize the utilization of existing facilities. System management includes projects such as traffic signal upgrades, ITS technology, intersection improvements, security and safety improvements.

System preservation, which is the costliest transportation program category, includes projects that maintain and rehabilitate aging infrastructure, such as replacement of bridges, highway resurfacing, transit replacements and upgrading intended to maintain the efficiency of facilities as well as to enhance safety for motorists, transit users and the general public.

## Rail Service System Expansion

## Hudson-Bergen Light Rail (HBLRT) System

The HBLRT System project is a 20.6 mile light rail transit system, primarily within Hudson County, to provide a cross-county link connecting the southern end of Bayonne to the Vince Lombardi Park & Ride on the New Jersey Turnpike, which will serve as a transportation hub. The HBLRT System is designed to link major transit routes, employment and population centers, bus and ferry services, and park-and-ride facilities with proposed development and redevelopment areas. The alignment will primarily use existing railroad rights-of-way, however, three miles will be on existing streets and two miles will require new rights-of-way. Property acquisition has begun for the entire HBLRT System, including land for right-of-way, park-and-ride lots and the necessary maintenance facility. The Initial Operating Segment commenced service in April, 2000.

For construction purposes, the project has been divided into three phases. The Initial Operating Segment (IOS) includes construction of the HBLRT System from East 34th Street in Bayonne to the Hoboken Terminal, plus the western spur between West Side Avenue in Jersey City and Liberty State Park/Gateway Park and Ride. This phase includes approximately ten miles, or half, of the proposed final system. It links the HBLRT System with the PATH system at the Hoboken Terminal, Pavonia-Newport Station and Exchange Place Station.

NJ Transit has used a turnkey approach to design, build, operate and maintain (DBOM) the HBLRT System. The DBOM contract was awarded to the 21st Century Rail Corporation. Funding, primarily from federal sources, has been allocated for engineering, construction and ROW acquisition through FY '01. To ensure continued funding, the private sector will provide financing for the project during construction, which should result in lower overall cost and faster completion of construction.

The Minimal Operating Segment (MOS II and III) will extend the HBLRT System south from 34th Street to 5th Street and Avenue A in Bayonne and north from the Hoboken Terminal to the Vincent Lombardi Parkand-Ride Lot in Ridgefield, Bergen County. The northern extension will provide a link to the Lincoln Harbor and Port Imperial ferries.

Major stations and other facilities along the alignment, from south to north, are currently envisioned at locations as follows:

## Appendix A (continued)

- West Fifth Street, with a park-and-ride of 1,000 spaces
- West Eighth Street, with local parking for 52 spaces
- East 22nd Street, including a park-and-ride, with local parking for 225 spaces
- East 34th Street, with a 690 space park-and-ride
- East 45th Street, with a 235 space park-and-ride
- Danforth Avenue
- Richard Street, with a 690 space park-and-ride
- West Side Avenue, with a 720 space park-and-ride
- Martin Luther King Drive
- Garfield Avenue
- Liberty State Park with a 1,500 space Park-and-Ride
- Jersey City Medical Center
- Liberty Harbor
- Essex Street
- Exchange Place at transit mall, with access to PATH and local bus systems
- Harborside
- Harsimus Cove
- Newport Center, elevated between 12th and 18th Streets, with access to PATH
- Hoboken Terminal, with PATH and ferry access
- 2nd Street
- 9th Street
- Lincoln Harbor, with ferry access
- Port Imperial South
- Port Imperial Ferry, with access to Wall Street and Midtown via ferry
- Bergenline Avenue at 49th Street
- Tonnelle Avenue, with a 825 space park-and-ride
- 69th Street with a 200 space park-and-ride
- 85th Street with a 183 space park-and-ride
- Vince Lombardi Park-and-Ride and transportation center with 2,000 spaces

A \$500 million full funding agreement was executed in 2000 for the MOS/SOS. When completed, the HBLRT system is expected to carry approximately 100,000 riders on an average day.

## The Secaucus Transfer

The Secaucus Transfer involves the construction of a rail transfer station at the intersection of the Main and Bergen County Lines with the Northeast Corridor Line. The transfer station will improve service to New York City by permitting transfers from the Main and Bergen County Lines to the Northeast Corridor Line and provide a direct connection to mid-town Manhattan, avoiding the need to travel through Hoboken and utilize the PATH. When completed, the Secaucus Transfer is expected to serve 32,000 riders a day by 2010. Two-thirds of these will be new rail commuters attracted by a trip that will be 15 minutes faster than the current NJ Transit/PATH connection. NJ Transit has reached a Full Funding Agreement with the FTA for \$448 million to construct the project.

NJ Transit has obtained necessary easements or work agreements on adjacent properties, awarded contracts and started construction of the project. Construction is scheduled for completion in 2002. **Circulation Plan** 

## Appendix A (continued)

## West Shore Rail Restoration

NJ Transit is preparing a Draft Environmental Impact Statement and Major Investment Study to evaluate the feasibility of restoring commuter rail service on Conrail's West Shore and Northern Branch Lines and the New York, Susquehanna and Western Line. This project is expected to link the Hoboken Terminal and Secaucus Transfer with Bergen County and Rockland County in New York.

Bergen County has proposed a new alignment that would connect the West Shore Line to the Meadowlands Sports Complex and has identified several alignments that would serve the commuter population and employment centers.

## Montclair Connection

The Montclair Connection will link NJ Transit's Boonton Line with the Montclair Branch of the Morris and Essex Line providing direct access to New York City. The project involves the electrification of the Boonton Line from Great Notch Station in Little Falls to Bay Street Station in Montclair, the abandonment of service on the Boonton Line east of Walnut Street Station and "one seat" service to Penn Station, New York. NJ Transit has begun construction with an early 2002 completion date. The main Hudson County impact of the Montclair Connection will be the closure of Arlington Station in Kearny once the connection is operational.

## Park-and-Ride Facilities

Major parking facilities are planned in conjunction with many of the planned rail system expansion projects, such as the Secaucus Transfer and the HBLRT System. The Initial Operating Segment of the HBLRT contains four park-and-ride lots with 3,150 spaces.

## Rail Service System Preservation

## Railroad Support Facilities & Equipment

The project involves the upgrading of rail yards and shops, including the Meadowlands Maintenance Facility in Kearny.

## Hoboken Terminal Yard Rehabilitation

New Jersey Transit has completed construction on a \$4.9 million project to replace the Hoboken Terminal's roof and to repair ornamental copper and skylights. A separate project to upgrade the concourse and waiting room has been completed. A general design contract for the realignment of the rail yard, restoration of the ferry building and preparation of a general historical/archeological review of the entire complex is underway.

## Northeast Corridor Power & Signal Upgrade

In order to support the expansion of service on the Northeast Corridor resulting from the success of Midtown Direct and current projects such as the Secaucus Transfer and Montclair Connection, the Northeast Corridor electrical system and signal system is being upgraded. Currently, cable conduits are being installed and some of the electrical system components are being assembled.

## Railroad Rights-Of-Way

Utilizing funds made available through the 1989 Railroad Rights-of-Way Preservation Bond Act, several rights-of-way have been identified for acquisition to preserve their future transit/transportation use:

- Central Railroad of New Jersey
- Hoboken Shore Line
- NYS & W Edgewater Branch
- Weehawken West Portal

## Bus Service System Preservation

Bus service in Hudson County is provided by a number of private operators and NJ Transit agencies and is generally aimed at two separate and distinct markets: (1) through commuters within and outside the County

## Appendix A (continued)

going to destinations outside the County primarily east of the Hudson River, and (2) local, intra-County service. There have been notable additions in special services, such as the Wheels Program, Access Link (transportation for the elderly and disabled) JARC (Job Access Reverse Commute) and shuttle service at Liberty State Park. There have also been public capital improvements completed recently or currently planned for the upgrading of bus storage and maintenance facilities, including the Meadowlands Bus Garage, the Weehawken Bus Storage Facility and the Greenville Bus Maintenance Yard, which will enhance service delivery.

## Greenville Bus Garage

NJ Transit completed construction of a \$13.4 million modernization of the Greenville Bus Garage in 1998. As a result, the garage will be able to fully maintain 70 standard transit buses which operate on Hudson County routes.

## Weehawken Bus Storage Facility

NJ Transit completed a project to upgrade their bus parking facility near the Lincoln Tunnel. The project included repaving the lot, drainage improvements, fencing, lighting and landscaping, as well as a waiting area for bus drivers. This facility is used for mid-day storage of buses using the Port Authority Bus Terminal.

## Transit Bus Fleet Replacement

NJ Transit's fleet of buses is aging and many vehicles are approaching the end of their useful life. More than half of all buses are twelve years and older with several hundred almost 20 years old. NJ Transit will spend \$574 million over the next five years to acquire transit and cruiser buses. A total of 650 buses will be purchased. Transit buses will be used on intra-Hudson County routes and cruiser buses will serve major destinations such as Journal Square, the Hudson River Waterfront and New York City.

## Roadways and Improvements

## System Management

Significant improvement in roadway capacity and efficiency may be achieved by managing existing infrastructure with Intelligent Transportation System (ITS) technology. Such improvements include upgrading existing traffic signal equipment and intersection improvements, as follows:

## Charlotte Circle Elimination and Tonnelle Circle Improvements (Jersey City)

This project includes interim improvements that are designed to improve traffic flow through the Tonnelle Circle (Route 1 & 9) in Jersey City. As part of this project, the Charlotte Circle would be eliminated to reduce conflicting traffic movements. The improvement will result in the provision for a direct connection from Route 7 to Route 1 & 9 northbound, two left turn lanes for Route 1 & 9 southbound, a by-pass for Route 1 & 9 northbound and the construction of two signalized intersections. The Tonnelle Circle will be modified with the reconstruction of the Route 1 & 9 southbound to Pulaski Skyway connection and other minor ramp improvements.

## Paterson Plank Road/Union Turnpike Grade Separation (North Bergen)

This project is currently under construction of a grade separated intersection of Paterson Plank and Union Turnpike over Route 1 & 9 and the Conrail and NYS&W rail lines. This project incorporates a grade separated interchange between Route 1 & 9, Union Turnpike and Paterson Plank Road. Upon completion of the project, the conflict between rail and vehicular traffic will be eliminated, enhancing the movement of goods and people in the County.

## Secaucus Road Grade Separation (North Bergen)

This project is currently under construction of a grade separation carrying Secaucus Road over Route 1 & 9, the Conrail Northern Branch and the NYS&W rail lines. This project will eliminate conflicts between vehicular traffic and rail traffic, improving goods and passenger car movement. It will also significantly improve the safety of the rail and road system. Secaucus Road is planned as a four-lane facility with turning lanes and signalization at ramp intersections. Completion is expected in spring 2002.

## Appendix A (continued)

#### Bergen Arches

The availability of the Bergen Arches railroad right-of-way extending from Route 1 & 9 east, parallel to Route 139 into Downtown Jersey City, presents an opportunity to provide a new transportation route serving down-town Jersey City and the Waterfront. A feasibility study of this link is currently programmed by the New Jersey Turnpike Authority and being undertaken by Jersey City.

## 69<sup>th</sup> Street Grade Separation (North Bergen)

This project involves the construction of a grade separation carrying 69<sup>th</sup> Street over the Conrail and NYS&W rail lines. It also involves the construction of the HBLRT station. This project will result in the elimination of vehicular and rail crossing conflicts and increase access to the warehouse and industrial district along West Side Avenue.

## New County Avenue Grade Separation (Secaucus)

This project involves the construction of a grade separation carrying New County Avenue over the Norfolk Southern and Conrail Croxton Yard lines. This project will result in eliminating the conflict between rail and vehicular traffic and enhancing the movement of goods and people in the County.

#### Secaucus Interchange

This project involves the construction of a new interchange on Interstate 95 in the vicinity of the Secaucus Transfer Station and Allied Junction in south Secaucus.

## Pedestrian/Bicycle Facility Improvements

Major improvements have been made at the Exchange Place PATH station, creating a pedestrian mall and better pedestrian access to surrounding uses and bus services. These improvements, and the provision of separate, safe and convenient pedestrian ways, should be the model for all major transit centers.

Recreational walkways and bikeways are being considered and/or constructed within Hudson County as follows.

## Hudson River Waterfront Walkway (Hoboken)

This project is part of Sinatra Park, which has a 1,000 foot walkway along Sinatra Drive in Hoboken. This facility is a critical link in the planned 18-mile long Hudson River Walkway Project extending from Fort Lee to Bayonne. This facility provides for pedestrian, bicycle and fishing access along the Hudson River Waterfront.

#### Ellis Island Pedestrian Bridge (Jersey City)

This project involves construction of a pedestrian bridge that will link Liberty State Park to Ellis Island.

## **Potential Projects**

In addition to a number of maintenance projects, NJDOT has several capacity improvements actively in the Study and Development stage of review to assess their need, feasibility and priority for additional funding. Studies also include the replacement of several bridges on Route 1 & 9 and Route 3. The New Jersey Turnpike Authority is also pursuing permits for the construction of a new interchange on the Eastern Spur of the Turnpike in Secaucus and has programmed a feasibility study to investigate the construction of a new roadway link between the proposed interchange and downtown Jersey City. Other projects currently in study and development include:

## Route I & 9 Corridor Improvements

This is an ongoing investigation of existing roadway operations along Route 1 & 9 between the Tonnelle Circle and the Ridgefield Circle. The results of this investigation will lead to the implementation of safety improvements including resurfacing, signal improvements, intersection upgrades and increased drainage along the corridor.

## Appendix A (continued)

## Route 1 & 9 Drainage Improvements

This involves the replacement of the drainage system in the vicinity of Hackensack Avenue in Kearny. It is being worked on as part of a Statewide list of drainage improvements.

## Route 185

This proposal involves the completion of Route 185 from Linden Avenue to Caven Point Road. Route 185 has already been designed; however, the project is currently on hold as the NJDEP negotiates the clean-up of chromium within the right-of-way of the proposed improvement. This project will provide for improved access to Port Liberte and Liberty State Park. Depending upon the outcome of DEP permitting, the roadway may need to be redesigned.

## Waterfront Boulevard (Route 185)

Tentative plans have been studied for a new road to alleviate existing capacity problems on the regional road system. If constructed, Waterfront Boulevard/Route 185 would provide a north/south roadway extending from Bayonne to Bergen County. Portions of this roadway have been constructed or under consideration. However, the section between Caven Point and Hoboken remains largely unplanned. From Weehawken, northbound, the roadway would travel along the waterfront and would serve as an access road for future residential and commercial development at Port Imperial and Lincoln Harbor.

## **Appendix B**

## **Table B-1 Principal Arterials**

Route	From	То
Interstate Highways		
I–78	County Line	Holland Tunnel
I-95 (NJ Turnpike East)	County Line	County Line
I-95 (NJ Turnpike West)	County Line	County Line
I-280	W.M. Stickel Memorial Bridge	NJ Turnpike
Freeways and Expressways		
NJ Route 495	NJ Turnpike East	Lincoln Tunnel
NJ Route 3	County Line	U.S. Route 1 & 9 (Tonnelle)
U.S. Route 1 & 9 Pulaski Skyway	County Line	Tonnelle Avenue
Other Principal Arterials		
I-78	I-78	Washington Street
JFK Boulevard	County Line	1 <sup>st</sup> Street ( Bayonne)
NJ Route 7	County Line	U.S. Route 1 & 9 (Pulaski Skyway)
NJ Route 440	Communipaw Avenue	JFK Boulevard
North Street	JFK Boulevard	Broadway
U.S. Route 1 & 9 Truck	U.S. Route 1 & 9 (Pulaski Skyway)	Communipaw Avenue
Route 139	Tonnelle Avenue	Holland Tunnel
U.S. Route 1 & 9 (Lincoln Highway)	County Line	NJ Route 440
U.S. Route 1 & 9 (Tonnelle Avenue)	County Line	U.S. Route 1 & 9 (Pulaski Highway)

## **Table B-2 Urban Minor Arterials**

Route 30<sup>th</sup> Street Avenue C Avenue E **Baldwin Avenue Bayview Avenue** Bergen Avenue Bergenline Avenue Broadway Central Avenue Central Avenue Communipaw Avenue County Avenue County Road Danforthe Avenue Duncan Avenue Fish House Road Garfield Avenue Grand Avenue Grand Street Gregory Avenue Grove Street Hamilton Park Harrison Avenue Henderson Street Jersey Avenue JFK Blvd. East Kearny

From JFK Boulevard Merrit Street

W/ 53rd Street Newark Avenue (JC) Garfield Avenue Sip Avenue County Line I-78 Paterson Plank Road Pennsylvania Avenue U.S. Rt. 1&9 Truck Rt. 3 Paterson Plank Road West Side Avenue U.S. Rt. 1&9 Truck NJ Rt. 7 Grand Street Paterson Plank Road Bramhall Avenue 30<sup>th</sup> Street Newark Avenue (JC) Jersey Avenue County Line Newark Avenue (H) Newark Avenue (H) JFK Blvd. County Line

## То

U.S. Rt. 1&9 North Street Broadway Summit Avenue I-78 JFK Boulevard 2<sup>nd</sup> Street Avenue E Route 139 U.S. Rt. 1&9 Truck Monitor Street County Road U.S. Rt. 1&9 (Tonnelle) Garfield Avenue JFK Boulevard Pennsylvania Avenue I-78 Secaucus Road Henderson Street Mountain Road Grand Street Manila Avenue Bergen Avenue Grand Street Hamilton Park 60<sup>th</sup> Street County Line

#### Table B-2 Urban Minor Arterials (continued)

#### Route

Manila Avenue Merrit Street Montgomery Street Mountain Road Nelson Avenue New Jersey City Tpk Newark Avenue Newark Avenue (JC) North Street N-S Wing Viaduct Ocean Avenue Palisade Avenue Palisade Avenue Park Avenue Passaic Avenue Paterson Plank Road Paterson Road Pennsylvania Avenue River Road Schuyler Avenue Secaucus Road Sip Avenue Summit Avenue **Tonnelle** Avenue Webster Avenue West Side Avenue Willow Avenue Woodcliff Avenue

#### **Table B-3 Urban Collectors**

Route 1<sup>st</sup> Street 14th Street 15<sup>th</sup> Street 16th Street 11th Street 30th Street 30th Street 45<sup>th</sup> Street 48th Street 4<sup>th</sup> Street 51<sup>st</sup> Street 60th Street 61<sup>st</sup> Street 69th Street 70th Street 74th Street 75th Street 76<sup>th</sup> Street 79<sup>th</sup> Street 91<sup>st</sup> Street Adams Street American Wav Arlington Avenue Avenue A Avenue J **Bates Street Bayview Avenue** 

#### From

From

I-495

I-495

Avenue A

Paterson Road

Willow Avenue

Madison Street

Jefferson Street

JFK Boulevard

Jackson Street

JFK Boulevard

JFK Boulevard

U.S. Route 1&9

Cottage Avenue

JFK Boulevard

U.S. Rt. 1&9

Grand Street

York Street

JFK Boulevard

15<sup>th</sup> Street

Granton Avenue

Bergenline Avenue

Bergenline Avenue

Meadowlands Parkway

New Hook Access Road

U.S. Rt. 1&9

Bergenline Avenue

Clinton Street

Newark Avenue (H) Avenue C West Silk Avenue Paterson Plank Road Secaucus Road Schuyler Avenue Jersey Avenue Rt. 109 Skyway JFK Boulevard Mountain Road **Bramhall Avenue** 30th Street County Line 79th Street County Line NJ Route 3 Paterson Plank Road **Central Avenue** County Line County Line County Road U.S. Rt 1&9 Truck Paterson Plank Road Rt. 109 Skyway Paterson Plank Road Newman Avenue (JC) 19<sup>th</sup> Street County Line

#### Το

Newark Avenue (JC) Garfield Avenue Hudson Street Gregory Avenue JFK Blvd. NJ Rt. 7 Newark Street Henderson Street Broadway Paterson Plank Road **Danforth Avenue** Newark Avenue (JC) JFK Boulevard 19th Street Harrison Avenue Paterson Road Newark Avenue (H) Fish House Road Hillside Road Harrison Avenue JFK Boulevard Summit Avenue Grand Street JFK Blvd. New Avenue (JC) Danforth Avenue Observer Highway JFK East

Hudson County Master Plan

То

River Street

Hudson River

Willow Avenue

Adams Street

Park Avenue

JFK Boulevard East JFK Boulevard JFK Boulevard East Avenue E JFK Boulevard East Roosevelt Avenue JFK Boulevard Hillside Road JFK Boulevard JFK Boulevard East JFK Boulevard East JFK Boulevard East Cottage Avenue JFK Boulevard JFK Boulevard East JFK Boulevard 11<sup>th</sup> Street Enterprise Avenue **Bayview Street** JFK Boulevard

E. 22<sup>nd</sup> Street

Grand Avenue

#### IV-45

#### Table B-3 Urban Collectors (continued)

#### Route

**Belgrove Drive** Bergen Avenue Bergenwood **Bloomfield Street** Broadway Broadwav Brunswick Street Caven Point Christopher Columbus Dr. Clay Street **Clinton Street Congress Street** Cottage Avenue Culver Avenue Davis Avenue E 22<sup>nd</sup> Street Enterprise Avenue Granton Avenue Hackensack Plank Rd Hackensack Plank Rd Hackensack Plank Rd Halliday Street Hillside Road Hoboken Avenue Hudson Street Jackson Street Jefferson Street Jersey Avenue JFK Boulevard East Johnston Avenue Kerrigan Avenue Long Street Madison Street Malary Avenue Manhattan Avenue Midland Avenue MLK Jr. Drive Monroe Street New York Avenue New Hook Access Road Newark Street Observer Highway Ocean Avenue Old Bergen Road Old Hook Road Pacific Avenue Palisade Avenue Park Avenue Pavonia Avenue Pershing Road **River Street** Roosevelt Avenue Rose Avenue Secaucus Road Union Turnpike W. 53<sup>rd</sup> Street Washington Street Washington Street York Street

#### From

Bergen Avenue Midland Avenue Passaic Avenue County Line 14th Street 79th Street Rt. 1&9 Truck Newark Avenue (JC) Summit Avenue Henderson Street Passaic Street 16<sup>th</sup> Street JFK Boulevard 76<sup>th</sup> Street NJ Rt. 440 Midland Avenue JFK Boulevard American Way 69th Street Park Avenue 36th Street U S Rt. 1&9 Carteret Avenue River Road Summit Avenue 14<sup>th</sup> Street 4<sup>th</sup> Street 11th Street Newark Avenue 61<sup>st</sup> Street Grand Street JFK Boulevard McAdam Avenue 15th Street Communipaw Avenue Rt. 1&9 Belgrove Drive Communipaw Avenue 4<sup>th</sup> Street 48th Street U.S. Rt. 1&9 Willow Avenue Jackson Street Danford Avenue JFK Boulevard Avenue E Communipaw Avenue 48<sup>th</sup> Street I-495 JFK Boulevard JFK Boulevard 4<sup>th</sup> Street Hudson Street Long Street Enterprise Avenue U.S. Rt. 1&9 JFK Boulevard 14th Street Henderson Street Colgate

#### То

Garfield Avenue Passaic Avenue Schuyler Avenue JFK Boulevard **Observer Highway** Park Avenue **Tonnelle** Avenue York Street Pacific Avenue Washington Street Kearney Avenue Newark Avenue (H) Palisades Avenue 75<sup>th</sup> Street JFK Boulevard Harrison Avenue Avenue J Secaucus Road 61<sup>st</sup> Street 19th Street Palisade Avenue 39th Street Caven Pt. Avenue 60th Street 12<sup>th</sup> Street Roosevelt Avenue Newark Avenue (H) **Observer Highway** Grand Street 1-495Pacific Avenue JFK Boulevard Rose Avenue Newark Avenue (H) Culver Avenue Central Avenue Schuyler Avenue McAdam Avenue Newark Avenue (H) Paterson Plank Road Avenue J **River Street River Street** Merrit Street Merrit Street E. 22<sup>nd</sup> Street Caven Pt. Avenue 30<sup>th</sup> Street 14th Street Newark Avenue (JC) Port Imperial **Observer Highway** 4<sup>th</sup> Street Old Bergen Road County Avenue Bergen Turnpike Avenue E Observer Highway Christopher Columbus Drive **Brunswick Street** 



# **Overall Policy Statement**

Economic conditions and economic policy provide the backbone of Hudson County and are key to its future. After many decades of economic struggle, Hudson County and its constituent municipalities have finally begun to realize a significant turnaround. Despite a severe economic slowdown from approximately 1989 to 1992 on top of an already depressed economy, Hudson County is now experiencing improvements in virtually every aspect of the economy. Unemployment is down, job generation and retention are up, residential and non-residential development and redevelopment is flourishing, crime is down and the County's overall quality of life is steadily improving.

Much of the success in recent years is attributable to a strong planning effort on the part of the County Government. The County has strategically analyzed its strengths and weaknesses and sought to take advantage where appropriate. A high quality and very successful public transit system has been developed. While an overall strong national economy is important, real economic success is reliant also on wise, well planned implementation of sound public policy.

Innovative State and Federal programs such as enterprise zones, special improvement districts, redevelopment and competitive trade policies have been key to creating jobs, retaining businesses and overall prosperity. These programs must be continued and the County must continue to either take advantage itself or assist and encourage its municipalities to do so. The potential economic benefits to be derived from tourists is now also becoming a factor in Hudson County. The Statute of Liberty, Ellis Island and the Liberty Science Center are all major tourist destinations which have been significantly enhanced in recent years. The County is now taking advantage of the cultural popularity of these attractions. In addition, the County's very close proximity to New York City is also an advantage in attracting tourist dollars.

## Introduction

Hudson County contains some of the most valuable real estate in the nation. Located between Newark and New York, the most populated cities of both states, Hudson County is ideally situated for industry as well as commerce. Major transportation arteries that serve the County are the New Jersey Turnpike, Routes 1 and 9 and Route 78. The Lincoln and Holland tunnels and the Port Authority Trans-Hudson Railway (PATH) connect Manhattan with New Jersey.

The County is also within short travel distance of Newark International Airport in New Jersey and Kennedy International and LaGuardia airports in New York. Within Hudson's borders are trunk-line railroads, motor-freight transport facilities, deep water shipping ports and container-ship facilities, and dockside warehouses that play an important role in exporting goods to world markets and in importing raw materials and finished products for distribution throughout the East Coast and portions of the United States. All of these resources combined make Hudson County a powerful component of the regional economy.

The purpose of the Economic Element of the Master Plan is to provide a clear understanding of Hudson County's economic base and the impact of forces shaping the County's future economy. This element provides an analysis of economic trends in the County; describes the problems, needs and resources of the County; identifies goals and objectives for economic development; and presents development strategies and implementation plans to achieve those goals.

## Planning Basis Economic History

Hudson County was largely agrarian in nature until the 19<sup>th</sup> Century, when economic development was spurred by the construction of canals and railroads from the west to Hudson County and New York. Throughout the 19<sup>th</sup> Century, several major rail lines came to Hudson County, converting what had been bucolic waterfront property adjacent to the Hudson River in Bayonne, Jersey City, Hoboken, Weehawken and West New York into an unbroken line of rail yards. In addition, the deep waters of the Hudson River, Kill Van Kull and Newark Bay allowed the creation of port facilities for cargo and passenger ships, with connections to the rail lines.

Industrial development quickly followed. Jersey City and Hoboken became prime industrial locations with their railroads and busy piers. Bayonne followed suit in the late 1870's when the Tide Water Oil Company and the Standard Oil Company built refineries and pipeline terminals at Constable-Hook. The West Hudson communities were also favored by manufacturers, becoming home to producers of cane boxes, stove works, tanners, wire, trunk and shade roller factories.

Heavy industry never dominated North Hudson and Secaucus. Instead, a mix of small businesses catering to regional needs developed, among them wholesale florists, breweries and silk mills. Starting in the 1880's, the North Hudson communities became home to the largest Swiss colony in the eastern United States. These immigrants created the Schiffli industry, which remains the major source of embroidery in America.

In the 20<sup>th</sup> Century, World War I led to an increased economic boom for Hudson County as workers at the shipyards labored to produce ships. This increase in economic activity halted abruptly during the Great Depression, when factory closings and layoffs were common. World War II briefly rescued the local and national economy as orders for defense work poured into the factories.

The economic prosperity that followed World War II, however, proved the ultimate ruin to Hudson County's economy. The shortage of housing in urban areas, the marriage and baby booms, and an improved roadway network encouraged people to move to suburbia. The loss of jobs, the collapse of the railroads, and the shift in marine shipping from break-bulk to containers meant that in three decades Hudson County lost its traditional way of earning its living.

By the mid to late 1970's, the economic fate of Hudson County began to improve. Abandoned railyards along upper New York Bay were transformed into Liberty State Park. Over 44,000 jobs were created in the region as hundreds of new businesses opened or relocated near the entertainment and sports center located in the Meadowlands. By the mid-1980's Secaucus became a thriving commercial and residential center. Another dramatic change occurred along the Hudson River waterfront, where the former railyards were redeveloped for a variety of new large scale mixed use projects. This redevelopment trend continues today, making Hudson County one of the few urban counties to experience a stable population and employment base.

#### Past Planning Efforts

Economic planning has been an ongoing effort at the County, regional and State level. Hudson County's 1974 Master Plan included an Economic Base Study which provided an in-depth evaluation of the County's economic base. The plan recognized the future demise of the County's industrial lands and the significant redevelopment opportunity in its former railroad yards. Since 1974, a number of studies have been prepared that evaluate the County and regional economy and make specific recommendations. The more recent reports, which reflect existing conditions, have been incorporated into the Economic Plan and include the following:

- Hudson County Comprehensive Economic Development Strategy (Annual Progress Report Update June 2001)
- A Competitive Assessment, Hudson County, N.J. (June 1998)
- Industry Cluster Analysis, Hudson County, NJ (June 1998)
- "A Region at Risk" The Third Regional Plan for the New York-New Jersey-Connecticut Metropolitan Area (1996)
- New Jersey Economic Master Plan, Short and Long Term Recommendations for Economic Improvement (1994)
- Regional Economic Longwave: Improving Dynamics in the Tri-State Region (Rutgers Regional Report - 1996)
- Technology Review Study: Significant Emerging Technologies and the Impacts on the Port Authority (Port Authority of New York and New Jersey - 1994)
- Industries Targeted for Business Attraction Efforts, Hudson County, NJ (July 1998)
- Destination New York New Jersey: Tourism and Travel to the Metropolitan Region (Port Authority of New York and New Jersey - 1994)
- Proceedings of the Regional Policy Roundtable: Prospects and Strategies for the 21<sup>st</sup> Century (Port Authority of New York and New Jersey - 1994)
- Urban Manufacturing Dilemma or Opportunity (National Council for Urban Economic Development - 1994)

#### Inventory and Analysis Employment Trends

Private Sector Covered Employment

Hudson County's employment performance has paralleled the State for the past two decades, with minor deviations attributable to local conditions. The County and State experienced significant employment increases for most of the 1980's, suffered employment losses during the 1989-1992 recession and have benefited from renewed employment growth since 1993. Private sector covered employment is a monthly count of full and part-time employees who earned wages during the pay period as reported quarterly by em-

Hudson County Master Plan

v			New Jersey	
Cha	nge		Cha	nge
er	Percent	Employment	Number	Percent
		2,949,495		
	2.9	3,047,993	98,498	3.3
	0.2	3,100,604	52,611	1.7
	4.7	3,121,638	21,034	0.6
	-4.8	3,036,932	-84,706	-2.7
	-5.9	2,858,227	-178,705	-5.8
	-2.9	2,868,362	10,135	0.3
	1.7	2,908,958	40,596	1.4
	4.6	2,986,762	77,804	2.6
	-0.3	3,017,640	29,955	0.8
	0.4	3,054,355	36,715	1.2

77.121

181,981

2.5

6.1

Table V-1					
Private-Sector Covered Employment, 1986–1997					
Hudson County and New Jersey					

**Hudson County** 

Number

-----

5,640

9,466

-10,076

-11,807

-5,420

3.183

8,512

-80

1.3

1.0

3,131,476

-927

2.607

1,987

557

Employment

192,533

198,173

198,730

208,196

198,120

186,047

180,627

183.810

192,322

192,840

191,913

194.520

Source: N.J. State Data Center

Net Gain or Loss

Year

1986

1987

1988

1989 1990

1991

1992

1993

1994

1995

1996

1997

ployees covered by New Jersey Unemployment compensation Law. By September 1997, the State had regained the 262,000 jobs that were lost during the 1989-1992 recession and employment reached a record total of 3.7 million. Although the County has not regained all of the jobs that were lost during the recession, employment is increasing and is poised for significant growth resulting from expanding redevelopment.

Hudson County's employment fluctuated between 1986 and 1997 as shown in Table V-1. The County's 1986 employment of 192,533 increased to a peak of 208,196 in 1989 before declining in 1992 to 180,627 and recovering at 194,520 in 1997. There was a total increase of 1.0 percent or 1,987 jobs during this period. The County's employment performance reflects the variations in the State economy from economic expansion to recession and then recovery. In comparison, State employment increased by 6.1 percent or 181,981 jobs between 1986 and 1997. The County's employment continues to increase, although at a slower rate than the State.

Hudson County's employment growth during the period from 1986 to 1997 was unevenly distributed among the municipalities as shown in Table V-2. Employment growth ranged 13.2 percent to 268.5 percent and was concentrated in Jersey City, Secaucus and Weehawken. Jersey City had employment growth

Table V-2
Private-Sector Covered Employment by Municipality, 1986-1997
Hudson County Municipalities

				Change, 1	986-1997
Geographic Are	ea 1986	1993	1997	Number	Percent
Bayonne	15,495	13,195	12,059	-3,436	-22.1
East Newark	1,561	1,070	1,140	-421	-26.9
Guttenberg	1,810	1,627	1,461	-349	-19.2
Harrison	6,077	5,556	4,501	-1,576	-25.9
Hoboken	17,082	11,117	11,447	-5,635	-32.9
Jersey City	63,725	61,441	72,209	8,457	13.2
Kearny	15,571	14,912	15,487	-84	-0.5
North Bergen	20,729	19,516	19,193	-1,536	-7.4
Secaucus	31,301	36,562	36,501	5,259	16.8
Union City	9,181	7,476	7,600	-1,581	-17.2
Weehawken	1,841	4,797	6,784	4,943	268.5
West New York	7,561	6,541	6,043	-1,518	-20.0
Source: N.J. Sta	ate Data Cent	er			

of 13.2 percent or 8,457 jobs, Secaucus had employment growth of 16.8 percent or 5,259 jobs and Weehawken had employment growth of 268.5 percent or 4,943 jobs. Employment decreases ranged from 0.5 percent to 32 percent. Losses occurred in Bayonne, East Newark, Guttenberg, Harrison, Hoboken, Kearny, North Bergen, Union City and West New York. Current employment projections indicate that most municipalities will experience employment growth through 2010.

#### Annual Average Wages

Annual average wages of private-sector employees covered under the State unemployment insurance program in Hudson County have been consistently lower than average wages statewide over the past 15 years, as shown in Table V-3. Unlike per capita personal income, which is based on place of residence, annual average wages are determined by work location. In 1990, the average annual wage in Hudson County was \$26,733, over 5 percent less than the average annual wage of \$28,192 for New Jersey. Between 1980 and 1990, average wages increased by only 6.7 percent annually in Hudson County, compared to 7.2 percent statewide. Between 1990 and 1997, however, average annual wages have increased more rapidly at the County level than at the State level. By 1997, average annual wages in Hudson County were \$37,928, slightly higher than the statewide average annual wage.

#### Major Employers

Hudson County was once the home of such major employers as Western Electric, Westinghouse, Maxwell House, Colgate-Palmolive, Owen Illinois and RCA. These and other manufacturing companies provided Hudson County residents with good paying blue collar jobs. These companies have relocated out of the County and State over the past 20 years, a trend that continues into the new millenium.

In early 1992, Emerson Radio dismissed 100 employees from its distribution, repair and refurbishing

# Table V-3Annual Average Wages, 1985-1997Hudson County and New Jersey

	Hudson	County	New Jo	ersey
Veen	Average		Average	Percent
Year	Wages	Change	Wages	Change
1985	\$ 19,953		\$ 20,958	
1990	\$ 26,733	33.9	\$ 28,192	34.5
1995	\$ 33,677	25.9	\$ 33,890	20.2
1997	\$ 37,928	12.6	\$ 37,032	9.2
Source	: N.J. State	e Data Cer	nter	

# Table V-4Major Private Sector Employers, 1999Hudson County

	Number of	
Employer	Employees	Location
UPS	2,200	Secaucus
ADP Brokerage Service		
Division	2,000	Jersey City
Donaldson Lufkin &		
Jenrette Pershing Divisior	า 2,000	Jersey City
Jean Nicole, Inc.	2,000	Secaucus
Liz Claiborne, Inc.	1,800	North Bergen
Jersey City Medical		-
Center	1,770	Jersey City
APA Transport Corp.	1,500	North Bergen
Lehman Brothers,		C C
Accounts Payable	1,400	Jersey City
Local 2 – 406 PACE	1,385	Bayonne
APA Turck Leasing Corp.	1,300	North Bergen
Bayonne Hospital	1,200	Bayonne
St. Mary Hospital	1,200	Hoboken
Source: Hudson County	Economic Dei	elopment Cor-
poration, November 1999		
•		

operation in North Bergen. Maidenform Inc., an apparel manufacturer in Bayonne, closed its manufacturing and distribution center facility in late 1992 and released 500 employees. The Ames Department Store filed for Chapter 11 of the U.S. Bankruptcy Code and closed its distribution facility in Secaucus, affecting some 400 employees. In late 1993 the Clorox Company, manufacturers of household products, closed its facility in Jersey City and moved to Maryland, affecting approximately 160 workers.

The largest private sector employers in Hudson County include United Parcel Service (transportation) and ADP Brokerage Service Division (financial), as shown in Table V-4. Other major financial service employers include Donaldson Lufkin Jenrette Pershing Division. The other major transportation employers include APA Transport Corp. and APA Truck Leasing Corp. Major manufacturing employers included Jean Nicole and Liz Claiborne. Jersey City Medical Center, along with Bayonne Hospital and St. Mary Hospital, are the major quasi-public employer in the County, with 1,770, 1,200 and 1,200 employees, respectively.

#### **Unemployment**

With the impact of the recession, the unemployment rates climbed from 7.3 percent in 1990 to a post-recession high of 11.2 percent in 1992. As a reflection of overall economic improvement, the rate of unemployment in Hudson County has dropped to 5.7 percent in 2000.

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Unemplo	Table V-5 Unemployment Rate, 1990-2000 Hudson County and New Jersey						
Year	Hudson County	New Jersey					
1990	7.3	5.1					
1991	8.7	6.7					
1992	11.2	8.5					
1993	10.0	7.5					
1994	9.3	6.8					
1995	9.3	6.4					
1996	9.2	6.2					
1997	7.8	5.1					
1998	7.3	4.6					
1999	7.3	4.6					
2000	5.7	3.8					
Change,							
1990-200	<i>00</i> 1.6	1.3					

The rate of 5.7 percent for 2000 is not comparable to data from previous years due to a major revision of the monthly household survey used to develop these figures. However, in 2000, as in prior years, the County's rate of unemployment remained consistently above the State's largely due to the continuing long-term erosion of the County's manufacturing base.

#### Labor Skills

Table V-6

Hudson County's labor force contains a large number of unskilled and uneducated workers. Almost 36 percent of the population aged 25 and over has not completed high school, as shown in Table V-6. By comparison, only 23 percent of the statewide population over the age of 25 has not completed high school.

A high quality labor force is needed to support the emergence of sophisticated service industries in which the New York metropolitan region has tradition-

**Educational Attainment, 1990** 

ally enjoyed a competitive advantage. The quality of life within Hudson County will become increasingly important in attracting and maintaining a skilled work force, as the communication revolution makes location less relevant and markets increasingly global. Currently, there is an alarming development of a bimodal work force, with one group consisting of highly skilled, highly educated workers and the other consisting of relatively unskilled workers. Opportunities for this second group are limited because the educational and social system cannot overcome the cultural, monetary and social difficulties which have separated the two groups. Preventing this bimodal split, which disconnects one segment of the community from meaningful participation in the work force, is essential for the long-term economic well-being of the County.

Hudson County has a large concentration of residents working in low-skilled, low-paying jobs. The County has a significant concentration of people working in the non-durable goods manufacturing and transportation industries, as shown in Table V-7. Compared to the State, Hudson County has a greater proportion of workers employed in administrative support, machine operating, transportation and handling occupations, as shown in Table V-8. These occupations are generally low-paying and require minimum skills.

#### Income

In 1990, Hudson's per capita income was \$14,480, which was below the State average of \$18,714 and ranked 19th out of New Jersey's 21 counties. Similarly, Hudson County's 1990 median household income was \$30,917, which is 32 percent less than the statewide median household income of \$40,927. Overall, median household in Hudson County increased by almost 115 percent between 1980 and 1990, which includes payments such as social secu-

	Hudson County		New Jersey	
Educational Attainment	Number	Percent	Number	Percent
Less than 9th grade	64,096	17.2	486,210	9.4
9th to 12th grade, no diploma	69,652	18.7	718,996	13.9
High school graduate	105,339	28.3	1,606,555	31.1
Some college, no degree	45,646	12.2	801,791	15.5
Associate degree	13,977	3.7	268,664	5.2
Bachelor's degree	49,687	13.3	826,887	16.0
Graduate or professional degree	23,709	6.3	457,130	8.8
Total	372,106	100.0	5,166,233	100.0

#### Table V-7

#### Labor Force - Industry Characteristics, 1990 Hudson County and New Jersey

	Hudson County		New	Jersev
	Number of	Percent of	Number of	Percent of
Industry	Employees	Labor Force	Employees	Labor Force
Agriculture, forestry & fisheries	876	0.3	40,161	1.0
Mining	269	0.1	5,066	0.1
Construction	11,557	4.3	231,328	5.9
Manufacturing, non-durable goods	33,366	12.4	347,224	8.9
Manufacturing, durable goods	18,663	6.9	306,212	7.9
Transportation	23,553	8.7	198,877	5.1
Communications & other public utilities	6,428	2.3	134,002	3.4
Wholesale trade	15,985	5.9	207,413	5.3
Retail trade	38,425	14.2	587,969	15.2
Finance, insurance & real estate	28,354	10.5	346,037	8.9
Business & repair services	16,405	6.1	204,342	5.2
Personal services	8,303	3.0	107,413	2.7
Entertainment & recreation services	3,794	1.4	66,807	1.7
Health services	18,517	6.8	314,897	8.1
Education services	15,795	5.8	305,531	7.9
Other professional & related services	16,692	6.2	284,950	7.3
Public administration	11,834	4.4	180,469	4.6
Total Employed persons 16 years and ove Source: U. S. Bureau of the Census, 199		100.0	3,868,698	100.0

#### Table V-8

-

#### Labor Force - Occupational Characteristics, 1990 Hudson County and New Jersey

	Hudson County		New	Jersey
	Number of	Percent of	Number of	Percent of
Occupation	Employees	Labor Force	Employees	Labor Force
Executive, administrative &				
managerial occupations	32,866	12.2	578,751	14.9
Professional specialty occupations	31,992	11.9	587,700	15.1
Technicians and related support				
occupations	8,256	3.0	149,498	3.8
Sales occupations	28,309	10.5	472,742	12.2
Administrative support occupations,				
including clerical	56,608	21.0	720,873	18.6
Private household occupations	860	0.3	11,179	0.2
Protective service occupations	6,392	2.3	80,897	2.0
Service occupations (exc. Protective				
& household)	26,924	10.0	352,043	9.1
Farming, forestry & fishing occupations	995	0.3	35,440	0.9
Precision production, craft & repair				
occupations	23,649	8.8	386,691	10.0
Machine operators, assemblers &	,			
inspectors	25,318	9.4	209.594	5.4
Transportation & material moving	-,	-	,	-
occupations	13,102	4.8	148,208	3.8
Handlers, equipment cleaners,	,			
helpers & laborers	13,545	5.0	135,082	3.4
Total Employed persons 16 years		0.0	,	2
and over	268,816	100.0	3,868,698	100.0
Source: U. S. Bureau of the Census, 19		100.0	3,000,000	100.0



Hudson County and New Jersey							
Hudson County	Per Capita Income (dollars)	Median Household Income (dollars)					
1980	6,476	14,384					
1990	14,480	30,197					
1995	23,465	32,152					
Percent Change	262.3	123.5					
State of New Jersey							
1980	2,128	19,801					
1990	18,714	40,927					
1995	29,982	44,435					
Percent Change	130.2	106.6					

# Table V-9Household and Per Capita Income, 1980-1995Hudson County and New Jersey

rity, welfare assistance and unemployment compensation. Historically, the County has experienced relatively high levels of unemployment and public assistance. Thus, Hudson County has a relatively low per capita income compared to other counties in the state, as shown in Table V-9. Per capita personal income equals total personal income divided by total population. Total population income consists of private and government wage and salary payments in cash and in kind, other labor income, farm and non-farm proprietors' income, personal interest income, rental income of persons, dividends and transfer payments, less personal contributions for social insurance. It is measured before the deduction of personal income and other personal taxes and is reported in current in current dollars.

## Economic Base

#### County Trends

In general, Hudson County's recent increase in total employment reflects expansion in the service-producing sector of the economy. It should be noted that the aggregate employment totals for municipalities may not reflect annual industry data published by the Department of Labor because of amendments to the law which changed the coverage of some groups of workers over the years and because of the changes, such as revised editions to the Standard Industrial Classification (SIC) manual used with the 1987 SIC manual. Between 1986 and 1997, the County experienced an increase in employment in the serviceproducing industries and a decrease in the goodsproducing industries, as shown in Table V-10. Goodsproducing industries are businesses that generally produce goods that can be exported elsewhere and include manufacturing and construction. All other industries are considered service-producing industries.

Both Hudson County and the State experienced significant declines in employment in the goods-producing sector of the economy between 1986 and 1997. Employment in the County's goods-producing sector fell by 24,299 (-40.9%) from 1986 to 1997, compared with a much smaller statewide decline of 27.6 percent. In 1986, manufacturing occupied almost 28 percent of the County workforce, compared to less than 16 percent in 1997. By 1997, the proportion of manufacturing jobs in the County (15.5%) was equivalent to the State (15.3%).

During the 1986-1997 period, County employment in the service-producing sector rose by 26,265 (19.7%) to reach 159,496, compared with a 20.4 percent increase statewide. The majority of this increase is attributable to employment increases in the finance, insurance and real estate, services and public administration industry divisions in Hudson County.

The most noticeable difference between the County and the State is in the transportation/communications/ public utilities division, where the County's share of jobs (13.9%) is substantially greater than the State's share (8.1%) in 1997. For many decades, Hudson County has been a transportation hub in the State because of its geographic location and network of highways, bridges and tunnels that provide access to New York City and other markets throughout the nation's largest metropolitan area.

## Targeted Industries

The County recently completed an analysis of various industrial categories in order to most efficiently seek to revitalize the industrial base of Hudson County. A total of 33 industries were studied and prioritized relative to their future attractiveness to the County, given various factors such as growth potential, availability of labor and other geographic and transportation oriented factors. There are also a number of "attributes" that were determined to be important in selecting industries to target. They were: Economic Plar

#### Table V-10

# Private-Sector Covered Employment by Industry, 1986-1997

Hudson County and New Jersey

	Number Of Employees									
	Hu	idson Cou	nty	New Jersev						
Industry	1986	1990	1997	1986	1990	1997				
Agriculture, Forestry & Fishing	146	161	218	28,265	28,008	24,431				
Construction	6,057	6,168	4,877	160,911	148,964	132,023				
Manufacturing	53,235	39,752	30,116	689,772	591,051	483,259				
Transportation & Public Utilities	29,876	28,613	27,062	223,432	230,881	256,259				
Wholesale Trade	22,903	26,224	21,495	251,796	274,317	279,788				
Retail Trade	31,452	34,623	32,211	583,215	585,244	625,015				
Finance, Insurance & Real Estat	e 10,124	16,144	25,199	209,755	229,735	235,261				
Services	38,730	46,163	53,311	777,880	925,175	1,105,749				
Total	192,523	197,848	194,489	2,925,026	3,013,375	3,141,785				

#### Table V-11

<b>Private-Sector Covered</b>	Employment	by Industry,	1986-1997
Hudson County and Net	w Jersev		

	Percent Of Total Employment									
	Hu	dson Cou	inty		New Jersey					
Industry	1986	1990	1997	1986	1990	1997				
Agriculture, Forestry & Fishing	0.0	0.0	0.1	0.9	0.9	0.7				
Construction	3.1	3.1	2.5	5.4	4.9	4.2				
Manufacturing	27.6	20.0	15.4	23.3	19.4	15.3				
Transportation & Public Utilities	15.5	14.4	13.9	7.5	7.6	8.1				
Wholesale Trade	11.9	13.2	11.0	8.5	9.0	8.9				
Retail Trade	16.3	17.5	16.5	19.7	19.2	19.8				
Finance, Insurance & Real Estate	5.2	8.1	12.9	7.1	7.5	7.4				
Services	20.1	23.3	27.4	26.3	30.4	35.1				
Total	100.0	100.0	100.0	100.0	100.0	100.0				
Note: Numbers may not add due	to rounc	ling suppr	essed data.							

Source: New Jersey Department of Labor, Trends in Employment and Wages Covered by Unemployment Insurance

- Matches local resources to business needs
- Provides training and skill improvement to the labor force
- Creates local jobs itself
- Creates additional jobs among suppliers and support organizations
- Contributes to the tax base
- Is export-oriented, preferably with international potential
- Is in a stable or growing industry
- Is environmentally friendly

The 33 industries detailed in Table V-12 are listed by SIC Code and are further divided into "clusters" based upon the criteria established. The clusters are Finance, Insurance, Real Estate (FIRE); Transportation/ Wholesale Trade; Textiles and Apparel; Printing, although there is a certain amount of overlapping of related industries among the clusters. SIC Codes have been replaced by the North American Indus-

trial Classification (NAIC) system.

## Hudson County CEDS

In 1999, the HCEDS completed the Hudson County Comprehensive Economic Development Strategy (CEDS). The CEDS received formal approval from the US Economic Development Administration in March 2000, and was updated in June 2000 and again in June 2001. The CEDS sets forth a planning and project implementation process designed to address economic problems, tap the County's economic potential, create jobs, foster effective transportation systems, protect and enhance the environment and promote balanced, sound development and growth.

The CEDS document and process replaces the prior Overall Economic Development Program (OEDP). The various projects identified in the OEDP and now the CEDS are now eligible to receive funding through a variety of EDA (Economic Development Administration) programs. Table V-13 is a listing of projects



#### Table V-12 **Targeted Industries Hudson County**

Targeted Industry and		
Standard Industrial Classification Number	Cluster(s)	Targeting Priority
Commercial Printing – SIC 2752	Printing/FIRE	HIGH
Security Brokers and Dealers – SIC 6210	FIRE/Printing	HIGH
Commodity Brokers and Dealers – SIC 6220	FIRE/Printing	HIGH
Investment Advisory Services – SIC 6282	FIRE/Printing	HIGH
Computer Programming Services – SIC 7371	FIRE	HIGH
Computer Integrated Systems Design - SIC 7373	FIRE	HIGH
Computer Related Services – SIC 7379	FIRE	HIGH
Data Processing Schools – SIC 8243	FIRE	HIGH
Data Processing & Preparation Services – SIC 7374	FIRE	HIGH
Computer Facilities Management – SIC 7476	FIRE	HIGH
Long Distance Trucking – SIC 4213	Transportation/Wholesale Textiles	HIGH
	and Apparel/Printing	
Refrigerated Warehousing – SIC 4222	Transportation/Wholesale	HIGH
General Warehousing – SIC 4225	Transportation/Wholesale	MEDIUM
Special Warehousing – SIC 4226	Transportation/Wholesale	HIGH
Periodicals – SIC 2721	Printing Transportation/Wholesale	HIGH
	Textile and Apparel	
Information Retrieval Services – SIC 7375	FIRE	MEDIUM
Paints and Allied Products – SIC 2851	Chemicals/Wholesale Trade	MEDIUM
Soap and Other Detergents – SIC 2841	Chemicals/Wholesale Trade	MEDIUM
Toilet Preparations – SIC 2844	Chemicals/Wholesale Trade	MEDIUM
Wholesale Trade – SIC 5000 Especially the following:		
Furniture and Home Furnishings – SIC 5020	Transportation/Wholesale	MEDIUM
Professional & Commercial Equipment – SIC 5040	Transportation/Wholesale	MEDIUM
Electrical Goods – SIC 5060	Transportation/Wholesale	MEDIUM
Drugs and Drug Proprietaries – SIC 5120	Transportation/Wholesale	MEDIUM
Apparel – SIC 5130	Transportation/Wholesale	MEDIUM
Chemicals and Allied Products – SIC 5160	Transportation/Wholesale	MEDIUM
Books, Periodicals and Newspapers – SIC 5192	Transportation/Wholesale	MEDIUM
Knit Outerwear – SIC 2753	Textiles and Apparel	LOW
Weft Knit Fabrics – SIC 2257	Textiles and Apparel	LOW
Lace and Warp Knit – SIC 2258	Textiles and Apparel	LOW
Women's Blouses and Shirts – SIC 2331	Textiles and Apparel Wholesale Trade	LOW
Women's Suits and Coats – SIC 2337	Textiles and Apparel Wholesale Trade	LOW
Women's Outerwear, NEC – SIC 2339	Textiles and Apparel Wholesale Trade	LOW
Bras, Girdles and Allied Garments – SIC 2342	Textiles and Apparel Wholesale Trade	LOW
Source: Industries Targeted for Business Attraction Efforts, I	Hudson County, NJ 1998	
·		

**Economic Plan** 

already funded as a result of the OEDP.

A number of goals were established and designed to assist in executing the CEDS. The goals are intended to help establish direction as well as priorities to achieve long range economic success. The goals are:

- Create a diversified economy to maintain full • employment and continue economic growth
- Develop an equitable distribution of jobs, support services and facilities consistent with the needs of the population
- Retain and expand existing businesses and attract new ones
- Strengthen the tax base of the County

- Improve all aspects of the transportation sys-. tem to facilitate the flow of goods and people, enhance economic growth, connect people and jobs, and improve the quality of life
- Foster the cleanup and reuse of contaminated sites as an integral part of both economic and community development
- Invest in industrial systems and technology . to continue economic growth, new development, redevelopment and the quality of life
- Support efforts to provide a variety of housing types for households of all income levels
- Identify, evaluate and implement alternate • strategies and tools that impact economic development and economic growth

**Economic Plan** 

# Table V-13Overall Economic Development ProgramHudson County

List of Approved P	Projects, 1994-1999 <b>Project</b>	Dollar Amount	Date Initiated	Current Status (Fall 1999)
North Bergen	West Side Avenue Reconstruction	\$1,000,000	Construction began 1/99	Work underway
Hoboken	Lifecycle Product Management	\$1,600,000	Construction began 2/95	Completed
	at the Stevens Institute	\$1,000,000	Contraction Dogan 2,00	Completed
Bayonne	Constable Hook Road Flood Control and Reconstruction	\$1,500,000	Work began Spring 1998	Completed
Bayonne	Infrastructure Analysis at Marine Ocean Terminal	\$300,000	Fall 1999	Work under way
Hudson County	Planning Grant (Tasks listed below)	\$300,000 (3 years)	Projects began in 1997	On-going (Application submitted for third year funding)
	1) Countrywide database of industrial and commercial real estate		Work began 9/97	Database established with over 1,000 entries
	2) Targeted Industries Study 3) Hudson County Economic Development Corporation Business Loan Program and Small Women, and Minority		Work began 1/98 Began in 1998	Study completed in Fall 1998 On-going programs with over 16 loans made and no defaults to date
	Business Loan Programs 4) Economic Development planning activity in support of the USEPA Brownfields Assment Demonstration Pilot		Work began 1/99	Nine month no cost extension until 6/30/01.
Recent Developm	-	Dollar		
Location	Project	Amount		
Bayonne	Cyberdistrict study	\$80,000		
Jersey City	Planning and job growth analysis	\$40,000		
	focused on technology sector			
Hudson County	Office of Strategic Development Hudson River Walkway project	\$200,000		
	Cyberdistrict study	\$200,000		
	Hudson Transportation Management Association	\$150,000		
	Access to waterfront in Hoboken	\$1,000,000		
	Intermodal Development at MOBY Workforce development	\$205,000		
	Ferry Services to Manhattan			
Harrison	Redevelopment Planning			
Kearny	Redevelopment Plan	. #4 OOF OCO		
Bayonne	Infrastructure improvements to Berger	ז \$1,225,000		
Kearny	Point area of City Extension of Bergen Avenue and	\$3,500,000		
Secaucus	storm drainage improvements Flood control measures	\$2,900,000		

Economic development needs affecting Hudson County were further broken down into seven categories. Each need category was then addressed via a series of specific and detailed objectives for the successful fulfillment of each need and ultimately the goals of the CEDS. The need categories are as follows:

- Work Force Development Projects (WFD): Improving the quality of the work force; providing business support for worker improvement programs.
- 2. Transportation Development Projects (TD): Transportation-related projects; improving infrastructure and services in support of economic development.
- 3. Industrial Development Projects (ID): Encouraging industries to remain, expand and modernize; attracting new industries to the County; enhance work force preparedness.
- Commercial Expansion Projects (CE): Providing a full range of retail and personal services to serve the diverse needs of the County; upgrading the business districts of the County.
- Waterfront Development Project (WD): Assisting in the implementation of the redevelopment of the Hudson River waterfront;
- 6. Program Delivery and Marketing Projects (PD): Planning, administering and monitoring economic development activities; continuing to identify and act in response to business needs; continuing the expansion of the County real estate data base; continuing the development and execution of marketing activities on behalf of the County; administering or coordinating programs on behalf of the County.
- Supporting Activities and Initiatives (SA): Assisting in the implementation of programs, projects and services that support economic development; fostering the creation of public-private partnerships.

## Municipal Trends

The distribution of employment by industry varies widely from one municipality to another, as shown in Table V-14 and discussed below. Table V-14 relies on 1996 information which is the most recent employment data by municipality.

#### **Bayonne**

Total employment in Bayonne decreased from 21,330 in 1986 to 13,201 in 1996, a 38 percent decline. The majority of the decrease was caused by employment

losses in the apparel and other textile products manufacturing (-1,313), insurance carrier (-669) and business service (-768) industries. At the same time, significant employment increases occurred in the wholesale trade - non-durable goods (+436), motion pictures (+400) and health services (+438) industries. In 1993, the majority of Bayonne workers were employed in the transportation and service industry sectors. Bayonne has a strong concentration of jobs in the transportation/communication sector, with almost 5,370 jobs, constituting almost 30 percent of the City's employment, compared to only 14 percent Countywide.

#### East Newark

Total employment in East Newark declined from 1,632 in 1986 to 1,092 in 1996, a 33 percent decrease. The majority of the decrease was caused by employment losses in the apparel and textile manufacturing industry, which declined by 443 workers. East Newark still maintains a strong concentration in manufacturing, with over 59 percent of total workers employed in manufacturing industries compared to only 16 percent County-wide.

#### **Guttenberg**

Guttenberg employment decreased from 1,966 in 1986 to 1,549 in 1996, a 21 percent decline. The majority of the decrease resulted from employment losses in business services (-100), social services (-208) and membership organizations (-136). The only significant employment gain occurred in the real estate agent and management industry, which increased by 128 employees. Major industrial sectors in Guttenberg include manufacturing and services, which have significantly greater concentrations of employment than Hudson County. Over 32 percent of total workers are employed in manufacturing, compared to 16 percent Countywide. Similarly, over 17 percent of all workers are employed in the finance/ insurance/real estate industry, compared to 9 percent Countywide.

#### Harrison

Total employment in Harrison declined slightly from 6,664 in 1986 to 4,763 in 1996, a 29 percent loss. Significant employment decreases occurred in industrial machinery & equipment manufacturing (-552) and business services (-363). Significant employment increases occurred in food and kindred products manufacturing (+344), trucking & warehousing (+111), furniture & home furnishing stores (+502) and social services (+139). The greatest number of employees work in the manufacturing industrial sector. In fact, Harrison has a signi-ficant concentration of manu-

# **Economic Plan**

# Hudson County Master Plan

# V-12

#### Table V-14 Employment by Municipality, 1996 Hudson County

Number of	Bay-	East	Gutten-		Hobo-	Jersey		North	Secau-	Union	Wee-	West	Hudson
Employees	onne	Newark	berg	son	ken	City	Kearny	Bergen	cus	City	hawken	<b>New York</b>	County
Agriculture	42	0	0	0	36	0	0	37	38	0	0	0	153
Mining	0	0	0	0	0	0	0	0	0	0	0	0	0
Construction	456	45	28	255	200	1,257	571	308	635	163	67	62	4,047
Manufacturing	1,737	606	378	1,803	2,545	7,867	1,743	3,498	3,908	1,680	170	2,315	29,520
Transportation &	1,350	32	22	490	1,175	7,808	3,526	3,566	7,552	235	1,103	139	26,998
Communication													
Wholesale Trade	1,493	160	133	741	981	4,355	1,591	3,955	7.469	631	191	372	22.072
Retail Trade	2,424	74	143	685	1,641	10,026	2,112	4,099	7,217	1,921	914	1,528	32,784
Finance,	641	26	239	79	881	15,865	452	364	1,467	474	3,165	332	23,985
Insurance & Real													
Estate													
Services	4,116	149	606	425	4,505	22,632	3,105	3,660	8,850	2,589	737	1,178	52,552
Public	945	0	0	285	682	12,332	0	630	855	1,136	585	649	10,815
Administration &						,				,			,
Government													
Total	13,201	1,092	1,549	4,763	12,646	82,148	14,000	20,117	37,991	8,829	6,932	6,575	191,845

Percent of Total Employees	Bay- onne	East Newark	Gutten- berg	Harri- son	Hobo- ken	Jersey City	Kearny	North Bergen	Secau- cus	Union City	Wee- hawken	West New York	Hudson County
Agriculture	0.3	0.0	0.0	0.0	0.2	0.0	0.0	0.1	0.1	0.0	0.0	0.0	0.0
Mining	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Construction	3.4	4.1	1.8	5.3	1.5	1.5	4.0	1.5	1.6	1.8	0.9	0.9	2.1
Manufacturing	13.4	55.4	24.4	37.8	20.1	9.5	19.4	17.3	10.2	19.0	2.4	35.2	15.3
Transportation & Communication	10.2	2.9	1.4	10.2	9.2	9.5	25.0	17.7	19.8	2.6	15.9	2.1	14.0
Wholesale Trade	11.3	14.6	8.5	15.5	7.7	5.0	11.2	19.6	19.6	7.1	2.7	5.6	11.5
Retail Trade	18.3	6.7	9.2	14.3	12.9	12.2	14.9	20.3	19.0	21.7	13.1	23.2	17.0
Finance,	4.8	2.3	15.4	1.6	6.9	19.3	3.2	1.8	3.8	5.3	45.6	5.0	12.5
Insurance & Real Estate													
Services	31.1	13.6	39.1	8.9	35.6	27.5	22.0	18.1	23.2	29.3	10.6	17.9	27.3
Public	7.1	0.0	0.0	5.9	5.3	15.0	0.0	3.1	2.2	12.8	8.4	9.8	5.6
Administration &	k												
Government													
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

**Economic Plan** 

# Hudson County Master Plan

facturing jobs, with almost 45 percent of the local workforce employed in manufacturing industries compared to 16 percent Countywide.

#### <u>Hoboken</u>

Hoboken experienced the greatest percentage decrease in employment in Hudson County between 1986 and 1996, losing nearly 6,000 jobs for a 32 percent decrease. Total employment in Hoboken has declined from 18,584 in 1986 to 12,646 in 1996. The majority of the decline was caused by decreases in the manufacturing sector, where employment losses occurred in the apparel & other textile products (-2,100), furniture & fixtures (-2,035) and food & kindred products industries (-885). Additional job losses occurred in water transportation (-689) and business services (-897). Part of the loss in the business services industry was caused by a change in Standard Industrial Code classification and is reflected in an employment increase in engineering & management services by 498 jobs. Additional employment increases occurred in eating and drinking places, which gained 316 jobs. In 1996, the majority of local jobs were in the manufacturing and services industries. Hoboken has maintained a significant concentration of manufacturing jobs, with 24 percent of the total workforce compared to 16 percent Countywide.

#### Jersey City

Total employment in Jersey City decreased from 82,991 in 1986 to 82,148 in 1996, a 1 percent decline. Significant employment losses occurred in the manufacturing sector, which saw decreases in food & kindred products (-1,246), apparel & other textile products (-1,609) and chemicals & allied products (-1,338). Additional employment losses occurred in trucking and warehousing (-2,354), business services (-1,363) and elementary and secondary schools (-1,380). Part of the loss in the business services industry was caused by a change in the Standard Industrial Code classification and is reflected in an increase in engineering & manage-ment services by 1,287 jobs. Significant employment gains occurred in security and commodity brokers (+4,789), administration of transportation services (+1,466) and depository institutions (+1,456). The increase in administration of transportation employment reflects the relocation of Port Authority of New York and New Jersey workers to Jersey City. The majority of workers are employed in the services, government and finance/insurance/real estate sectors. Jersey City has significant concentration of jobs in these sectors compared to the County, employing over 16 percent, 26 percent and 20 percent of the total work force, respectively.

#### <u>Kearny</u>

Total employment in Kearny decreased from 18,993 in 1986 to 14,000 in 1996, a 26 percent decline. Much of the decline occurred in the manufacturing sector which decreased by 1,274 jobs or 29 percent. Significant manufacturing job losses occurred as many small manufacturing businesses closed, particularly in the printing and publishing (-261) and miscellaneous manufacturing (-219) industries. Other job losses occurred in the wholesale trade industry which decreased by 648 jobs. Significant employment gains occurred in trucking and warehousing (+641), business services (+478) and engineering & management services (+583). The majority of workers are employed in the transportation/communication, government and manufacturing sectors. Compared to Hudson County, Kearny has significant employment concentrations in the transportation/communication and manufacturing sectors which employ over 18 percent and 21 percent of the total work force, respectively.

#### North Bergen

Employment in North Bergen declined from 22,438 in 1986 to 20,117 in 1996, a 10 percent decline. Significant employment losses occurred in apparel & accessory stores (-1,794), trucking and warehousing (-1,275) and electronic & other electric equipment manufacturing (-962). Significant employment gains occurred in apparel & textile products manufacturing (+1,130), whole-sale trade-non-durable goods (+899) and health services (+374). The majority of local workers are employed in manufacturing industries. Compared to Hudson County, North Bergen has significant employment concentrations in manufacturing (25%) and wholesale trade (18%).

#### Secaucus

Secaucus is one of only two Hudson County municipalities to see an employment increase between 1986 and 1996. Total employment in Secaucus increased by 4,268 jobs, a 13 percent increase. Major employment gains occurred in business services (+2103), trucking & warehousing (+1097), apparel & other textile products manufacturing (+940), eating & drinking places (+768) and apparel & accessory stores (+602). Significant employment losses occurred in electronic and other electric equipment manufacturing (-776), general merchandise stores (-722) and wholesale trade (-928). The majority of local workers are employed in transportation, services and wholesale trade industries. Compared to Hudson County, Secaucus has significant employment concentrations in the transportation (21%) and wholesale trade industries (23%).

#### Union City

Total employment in Union City declined from 11,150 in 1986 to 8,829 in 1996, a 21 percent decline. Major employment losses occurred in apparel & other textile products manufacturing (-878), local & interurban passenger transit (-366) and general merchandise stores (-310). Major employment gains occurred in educational services (+258) and health services (+236). The majority of local workers are employed in the government, manufacturing, service and retail trade industry sectors. Compared to Hudson County, Union City has significant employment concentrations in manufacturing (21%), retail trade (19%) and government (21%).

#### Weehawken

Weehawken saw the greatest percentage increase in employment between 1986 and 1996. Total employment in Weehawken increased by 3,139 jobs to total 6,932 in 1996. The most significant employment gain was the addition of 2,665 jobs in the security and commodity brokers industry, which more than doubled total employment. The only significant employment loss occurred in food stores, which declined by 399 jobs. The majority of local workers are employed in the finance/insurance/real estate industry, where almost 52 percent of the workforce are employed. This employment concentration is significantly greater than the County, where finance/insurance/real estate businesses account for only 9 percent of total employment.

#### West New York

Total employment in West New York declined from 8,915 in 1986 to 6,575 in 1996, a 26 percent decline. Significant job losses occurred in the manufacturing sector, where employment declined in textile mill products (-193), apparel & other textile products (-121), rubber & miscellaneous plastic products (-192) and leather & leather products (-105). Additional employment declines occurred in apparel & accessory stores (-300) and real estate (-113). Significant employment gains occurred in wholesale trade - non-durable goods (+110) and social services (+120). The majority of workers are employed in the manufacturing industry. Compared to Hudson County, West New York has significant employment concentrations in the manufacturing (36%) and retail trade (19%) industries.

## Industrial Analysis

#### Manufacturing

Over the 12-year period, manufacturing employment in Hudson County dropped by 45.6 percent, or 23,119, compared with the State's loss of 29.9 percent, as shown in Table V-15. The drop in the County's level of manufacturing jobs was continuous, from 53,030 in

# Table V-15Manufacturing Employment, 1986-1997Hudson County and New Jersey

пич	<u>ison Cou</u>	<u>JNTY</u>	New Jersey			
1986	1990	1997	1986	1990	1997	
5,785	4,178	2,991	50,659	46,209	37,76	
3,036	2,235	2,056	14,290	12,239	10,36	
16,842	12,282	8,528	47,317	35,936	25,534	
225	58	*	6,930	4,677	3,792	
2,500	574	105	12,614	8,152	6,06	
1,910	1,668	1,186	29,464	25,394	21,53	
4,180	4,243	4,917	65,500	62,129	59,74	
4,832	4,159	2,736	116,578	119,493	96,749	
529	375	231	8,578	*	6,420	
2,113	1,978	1,347	36,088	30,989	29,03	
566	490	472	3 ,295	3,438	*	
309	319	287	24,513	20,427	16,76	
1,371	1,059	599	19,372	15,588	12,05	
1,463	863	727	47,955	38,653	31,74	
1,421	1,031	475	54,311	45,088	34,02	
3,295	1,882	654	86,760	48,305	33,97	
183	124	173	12,514	10,381	10,42	
79	93	43	32,499	38,278	30,89 <sup>-</sup>	
2,391	2,132	1,297	20,266	17,046	13,88	
53,030	39,743	28,863	689,503	591,051	483,35	
	<b>1986</b> 5,785 3,036 16,842 225 2,500 1,910 4,180 4,832 529 2,113 566 309 1,371 1,463 1,421 3,295 183 79 2,391	198619905,7854,1783,0362,23516,84212,282225582,5005741,9101,6684,1804,2434,8324,1595293752,1131,9785664903093191,3711,0591,4638631,4211,0311,3251,88218312479932,3912,132	$\begin{array}{cccccccccccccccccccccccccccccccccccc$	$\begin{array}{c ccccccccccccccccccccccccccccccccccc$	$\begin{array}{c ccccccccccccccccccccccccccccccccccc$	



# Table V-16Construction Employment, 1986-1997Hudson County and New Jersey

	Hud	son Cou	nty	New Jersey		
Industry by Two Digit SIC	1986	1990	1997	1986	1990	1997
General Building Contractors	1,721	1,265	810	43,947	36,442	30,786
Heavy Construction, Ex. Building	452	986	383	19,547	18,402	13,991
Special Trade Contractors	3,636	3,829	3,263	97,417	94,120	86,955
Total Construction	5,809	6,080	4,456	160,911	148,964	131,732

1986 to 38,863 in 1997; foreign competition coupled with the recession were the most important factors contributing to Hudson County's losses. From 1986 to 1997, all individual manufacturing industries showed losses. The largest industrial losses were in apparel, food and kindred products, electronic equipment and furniture and fixtures. In electronic equipment the two factors largely responsible for the job losses were the Standard Industrial Classification (SIC) conversions in 1988 and the cutbacks in defense spending in the early 1990s. The SIC conversion reclassified employment from the electronic equipment to the instruments industry, which experienced a temporary increase.

Compared to the State, Hudson County has higher proportions of manufacturing jobs in food, textiles and apparel and has smaller shares of manufacturing jobs in industrial machinery, electronic equipment and chemicals. The greatest disparity is in apparel, which has a much larger proportion in Hudson County (34%) than in the State (6%). Historically, Hudson County has been a major center for apparel factories due to its proximity to New York City and the availability of labor.

Studies show that despite the overall decline of manufacturing in the NY-NJ region, the region retains a significant base of manufacturing headquarters, research and development and production activities that account for 14 percent of total private employment. Many of the region's manufacturing firms have significant levels of exports. In addition, manufacturing also has an impact on employment in the services sector, which plays a much larger role in modern manufacturing than it did in the past. A study by the U.S. Department of Commerce shows that U.S. manufacturing exports generate almost as many service jobs as manufacturing jobs. Therefore, retaining manufacturing employment is imperative to maintaining a stable economy in Hudson County.

#### Apparel

The northern New Jersey region is one of the leading apparel exporters in the United States. The apparel manufacturing industry is dominated by small and medium sized firms. The region, however, has lost competitive edge as apparel manufacturers have had significant job losses. The make-up of this industry ranges from low-value textile manufacturing to high-value added fashion design wear. Production firms have lost the larger share of the jobs, while high-value added firms have remained competitive. It is therefore expected that the region will retain apparel manufacturing related to high-fashion wear and in flexible production runs for major local retailers.

#### Industrial Machinery and Electric/Electronic Equipment and Computers

Industrial machinery and electric/electronic equipment and computers are a significant source of manufacturing employment in northern New Jersey. This sector of the economy is diverse and ranges from high-wage, high-value added producers to others with low-wage and low-value added. New Jersey has a significant base in the computer industry, including the presence of IBM. Computer hardware and software represents an area of strong potential.

#### Chemicals and Pharmaceuticals

The chemicals and pharmaceutical sector is a significant industry in the northern New Jersey region and provides high average wages relative to other manufacturing industries. Nearly one-third of U.S. pharmaceuticals employment is located in the region, and the chemicals component of this industry is highly concentrated in the region as well. The pharmaceuticals industry employs a large share of its workers in research and development activities. Some of the products of this sector show a strong world demand and a strong industrial outlook.

#### Instruments

The region is also a leading producer and exporter of industrial and analytical instruments. The strongest commodities in the instruments sector have a **Economic Plan** 

Table V-17	
Finance, Insurance and Real Estate Employment,	1986-1997
Hudson County and New Jersey	

	H	udson C	ounty	New Jersey			
Industry by Two Digit SIC	1986	1990	1997	1986	1990	1997	
Depository Institutions	4,017	5,843	5,583	51,558	69,506	51,250	
Non-Depository Institutions	730	234	963	28,219	13,036	17,870	
Security & Commodity Brokers	813	5,260	13,284	13,935	20,239	34,866	
Insurance Carriers	1,246	915	1,038	55,382	61,516	56,806	
Insurance Agents & Brokers	663	887	1,235	21,644	23,686	26,011	
Real Estate	2,178	2,975	2,811	33,846	35,049	36,239	
Holdings & Other Investments	518	450	235	5,173	6,703	6,695	
Total FIRE	10,165	16,564	25,149	209,755	229,735	229,737	
Source: New Jersey Data Center	r						

total NY/NJ export value of \$3.9 billion. Most commodities demonstrate strong world demand. Exports are also of growing importance to the regional medical equipment industry. The industry provides an important market and stimulus for high-technology products and innovation.

#### Construction

In 1997 the total number of County jobs in the construction division was 4,456 or 19.5 percent less than in 1986, compared with a slightly smaller loss (-18%) in the State (see Table V-16). Over 73 percent of the construction jobs in the County is special trade contractors. From 1986 through 1990, the growth in construction employment reflected an increase in industrial/commercial, residential and infrastructure building activity throughout the County. However, the overbuilding in the industrial/commercial component in the late 1980s and the beginning of the recession in 1990 were major factors in the County's steady loss of construction jobs after 1990.

#### Finance, Insurance and Real Estate

From 1986 through 1997, employment in the County's finance/insurance/real estate industry division expanded dramatically, advancing by 14,984 (149%) to reach 25,149, compared with the State's 12.1 percent rise for the same period (see Table V-17). The majority of the growth occurred in the security and commodity brokers industry, which added 12,471 jobs, a ten fold increase. Employment in the depository institutions industry also increased significantly (1,566 jobs). After 1991, the division experienced rapid growth with the relocation of a number of firms into the County: in 1992, Merrill Lynch & Co. and in 1993, First Chicago Trust Co. Significant growth oc-

#### Table V-18

Wholesale and Retail Trade E	Employment, 1986-1997
Hudson County and New Jer	sey

	Hu	dson Co	unty		New Jerse	v
Industry by Two Digit SIC	1986	1990	1997	1986	1 <b>990</b>	1997
Wholesale Trade						
Durable Goods	9,984	10,039	8,273	154,167	164,651	160,873
Non-Durable Goods	12,874	16,185	13,486	97,629	109,666	113,964
Subtotal	22,858	26,224	21,759	251,796	274,317	274,837
Retail Trade						
Bldg. Materials & Garden Supp.	751	621	815	19,743	21,073	21,062
General Merchandise Stores	3,814	5,333	3,864	76,925	63,478	66,127
Food Stores	6,047	5,005	5,194	105,128	113,765	12,652
Auto Dealers & Service Stations	2,460	2,177	2,002	58,952	56,305	55,913
Apparel & Accessory Stores	6,547	7,751	5,464	48,906	48,572	49,554
Furniture & Furnishings Stores	1,643	1,804	1,689	28,135	30,237	30,996
Eating & Drinking Places	6,392	8,239	8,783	164,233	175,393	171,095
Miscellaneous Retail	3,798	3,969	4,570	81,193	94,851	96,543
Subtotal	31,452	34,899	32,379	583,215	603,676	603,943
Total Wholesale & Retail Trade	54,310	61,123	54,138	835,011	859,561	878,780
Source: New Jersey State Data C	,	- ,	- ,			,

curred in 1994 when Prebon Yamane USA, Inc., Lehmann Brothers and Lewco Securities Corp. relocated to Hudson County. More recently, Donaldson Lufkin & Jenrette and L. Price Waterhouse have also added significantly in this field.

#### Wholesale and Retail Trade

Table V-19

In the wholesale/retail trade industry division employment fluctuated between 1986 and 1997, as shown in Table V-18. From a level of 54,310 in 1986, employment in the division increased to 61,123 in 1990. Contributing most to trade's job growth during this period were the opening of new shopping centers, such as the 1.2 million square foot Newport Centre Mall on the Jersey City waterfront and the construction of new warehouse/distribution centers, especially in the County's portion of the Meadowlands District (Secaucus and portions of Jersey City, Kearny and North Bergen). However, with the start of the recession in 1990 and the accompanying low levels of consumer spending, employment dropped by almost 12,000 jobs to total 49,140 in 1993. By 1997, trade employment rebounded somewhat to 54,138 owing, in part, to the opening of a BJ's Wholesale Club in Jersey City and a Home Depot in Secaucus.

Within the wholesale and retail trade sector, Hudson County has a higher concentration of jobs than the State in wholesale trade - non-durable goods and apparel and accessory stores. Over 61 percent of all wholesale trade jobs in Hudson County are in nondurable goods, compared to only 42 percent statewide. Similarly, almost 17 percent of all retail trade jobs in Hudson County are in apparel and accessory stores, compared to only 8 percent statewide. Hudson County has a much smaller concentration of jobs than the State in food stores (16%), general merchandise stores (13%) and building material stores (2%).

The wholesale and retail trade sector will benefit from decreased global trade restrictions. Employment in the wholesale and retail sector has been particularly affected by the recession, with employment falling from its 1990 peak. The sector will benefit from lower prices that result from easier access to imports. In addition, more retailers are turning their attention to markets overseas, especially to the growing economies of Latin America, Asia and Eastern Europe. It is expected that by the beginning of the millenium, 90 percent of the world's 100 largest retailers will operate globally.

#### Services

In the services industry division from 1986 to 1997, employment in the County increased by 9,135 (21.8%), which is significantly lower than the 50 per-

	Ηι	<u>idson Co</u>	<u>ounty</u>		<b>New Jersey</b>	
ndustry by Two Digit SIC	1986	1990	1997	1986	1990	1997
Hotels & Other Lodging Places	833	1,092	1,135	66,695	81,000	73,742
Personal Services	2,074	1,834	1,623	36,109	35,946	39,096
Business Services	13,886	13,246	16,444	240,642	214,062	287,729
Auto Repair, Services & Parking	1,597	1,746	2,186	25,856	29,346	31,196
Misc. Repair Services	892	728	536	12,600	11,970	9,955
Notion Pictures	155	701	1,327	4,126	9,227	11,224
Amusement & Rec. Services	246	447	695	25,527	31,720	37,763
lealth Services	14,110	16,709	15,764	211,967	260,360	310,737
egal Services	1,187	1,273	1,266	28,103	34,154	36,228
Educational Services	1,805	2,050	1,971	28,200	30,327	37,741
Social Services	2,377	2,701	4,084	35,680	46,013	63,515
Museums, Art Galleries, Zoology Gardens	0	12	*	*	*	1,393
Membership Organizations	915	1,412	1,276	1,676	16,054	21,034
Engineering & Mgmt Services	0	3,480	2,619	0	113,247	119,262
Private Households	*	*	119	*	*	5,052
<i>l</i> iscellaneous	1,833	475	*	*	*	3,242
Total Services	41,91	47,906	51,045	731,559	918,406	1,081,264

#### V-17

cent increase statewide, as shown in Table V-19. From a total of 41,910 in 1986, services employment in the County rose to a level of 51,045 in 1997. Services employment fell by 2,316 from 1990 to a level of 45,590 in 1993, primarily due to the recession. The employment trend has reversed direction since 1993, reflecting the increasing need for more business services due to outsourcing and reliance on temporary help agencies and growth in health, personal and educational services by an aging and expanding population as well as increases in school age children due to the baby boom echo.

#### Business, Professional and Technical Services

The region can be expected to benefit from improved conditions of trade in business services as well as in professional and technical services. This is the biggest and fastest-growing area of the U.S. service economy, generating a large U.S. trade surplus. While no comparable data is published regionally, the NY-NJ region is undoubtedly the most important focal point for this trade. Services such as advertising, accounting, management consulting, public relations and other business services represent over 600,000 jobs in the region and \$21 billion in wages. These sectors will benefit from improved conditions for trade and investment, especially in newly industrialized countries.

#### **Financial Services**

Future growth in the financial services industry is expected. The New York metropolitan area is the nation's foremost foreign banking center with over 450 offices of foreign banks located in the region. Two-thirds of U.S. based foreign bank assets and more than 50 percent of foreign loan activity in the U.S. is located here. Further, the region is a major player in the foreign exchange markets, accounting for 20 percent of worldwide volume and 73 percent of all U.S. based foreign exchange traders. Financial service firms, including banking, insurance and securities, employ nearly 500,000 in the region. Employment in the 17 County NY-NJ region in the securities industries in 1993 constituted 36 percent of U.S. employment in the sector.

#### **Telecommunications Services**

The headquarters location of Time Warner, Viacom, AT&T and NYNEX, among others, means that the telecommunications sector is another vital component of the region's economy. Telecommunications plays an important role as an essential input for the conduct of other business activities in a number of services sectors, for example, financial and professional services. Economic growth in the telecommunications services industries is essential to support other segments of the economy.

#### Audio-Visual Services

The New York and New Jersey region is a leader in the media and in the arts. In 1992, the economic impact of this sector regionally was nearly \$10 billion. While no comparable regional figures are published, U.S. audio-visual exports generated some \$17 billion of foreign sales in 1992. Video rental revenues in 1992 reached \$12.2 billion. U.S. companies also hold a prominent place in international cable television investment and programming sales. The audiovisual sector is a large complex sector currently undergoing fundamental changes brought about in particular by rapid technological developments. These changes are causing new interactions between the different components of the industry, generating new audio-visual products and services which reflect the multimedia and interactive approach of the information society. The sustained growth of the audio-vi-

Table V-20

Transportation, Communications and Public Utilities Employment, 1986-1997 Hudson County and New Jersey

		Hudson (	<u>County</u>		New Jersey	/
Industry by two digit SIC	1986	1990	1997	1986	1990	1997
Local/Urban Passenger Transit	2,484	3,100	2,462	22,784	26,392	28,313
Trucking & Warehousing	17,468	16,259	11,8986	8,188	70,991	60,340
Water Transportation	7,087	5,801	*	15,945	9,954	9,618
Transportation by Air	116	4	*	15,895	16,126	39,750
Transportation Services	2,215	2,757	3,316	10,332	14,768	19,483
Communications	2,187	2,743	*	61,451	63,869	71,691
Electric, Gas & Sanitary Services	2,167	2,041	*	28,669	28,633	24,005
Total Transportation &	33,724	32,715	17,676	223,264	230,733	253,250
Public Utilities						
*Suppressed						
Source: New Jersey State Data (	Center, 19	999.				

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Table V-21
Class A Office Vacancy Rates, First Quarter 2001
Hudson County and Northeast Counties

Geographic Area	Number of Buildings	Total Inventory (sq.ft.)	Available Space (sq.ft.)	Vacancy Rate (percent)
Bergen County	125	17,861,635	1,572,052	8.8
Essex County	72	15,084,081	1,895,420	12.6
<b>Hudson County</b>	43	14,269,806	665,356	4.7
Passaic County	24	2,947,578	681,786	23.1
Union County	25	2,969,358	274,727	9.3

sual sector is set to continue, thereby generating great potential in terms of skilled jobs for the region.

#### **Health Services**

Health services are the largest private sector employer in New York City. New York City is also a leading center for medical training and treatment. The sector is closely linked to the pharmaceuticals and instruments industries discussed above. The growth of an aging population worldwide as well as new market opportunities in emerging markets bode well for this sector as demand for increasingly sophisticated health services increases worldwide. The growing pace of cross-border hospital exchanges will also generate new opportunities for travel agencies, employment agencies, marketing consultants and telecommunications firms.

#### Tourism

The tourism industry is a very significant regional sector. Tourism incorporates literally thousands of establishments in a cross-section of industries, from restaurants to non-profit cultural institutions. In 1994, the tourism industry accounted for \$744 million in expenditures in Hudson County. There were 16,300 direct employment jobs in tourism and when considering indirect jobs, the figure rises to 24,600. The tourism sector is likely to gain as trade boosts the standard of living around the world.

Tourism is an underutilized resource in Hudson County that has the potential to become a significant economic catalyst. Hudson County has a number of attributes that can become tourist destinations if packaged and marketed appropriately. Many of the ethnic enclaves in Hudson County can be attractive destinations for tourists who wish to experience foreign cultures. Likewise, cultural facilities such as the Statue of Liberty, Ellis Island and the Liberty Science Center are attractive tourist destinations. There is a major interest by the entertainment industry to use County sites for TV and films, particularly the County Courthouse. The Hudson County Office of Cultural and Heritage Affairs that is within the office of the County Executive provides outreach services and focuses on tourism. In order to maximize the County's tourism potential, the office should focus on a marketing campaign supported by the creation of a tourist information center and a coordinated signage theme identifying local and regional cultural facilities.

Transportation, Communications and Public Utilities Between 1986 and 1997, payrolls decreased in Hudson County's transportation/ communications/ public utilities industry division by 16,048 (47.5%) in stark contrast to the State's 9.2 percent gain for the same period (see Table V-20). Much of the County's loss occurred in the transportation component and was due to deregulation within the motor freight industry, higher operating costs and, ultimately, the effects of the 1990-1991 recession.

## **Office Vacancy Rates**

A strong indicator of economic vitality is office market vacancy rates for Class A office space. As of the first quarter of 2001, Hudson County had the lowest vacancy rate among the urban counties, as indicated in Table V-21.

## **Employment Projections**

#### County and Municipal Employment Projections

Hudson County has entered a period of sustained economic growth that is projected to result in large employment gains through 2010. The County's strong employment performance will be generated by an expanding local economy, significant redevelopment, strategic location and supportive government policies. This growth reflects the conversion of the County's economic base from manufacturing to services and coincides with the on-going redevelopment of the Hudson River waterfront. The County's employment is projected to increase by 169,431 to 362,271 in 2010 as shown in Table V-22. This is an 88 percent gain over 1995 employment of 192,840. New Jersey's em-

# Table V-22Employment Projections, 1995 – 2010Hudson County and Municipalities

Municipalities & Hudson County	1995 Employment	Projected Employment Increase	2010 Employment	Percent Change			
Bayonne	13,639	13,089	26,728	96			
East Newark	1,072	0	1,072	0			
Guttenberg	1,417	0	1,417	0			
Harrison*	5,029	*	*	*			
Hoboken	11,616	9,520	21,136	82			
Jersey City	68,186	109,730	177,916	161			
Kearny	14,503	1,001	15,504	7			
North Bergen	20,968	981	21,949	5			
Secaucus	36,364	24,166	60,530	66			
Union City	7,600	0	7,600	0			
Weehawken	6,102	10,440	16,542	171			
West New York	6,344	400	6,744	6			
Hudson County	192,840	169,431	362,271	88			
* The adopted Waterfront Redevelopment Plan proposes a mix of commercial, industrial, residential and entertainment uses.							

Source: 1999 Hudson County Strategic Revitalization Plan

ployment is expected to grow by 1,154,384 or 38 percent to 4,172,024 during this period. Hudson County's employment growth will provide new opportunities for residents and enable it to overcome the continuing loss of manufacturing jobs.

Hudson County's projected employment growth is concentrated in Bayonne, Hoboken, Jersey City, Secaucus and Weehawken. These municipalities are expected to have the largest amount of commercial and industrial development, in square footage, and will account for approximately 98 percent of projected employment gains through 2010. The balance of Hudson County's projected employment growth will be distributed among the seven other municipalities in the County. Harrison, Kearny, North Bergen and West New York are expected to grow by 2 percent to 7 percent through 2010. East Newark, Guttenberg, Harrison and Union City are projected to remain stable although redevelopment may generate employment growth.

## Methodology

The Hudson County employment projections are based upon jobs resulting from planned non-residential development. Information on non-residential development may be found in the Strategic Revitalization Plan Element and Development Activity Nodes Map.

The methodology for projecting employment growth has two components: commercial development and

industrial development. It was assumed that commercial development would generate one job for every 250 square feet of space and industrial development would generate one job for every 5,000 square feet of space. The employment gains resulting from commercial and industrial development were added together to produce employment projections for each municipality and the County.

The methodology assumes that employment increases will be generated by redevelopment while changes resulting from the expansion of existing businesses, scattered in-fill development and relocation of companies will remain constant. New development proposed by the New Jersey Meadowlands Commission (NJMC) has been included. This method is preferable to other employment models because it is based upon commercial and industrial development that is likely to occur by 2010.

## Comparison With State Employment Projections

In December 2000, the NJ Department of Labor prepared employment projections for Hudson County that projected a growth rate in total non farm payroll employment of 13 percent from 1998 to 2008. As detailed in Table V-23, all industry sectors except manufacturing show as increase. As expected, the Finance, Insurance and Real Estate sector is projected to have the most growth. The Department of Labor, however, projects significantly less employment than the Hudson County employment projections 275,250

# Table V-23Estimate and Projected Employment by Major Industry Group, 1998-2008Hudson County

					Change: 1998-2008		-2008
	19	98	200	8		P	ercent
Industry Title	Number	Percent	Number	Percent	Number	Total	Amount
Total Nonfarm payroll							
Employment	243,200	100.0	275,250	100.0	32,050	13.2	1.2
Goods Producing	32,450	13.3	28,450	10.3	-4,050	-12.4	-1.3
Mining	-	-	-	-	-	-	-
Construction	5,100	2.1	5,800	2.1	750	14.5	1.4
Manufacturing	27,350	11.3	22,600	8.2	-4,750	-17.4	-1.9
Service Producing	210,750	86.7	246,850	89.7	36,100	17.1	1.6
Transportation, Comm.	,						
Utilities	29,650	12.2	32,100	11.7	2,450	8.3	0.8
Wholesale Trade	23,600	9.7	25,350	9.2	1,750	7.5	0.7
Retail Trade	33,950	14.0	36,900	13.4	2,950	8.7	0.8
Finance, Insurance,							
and Real Estate	25,800	10.6	36,750	13.3	10,950	42.4	3.6
Services	59,550	24.5	76,500	27.8	16,950	28.4	2.5
Public Sector, with							
Public Education	38,250	15.7	39,250	14.3	1,000	2.6	0.3
Source: New Jersey S	tate Data Ce	enter					

versus 362,271, respectfully. It should be noted that the Department of Labor projections do not include employment generated by commercial and industrial projects in the development pipeline.

Hudson County has overcome many of the constraints to economic development that limited job creation in the 1980's. The County has made infrastructure improvements to support redevelopment including the upgrading of sewage treatment plants and roads. The most significant infrastructure improvement is the Hudson-Bergen Light Rail Transit (HBLRT) project, which will increase access to the Hudson River waterfront and link redevelopment sites. The County has invested in education, especially Hudson County Community College and the Hudson County Schools of Technology, to upgrade the skills of the labor force. The County has established a \$100 million Affordable Housing Trust Fund and the Hudson County Home Investment Partnerships (HOME) program to create low and moderate income housing. This has enabled the County to provide residents with a broad range of housing options for all income and employment levels.

Hudson County has outgrown its status as an urban frontier and is entering a second, more mature phase of redevelopment. This phase includes a broad range of projects and uses that will diversify the economy and generate employment growth in a variety of sectors. The Hudson River waterfront is being redeveloped with mixed-uses such as hotels, retail, recreation and housing that complement earlier office development. The Hackensack Meadowlands District in Secaucus and North Bergen has developed into an employment center with significant retail, office, warehouse and light industrial uses. Municipalities throughout the County are promoting redevelopment on various scales that will generate employment. Harrison has prepared a large redevelopment plan for the Passaic River waterfront. Bayonne is planning the redevelopment of the Military Ocean Terminal Bayonne (MOTBY). Kearny is also preparing for the redevelopment of the Passaic Avenueand Schuyler Avenue areas.

## Municipal Employment Projections

The employment projections for each municipality in Hudson County are as follows:

#### **Bayonne**

Bayonne is projected to have 2010 employment of 26,728. There are several major redevelopment areas that will generate most of the employment growth, including the former Military Ocean Terminal Bayonne (MOTBY), Bergen Point and parts of Constable Hook. Scattered in-fill development and revitalization of the Broadway Central Business District will also contribute to future employment.

#### East Newark

East Newark is projected to have 2010 employment of 1,072. This is the same as 1995 employment, indicating economic stability. The Borough's employment perfor-mance reflects its fully developed character, lack of vacant commercial or industrial land and the gradual decline of manufacturing activity. Despite job losses in the apparel and textile sectors, the Borough is expected to maintain a strong concentration in manufacturing employment.

#### **Guttenberg**

Guttenberg is projected to have 2010 employment of 1,417. This is the same as 1995 employment, indicating economic stability. The Town's employment performance reflects its fully developed character, lack of available commercial or industrial land and the gradual decline of manufacturing activity. The loss of manufacturing jobs has been limited to the textile sector, especially lace manufacturers, that have experienced strong international competition. Redevelopment in the Bergenline Avenue Urban Enterprise Zone (UEZ) may generate employment growth that compensates for continued job losses in the textile sector.

#### Harrison

The Town's employment performance reflects its fully developed character, the decline of manufacturing and the need for redevelopment in underutilized industrial areas. A redevelopment plan for the Passaic River water-front, a declining industrial area, has been prepared. Anticipated redevelopment will generate additional jobs that are not currently included in the employment projections.

#### <u>Hoboken</u>

Hoboken is projected to have 2010 employment of 21,136. This is an increase of 9,520 or 82 percent from 1995 employment of 11,616. The Southern Waterfront Redevelopment Area will generate most of the anticipated employment growth in the City. NJ Transit has proposed a 650,000 square foot office building adjacent to Hoboken Terminal. Scattered in-fill development and redevelopment in other areas of the City will also contribute to employment growth. The anticipated redevelopment along the waterfront will offset the continued loss of manufacturing jobs.

#### Jersey City

Jersey City is projected to have 2010 employment of 177,916. The City's strong employment growth will be generated primarily by redevelopment activity on the Hudson River waterfront. Several million square feet of office space is planned for the Hudson Ex-

change, Exchange Place North and Colgate redevelopment areas. Significant office development is also planned for Journal Square. Plans for neighborhood revitalization, including Martin Luther King Drive, may boost local employment. The NJMC has targeted the Duffield Avenue and Secaucus Road areas for future industrial development. The City's strong employment projections reflect its success in overcoming constraints to growth.

#### **Kearny**

Kearny is projected to have 2010 employment of 15,504. The Town's employment performance reflects scattered in-fill commercial development, redevelopment in the South Kearny Industrial District and growth in warehousing/distribution uses. The Urban Enterprise Zone program has assisted in the retention of small manufacturing firms and will provide significant financial incentives for future employment growth. The NJMC's plans for redevelopment on Harrison Avenue, Barczewski Street and Belleville Turnpike will also contribute to future employment growth. The Schuyler Avenue and Passaic Avenue Redevelopment Areas should also contribute to new employment growth.

#### North Bergen

North Bergen is projected to have 2010 employment of 21,949. The Township's future employment growth will occur primarily in the Hackensack Meadowlands District. There is a concentration of employment in manufacturing and wholesale trade, which are expected to account for a significant portion of employment growth.

#### Secaucus

Secaucus is projected to have 2010 employment of 60,530. The majority of the Town's projected employment growth will occur in the Hackensack Meadowlands District. Several million square feet of industrial development are planned for sites in the vicinity of Castle Road, Penhorn Avenue, Secaucus Road, Harmon Meadow, Route 3 and the Warehouse District. Approximately 4,700,000 square feet of commercial development is planned at Allied Junction in the vicinity of NJ Transit's Secaucus Transfer Station. Although the Town's employment is concentrated in the transportation and wholesale trade sectors, most of the projected employment growth is the result of commercial office development at the Allied Junction project.

#### Union City

Union City is projected to have 2010 employment of 7,600. This is the same as 1995 employment, indicating economic stability. The City's employment performance reflects its fully developed character, the gradual loss of manufacturing firms and the decline of retail activity. Employment losses have been concentrated in apparel and textile manufacturing, interurban passenger transport and general merchandise stores. The City has a designated Urban Enterprise Zone, which should boost economic growth and increase future employment. A Special Improvement District was recently established which has proven to be an effective method of boosting retail activity.

#### <u>Weehawken</u>

Weehawken is projected to have 2010 employment of 16,542. The Township's strong employment growth will be generated by redevelopment activity on the Hudson River waterfront. Several million square feet of mixed-use commercial development are planned for sites at Lincoln Harbor and Port Imperial. The Township has a significant concentration of employment in the finance/insurance/real estate industries. Employment growth in the securities and commodities brokerage sectors is expected to continue.

#### West New York

West New York is projected to have 2010 employment of 6,744. The Town's employment growth will be generated by redevelopment along the Hudson River waterfront. The Roseland Properties mixed-use development will include approximately 100,000 square feet of commercial space. The Town has an Urban Enterprise Zone on Bergenline Avenue, which should boost economic development and employment growth.

# **Implementation Plan**

#### Jobs Generation and Retention

The changing employment market and the "skills gap" must be addressed to meet the future employment needs of the County and the region. Improved job training and retraining skills are essential in Hudson County to reduce unemployment and provide a trained workforce that will meet industry demands, particularly as the County's employment base continues to shift from the manufacturing sector to the service sector. As manufacturing jobs disappear, industry workers must either follow jobs to new locations or retrain for jobs that are available in Hudson County. Future growth is expected in managerial, service and technical fields.

#### Action Strategy

1. Provide stronger support for ESL, GED and adult education programs to provide a better educated population and workforce.

 Encourage the active participation of the local businesses in establishing the curriculum for County high schools, the Hudson County Schools of Technology and colleges to ensure that graduates are trained in the skills required by local businesses.

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- 3. Support efforts to expand the capacity of postsecondary schools, literacy programs and comprehensive employment services to address the needs of adult workers.
- 4. Support efforts to provide affordable child care, particularly for low-income people.
- 5. Promote local business involvement in workforce training programs to ensure that workers are trained to have the specific skills needed by local businesses.

#### **Unemployment**

While employment opportunities in Hudson County, which declined by 29,100 between 1989 and 1992, have started to increase, Hudson County still has a significant number of unemployed workers. The County's unemployment rate is consistently above the State's largely due to the continuing long-term erosion of the County's manufacturing base.

To help reduce unemployment in the County, the U.S. Department of Labor has designated Jersey City, North Bergen, Union City and West New York as labor surplus areas. This designation allows companies located in these municipalities to receive preference in targeting federal procurement contracts. Increasing job opportunities through economic growth and improved workforce training will improve the quality of life in Hudson County.

#### Action Strategy

- 1. Encourage new nonresidential development to create new jobs and reduce unemployment.
- 2. Provide technical support for small businesses to secure federal procurement contracts.
- 3. Provide funding for investment in technological improvements to make existing businesses more competitive.
- 4. Encourage capital formation in Hudson County businesses by providing financing for start up or expansion costs.
- 5. Involve financial institutions in the expansion and creation of businesses.

#### Economic Base

Although manufacturing is less dependent on urban locations than it formerly was, some industries remain tied to those locations. For instance, large urban counties have retained much of their share of employment in the printing industry because of the bulky nature of printing products and the need to deliver those products in short times. The transportation and instrument industries also remain attracted to urban counties. High technology firms need access to large supplies of skilled labor, institutes of higher education and research facilities which are usually found in major urban areas.

In addition, urban counties have a competitive advantage in wholesale and retail trade, finance, insurance and real estate, and service industries. Economic development efforts in Hudson County should target those industries that have a competitive advantage, including printing and publishing, transportation, apparel (fashion design wear and product finishing), industrial machinery manufacturing, electric/ electronic and computers, chemicals and pharmaceuticals and instruments.

#### Action Strategy

- 1. Encourage technological improvements (e.g. computers, telecommunications, fiber optic wiring) which will attract and retain high technology businesses.
- Create an economic development network by coordinating local efforts with those of regional entities including Public Service Electric & Gas, New Jersey Economic Development Authority, and the Council for Urban Economic Development.
- Coordinate and market sites that are appropriate for general types of uses such as office parks for finance and insurance businesses, industrial parks for manufacturing uses, research parks for high technology uses and shopping centers for retail uses.
- Improve product markets by coordinating linkages between targeted manufacturers (apparel, food and textiles) and retailers/wholesalers.
- Encourage the creation of specialty districts, such as a garment district, textile district or food district, to improve product markets through greater efficiencies and contacts.

#### Trade

International competition and the opening of global markets has made foreign trade a necessity for the long-term economic health of the United States. Foreign trade, however, requires an investment of time and resources that is beyond the capacity of most small businesses. Hudson County has a natural entry into the global marketplace because of its location and its population. The County has access to international markets through its proximity to both ports and airports. In addition, with over 30 percent of the County's residents being foreign-born, Hudson County's population provides a direct link to global markets.

Action Strategy

- 1. Establish an International Trade Program (ITP) in partnership with Port Authority to assist small businesses in Hudson County in establishing global markets.
- 2. Improve product markets by coordinating linkages between manufacturers and retailers/ wholesalers.
- 3. Capitalize on the County's demographic diversity by providing technical and financial support to residents to create trade linkages with foreign countries.
- 4. Encourage the creation of new Foreign Trade Zones (FTZ's) and consider locations such as Port Jersey, South Kearny and Marine Ocean Terminal.

## Tourism

Tourism is an underutilized resource in Hudson County that has the potential to become a significant economic catalyst. Hudson County has a number of attributes that can become tourist destinations if packaged and marketed appropriately. Many of the ethnic enclaves in Hudson County can be attractive destinations for tourists who wish to experience foreign cultures. Likewise, cultural facilities such as the Statue of Liberty, Ellis Island and Liberty Science Center are attractive tourist destinations. With Manhattan's hotels at maximum capacity, Hudson County is a natural location for new hotels. In addition, tourism in the County would benefit from the development of a convention center to provide a location for convention activities.

Action Strategy

- 1. A tourism effort should be coordinated at the County level through a marketing campaign and the creation of a tourist information center.
- 2. Establish a coordinated signage theme identifying local and regional tourist attractions.

# Housing Plan

# **Overall Policy Statement**

Hudson County has a rich history of providing for the diverse needs of its residents. The latter part of the 1800's and the early 1900's saw significant population surges resulting from Irish, Italian and Polish immigrants. The mid 1900's saw surges in African American and Hispanic populations and later still in the 1960's and 1970's, population surges of Asian and Middle Eastern immigrants were experienced.

These events placed a strain on the ability of local communities to provide the needed housing to handle the influx of new residents. This pressure combined with the fact that most immigrants were poor upon entering the country, particularly in the early years, made the situation even more difficult.

The result has been that Hudson County, for over 100 years, has had to address the needs of low income residents and the difficulties of ensuring quality and safe shelter for thousands of people. The problems experienced were most acute during the mid 1900's through the 1970's when at the same time that most lower income residents were settling in Hudson County, there was a tremendous outmigration of mostly white middle income families to the suburbs. This phenomenon left behind high concentrations of poor and inadequately skilled people.

Today, even with the recent economic prosperity ongoing throughout New Jersey and Hudson County, remnants of past problems exist. Hudson County still has high concentrations of low income families and more than 7,000 deteriorated housing units in need of rehabilitation. The economic prosperity, while overall a positive trend, has left many in the dust, exacerbating housing affordability issues.

Efforts currently underway to improve housing conditions include continued utilization of Federally funded CDBG and HOME programs designed to rehabilitate and create housing, continued emphasis on downtown and neighborhood revitalization and redevelopment efforts. In conjunction with these efforts to encourage and promote a variety of housing opportunities for all income levels, care must be taken to the address ever growing needs of the elderly and those with special needs.

# Introduction

Hudson County's housing stock is typical of older, urban areas that developed in the nineteenth and early twentieth centuries. The County's housing is older, smaller, and more densely developed than newer suburban areas throughout New Jersey. For instance, approximately 50 percent of Hudson County's housing was constructed before 1940 and almost 85 percent of all housing consists of multifamily units. The goal of the Housing Plan is to preserve Hudson County's quality of life and support its revitalization by providing for the continued development of well-built and diverse housing.

The County's pattern of development results in unique housing issues such as affordability, rehabilitation, maintenance and appropriate density. Housing affordability is a critical issue in Hudson County. Almost 70 percent of the housing stock is renter occupied, and approximately 37 percent of Hudson County renters spend 30 percent or more of household income on rent. Hudson County has over 9,400 public housing units, of which over 1,000 need restoration. There are over 4,360 Section 8 units in Hudson County, with more than 22,500 households on a waiting list for Section 8 housing.



As a result of the age of the housing stock, Hudson County has a large number of housing units requiring rehabilitation. According to COAH, there are over 7,545 housing units in Hudson County that need to be rehabilitated. Thus, rehabilitation of the older housing stock is a critical issue in the County. An additional 24,000 housing units are anticipated to be built in Hudson County over the next twenty years, including both market and affordable units. **Housing Plan** 

Housing Plan

Finally, Hudson County has a relatively large special needs population (including the elderly and frail elderly, people with a mobility or self-care disability, AIDS patients and the homeless) as discussed in more detail in Chapter 9. One of the critical needs for these groups is affordable barrier-free housing.

# **Planning Basis**

The Housing Plan for Hudson County was prepared to reinforce the policies in local housing plans, as well as the comments raised by municipal and county representatives as the Master Plan was prepared. The Plan specifically references data, issues and policies from the following plans:

- Fair Housing Plan, (New Jersey Department of Community Affairs 1996)
- Hudson County Housing Plan (1971)
- Annual Consolidated Plan for Hudson County Consortium
- Annual Consolidated Plan for Jersey City
- Municipal Fair Share Plans/Housing Elements

When available, data from the 2000 Census is presented, otherwise 1990 Census information is used.

# **Inventory and Analysis**

#### Housing Supply

The total number of housing units in Hudson County increased by 10,936 (4.8 percent) from 1990 to a total of 240,618 in 2000. Hudson County's increase in housing units was greater than the increase experienced by most of the other northeast urban counties. As shown in Table VI-1, Bergen County was the only county in northeastern New Jersey that posted a greater increase in new housing units (15,003 units) than Hudson County. Hudson and Bergen's increases, however, were both far below the 7.6 percent gain in the State.

While housing gains were widespread in Hudson County, they were, nevertheless, fairly modest. Of the county's 12 municipalities, just four experienced gains of more than 1,000 units: Jersey City, up by 2,925 (3.2 percent); Hoboken, by 2,494 (14.3 percent); West New York, by 1,566 (9.9 percent); and Union City, by 1,149 (5.1 percent).

# Residential Units Authorized by Building Permit

Between 1987 and 1999, the number of residential units authorized by building permit in Hudson County totaled 13,102 as shown in Table VI-2. With a large inventory of unsold residential units, tighter lending polices and the start of the recession, the number of dwelling units authorized by building permit in Hudson County plummeted after 1989. From a total of 1,555 in 1989, the number of planned residential units fell to 523 in 1990 and to only 148 in 1991. With economic recovery, however, there was a modest improvement in building activity as planned units totaled 1,206 in 1995. Residential building activity in Hudson County reflected a large amount of condominium and townhouse construction in most of the urban municipalities. New condominiums were going up and older industrial buildings, residential apartments and tenements were being converted into modern accommodations.

Table VI-2 also details building permit activity in Hudson County's municipalities. Jersey City had the most (6,321) residential units authorized by building permit during this time period while East Newark had the least (9).





Hudson County Master Plan

# **Housing Plan**

	1990	2000	Char	nge
Geographic Area	Housing Units	Housing Units	Number	Percent
Bayonne	26,468	26,826	358	1.4
East Newark	755	799	44	5.8
Guttenberg	4,504	4,650	146	3.2
Harrison	5,120	5,254	134	2.6
Hoboken	17,421	19,915	2,494	4.3
Jersey City	90,723	93,648	2,925	3.2
Kearny	13,435	13,872	437	3.3
North Bergen	21,274	22,009	735	3.5
Secaucus	6,013	6,385	372	6.2
Union City	22,592	23,741	1,149	5.1
Weehawken	5,583	6,159	576	10.3
West New York	15,794	17,360	1,566	9.9
Counties				
Hudson County	229,682	240,618	10,936	4.8
Bergen County	324,817	339,820	15,003	4.6
Essex County	298,710	301,011	2,301	0.8
Passaic County	165,512	170,048	4,536	2.7
Union County	187,033	192,945	5,912	3.2
State of New Jersey	/ 3,075,310	3,310,275	234,965	7.6

#### Housing Characteristics

**Table VI-1** 

Total Housing Units, 1990 - 2000

Data from the 2000 Census shows that almost 70 percent of the housing stock in Hudson County is renter occupied housing units. In fact, Hudson County ranks eighth in the United States in terms of lowest percentage of owner occupied housing units. As shown in Table VI- 3, Hudson County has 240,618 housing units of which 95.8 percent (230,546) are occupied, year round units. New Jersey has a total housing stock of 3,310,275 units of which 92.6 percent or 3,064,645 units are also occupied, year round homes. Approximately 69.3 percent or 159,864 of Hudson's occupied units are rented and the remaining 70,682 units (30.7 percent) are owner occupied. This is almost the opposite of the State; approximately 65 percent of New Jersey's housing stock is owner occupied and 35 percent is renter occupied.



#### 1990 Housing Stock

In 1990, Hudson County's 229,682 housing units comprised approximately 7.5 percent of the State's 3,075,310 housing units. The County's housing stock is primarily comprised of older structures as is common in urban communities. As shown in Table VI-4, almost half of the County's housing stock was constructed prior to 1940. In contrast, approximately onequarter (24.6 percent) of the State's housing stock was constructed during that same time period. Instead, over one half of New Jersey's housing stock was constructed from 1950-1970. New Jersey's subdivision activity during this twenty-year period is consistent with that of the entire country. Nationwide, this was a time of active construction, especially in new suburban communities.

Hudson County, as one of the State's urban counties, has different types of housing units than the State. As shown in Table VI-4, the majority of the County's 1990 units (84.4 percent), were multi-family, containing two or more housing units, and less than 10 percent of the County's housing stock consisted of single family detached units. In contrast, 53.2 percent of the State's 1990 housing stock consisted of single family detached units, and approximately 37 percent of its stock consisted of multi-family units.

#### Table VI-2

#### Dwelling Units Authorized by Building Permit, 1987-1999 Hudson County Municipalities, Northeast Counties and New Jersey

Geographic Area	Total Bldg. Permits Issued	Single-Family*	Multi-Family* [	Demolition
Bayonne	325	19	272	127
East Newark	9	0	9	0
Guttenberg	241	1	163	26
Harrison	103	10	12	8
Hoboken	2,022	13	939	5
Jersey City	6,321	929	3,609	736
Kearny	499	219	266	62
North Bergen	1,102	58	812	112
Secaucus	221	58	160	19
Union City	308	10	266	62
Weehawken	283	257	26	4
West New York	1,668	370	905	14
Hudson County	13,102	1,928	7,529	1,175
Bergen County	20,790	9,370	9,602	
Essex County	11,058	4,290	5,178	
Hudson County	13,102	1,928	7,529	
Passaic County	8,021	4,553	2,596	
Union County	6,058	3,271	2,091	
State of New Jersey	367,329			

\* Building permits issued from 1987-1999 are included under "Total Building Permits Issued," however, only 1987-1998 information was available for the breakdown of "Single-Family" and "Multifamily."

Source: Summary of Residential Building Permits, 1987-1999

# Table VI-3Housing Unit Data, 2000Hudson County and New Jersey

	Hudson County		New Jersey	
Unit Type:	Number	Percent	Number	Percent
Occupied Housing Units	230,546	95.8	3,064,645	92.6
Vacant Housing Units	10,072	4.2	245,630	7.4
For seasonal, recreational or occasional use	674	0.3	109,075	3.3
Total Housing Units	240,618	100.0	3,310,275	100.0
Homeowner Vacancy Rate		1.2		1.2
Rental Vacancy Rate		2.7		4.5
Housing Tenure for Occupied Housing Units:				
Owner Occupied Housing Units	70,682	30.7	1,813,381	64.9
Renter Occupied Housing Units	159,864	69.3	981,330	35.1
Total Source: U.S. Bureau of the Census, 2000	230,546	100.0	2,794,711	100.0

The County also differed from the State in the size of its housing units. Hudson County's housing trends were more consistent with those experienced by urban areas while the size trends seen in the State's 1990 housing stock were consistent with those experienced on a national level. For example, a nationwide housing trend is for houses to be larger and contain more rooms. Hudson County's housing did

not follow this trend. In 1990, less than one-quarter (21.9 percent) of the County's housing stock contained six or more rooms as shown in Table VI-4. Most of the housing unit were smaller; approximately 67.3 percent of the total stock consisted of units which had three to five rooms. In addition, most of the County's housing units contained fewer bedrooms than the State's housing units. Only 7.7 percent of



# Table VI-4Housing Unit Data, 1990Hudson County and New Jersey

	Hudso	on County	New	Jersey
Characteristics:	Number	Percent	Number	Percent
Total Units	229,682	100.0	3,075,310	100.0
Year Structure Built:				
1989-3/1990	1,490	0.7	45,594	1.5
1985-1988	8,948	3.9	228,704	7.4
1980-1984	6,545	2.8	182,183	5.9
1970-1979	23,083	10.0	459,597	15.0
1960-1969	28,715	12.5	539,742	17.6
1950-1959	22,772	9.9	437,409	17.5
1940-1949	26,343	11.5	326,020	10.6
1939 or earlier	111,786	48.7	756,061	24.6
Units in Structure:				
One (Single Family Detached)	21,297	9.3	1,637,129	53.2
One (Single Family Attached)	10,341	4.5	234,829	7.6
Two or more Units	193,881	84.4	1,126,647	36.6
Mobile Home, Trailer, Other	4,163	1.8	76,705	2.5
Number of Rooms:				
1 room	8,541	3.7	45,949	1.5
2 rooms	16,383	7.1	91,261	3.0
3 rooms	47,894	20.9	344,360	11.2
4 rooms	58,044	25.3	499,780	16.3
5 rooms	48,519	21.1	551,818	17.9
6 rooms	27,954	12.2	542,841	17.7
7 rooms	8,633	3.8	398,416	13.0
8 rooms	4,606	2.0	307,893	10.0
9+ rooms	9,108	3.9	292,992	9.5
Number of Bedrooms:				
No bedroom	10,232	4.5	54,893	1.8
1 bedroom	66,125	28.8	496,021	16.1
2 bedrooms	82,893	36.1	833,837	27.1
3 bedrooms	52,645	22.9	1,043,425	33.9
4 bedrooms	11,429	5.0	504,556	16.4
5+ bedrooms	6,358	2.7	142,577	4.6
Source: U.S. Bureau of the Census,	1990			

**Housing Plan** 

the County's housing stock contained four or more bedrooms, while approximately 65 percent of Hudson's housing units contained just one or two bedrooms. In contrast, the State's housing stock was consistent with national trends. Over one-half (50.2 percent) of the State's 1990 housing stock contained six or more rooms, and approximately 21 percent of the housing stock contained four or more bedrooms.

#### Housing Turnover

Table VI-5 details the housing turnover in the State and County. While the numbers do not necessarily describe the flow of people into and out of the County, they provide information on housing turnover. For example, approximately 18 percent of the County's households moved into their current housing unit before 1970 while over 22 percent of the State's households moved into their unit during this time period. Therefore, in counties other than Hudson, the housing turnover is lower. The largest percentage of the County's households moved into their current housing unit from 1985 through 1988. Over 26 percent, or 55,334 households relocated during this time period. The smallest number of households (17,624 or 8.4 percent) moved into their current housing unit from 1960 through 1969.

The housing turnover in Hudson's municipalities reflects that of the entire County. As shown in Table VI-6, Bayonne City had the highest percentage of householders who moved into their unit before 1960; almost 17 percent of its households settled in their current unit during this time period. In contrast, East Newark had the largest percentage of individuals who moved into their unit from 1989 through March of 1990; approximately 26 percent relocated during this time period.

Table VI-5	
Occupied Housing Units by Tenure, 19	90
Hudson County and New Jersey	

Year Householder	<u>Hudson C</u>	County	New J	ersev
Moved Into Unit	Number	Percent	Number	Percent
1989 - 3/1990	39,164	18.8	425,106	15.2
1985 – 1988	55,334	26.5	773,606	27.7
1980 – 1984	36,806	17.6	422,188	5.1
1970 – 1979	39,350	18.9	553,173	19.8
1960 – 1969	17,624	8.4	308,208	11.0
1959 or earlier	20,461	9.8	312,430	11.2
Totals:	208,739	100.0	2,794,711	100.0
Source: U.S. Bureau d	of the Census, 1	990		

#### Indicators of Housing Conditions

Hudson County still has a fairly high number of deteriorated housing units, as determined by the New Jersey Council of Affordable Housing (COAH). The 1993 low and moderate income housing need estimates developed by COAH indicate that 5.3 percent of Hudson County's 1990 housing stock was deteriorated. This is significantly higher than the state's other northeast counties as shown in Table VI-7. Of these counties, Bergen had the lowest percentage of deteriorated units (0.6 percent) and Hudson County had the highest. Passaic County had the second highest percentage of deteriorated units (3.9 percent) after Hudson County. Indicators used to measure housing condition include the absence of plumbing and heating facilities, the number of persons per room, the availability of water and sewer, and the year the unit was built (a distinction is made between units built before and after 1940).

#### Lacking Plumbing and Kitchen Facilities

In 1990, the percentage of housing units lacking complete plumbing and/or kitchen facilities in both the State and Hudson County was very small as shown in Table VI-8. Approximately 2.4 percent of the County's housing stock and 1.1 percent of the State's units lacked these facilities.

#### Overcrowding

Overcrowding is generally seen as a problem of the past. The standards used to measure overcrowding are higher as housing stocks are improved and overall expectations increase. For example, during the 1950s any structure with 1.51 or more persons per room was considered overcrowded; this standard is now 1.01 or more persons per room.

As shown in Table VI-8, the number of overcrowded units in the State and, to a lesser degree, in Hudson County, is small. In 1990, 108,771 units, or 4.0 percent of the State's housing stock contained 1.01 or

#### Table VI-6 Occupied Housing Units by Tenure, 1990 Hudson County Municipalities

	Total	Year Hous	eholder Mo	oved into Oc	cupied Hou	sing Units I	by Percent
	Occupied	1989-	1985-	1980-	1970-	1960-	1959
<b>Geographic Area</b>	Housing Units	3/1990	1988	1984	1979	1969	or earlier
Bayonne	25,309	12.8	22.7	15.0	21.0	11.4	16.9
East Newark	719	25.8	30.7	11.1	10.9	9.3	11.9
Guttenberg	3,518	19.3	36.9	23.2	13.3	2.9	4.0
Harrison	4,858	18.9	28.2	16.0	19.1	6.2	11.4
Hoboken	15,036	23.4	29.3	18.0	17.0	6.3	5.6
Jersey City	82,381	20.8	26.4	17.9	17.0	8.3	9.3
Kearny	12,470	16.8	25.2	14.1	18.4	10.5	14.7
North Bergen	18,970	14.6	27.5	19.1	20.5	9.6	8.5
Secaucus	5,392	11.7	28.7	11.8	21.0	11.9	14.7
Union City	20,612	20.8	27.4	19.2	20.1	6.3	6.1
Weehawken	5,055	20.6	25.8	17.3	19.0	8.4	8.6
West New York	14,419	18.0	25.0	20.2	24.3	6.1	6.1
<b>Hudson County</b>	208,739	18.7	26.5	17.6	18.8	8.4	9.8
Source: U.S. Bu	reau of the Censu	rs, 1990					

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•	Percentage of Deteriorated Housing Units, 1993 Northeast Counties						
Geographic Area Hudson County	Number of Deteriorated Units 12,190	Total Housing Units 229,682	Percent Deteriorated 5.3				
Bergen County	1,870	324,817	0.6				
Essex County	9,662	298,710	3.2				
Passaic County	6,438	165,512	3.9				
Union County	3,129	187,033	1.7				
Source: New Jers	ey Council on Afforda	ble Housing					

more persons per room while in Hudson County, 19,871 units, or 9.6 percent of the housing stock, was overcrowded. In both the State and the County, over 50 percent of the housing units contained 0.50 persons per room or less. This is also consistent with national trends.

#### **Existing Household Characteristics**

Table VI-7

#### Household Size

Similar to State and national trends, household sizes have declined in Hudson County. A household is defined as one or more persons, whether related or not, living together in a dwelling unit. Various trends during the late 1970s and 1980s contributed to the reduction in household size and are continuing today. These include the tendency to marry at later ages, increases in divorce rates, increases in the number of elderly living alone and the desire of single persons to have their own housing units. Collectively, these trends have resulted in reductions in household size which have a major impact on the housing market. For example, unmarried individuals in their twenties and thirties have different shelter needs than do those who are married with children at their age; likewise, divorcees require different housing than their married counterparts.

As shown in Table VI-9, the County's average household size declined from 2.89 in 1970 to 2.65 in 1980, dropped again to 2.62 in 1990 and decreased to 2.60 in 2000. All twelve of the County's municipalities posted a decline in household size from 1970 to 1980. However, six municipalities (East Newark, Guttenberg, Kearny, North Bergen, Union City and West New York) experienced increases in their average household size from 1980 to 1990 and seven municipalities (East Newark, Guttenberg, Harrison, Kearny, North Bergen, Union City and West New York) experienced increases in their average household size from 1990 to 2000. During this time period, East Newark's average household size increased from 3.00 to 3.10, Guttenberg's increased from 2.31 to 2.38, Harrison's increased from 2.71 to 2.81, Kearny's increased from 2.77 to 2.81, North Bergen's increased from 2.54 to 2.70, Union City's increased from 2.80 to 2.92 and West New York's increased from 2.64 persons to 2.74 persons.

Hudson County experienced more of a decline in household size from 1990 to 2000 than the other northeast New Jersey county. Hudson County's decline in household size is comparable to the State's 0.02 decline. Bergen and Essex County maintained

## Table VI-8

Indicators of Housing Conditions, 1990 Hudson County and New Jersey

	Hudsor	n County	New	Jersey
	Number	Percent	Number	Percent
Total Number of Units:	229,682	100.0	3,075,310	100.0
Lacking complete plumbing facilities	2,479	1.1	15,592	0.5
Lacking complete kitchen facilities	2,888	1.3	18,041	0.6
Occupied Units by Persons Per Room:				
0.50 or less	107,332	51.4	1,856,632	66.4
0.51 to 1.00	81,536	39.1	829,308	29.7
1.01 to 1.50	12,659	6.1	71,521	2.6
1.51 to 2.00	5,187	2.5	26,800	1.0
2.01 or more	2,025	1.0	10,450	0.4
Total	208,739	100.0	2,794,711	100.0

#### Table VI-9

Persons per Household, 1970, 1980, 1990 and 2000 Hudson County Municipalities, Northeast Counties and New Jersey

	Ave	rage Hou	usehold	Size
Geographic Area		1980	1990	2000
Bayonne	2.95	2.54	2.42	2.42
East Newark	3.11	2.90	3.00	3.10
Guttenberg	2.48	2.22	2.31	2.38
Harrison	2.99	2.73	2.71	2.81
Hoboken	2.96	2.66	2.17	1.92
Jersey City	2.92	2.74	2.73	2.67
Kearny	2.98	2.75	2.77	2.81
North Bergen	2.77	2.48	2.54	2.70
Secaucus	3.16	2.68	2.47	2.41
Union City	2.81	2.67	2.80	2.92
Weehawken	2.71	2.61	2.45	2.26
West New York	2.78	2.54	2.64	2.74
Hudson County	/ 2.89	2.65	2.62	2.60
Bergen County	3.19	2.79	2.64	2.64
Essex County	3.02	2.79	2.72	2.72
Passaic County	3.09	2.87	2.85	2.92
Union County	3.14	2.81	2.71	2.77
State of New Jerse	y 3.17	2.84	2.70	2.68
Source: U.S. Bu	ireau of	the Cen	SUS	

their household size at 2.64 and 2.72, respectively, while Passaic and Union County experienced increases in household size of 0.7 and 0.6, respectively.

#### Number of Households

According to 2000 Census data, Hudson County gained more households from 1990 to 2000 than the State and all other northeast New Jersey counties. As shown in Table VI-10, the number of households in Hudson County increased significantly from 1990 to 2000 (10.4 percent) compared to a 9.7 percent increase Statewide. Bergen (7.1 percent increase) and Passaic (5.5 percent increase) were the only other counties with increases greater than five percent, while Essex and Union Counties had minor increases of 1.8 and 3.4 percent, respectively.

Number of Households, 1990-2000

Table VI-10

#### Projection of Housing Stock

Hudson County is expected to continue to attract new residents as new jobs in the County and New York City are formed. An additional 24,000 housing units are anticipated in Hudson County, based on buildout of the development activity nodes identified in the Land Use Plan. The focal point of the 1990's housing market was the trade-up activity of the young baby boomers. The generation following the baby boom era, the baby bust era, consists of smaller families thus changing the demand for housing as compared to the baby boom generation. The baby bust generation has very low household formation rates, which are the key demand criteria of the housing market.

# Analysis of Housing Supply and Affordability

Housing Value - Owner Occupied Housing Units In general, Hudson County has fewer higher value homes than the State. Table VI-11 details the 1990 housing values for Hudson and New Jersey owneroccupied housing units. The County's median housing value of \$157,000 was \$5,300 less than New Jersey's median housing value of \$162,300. Approximately 1.3 percent of the County's homes were valued at \$400,000 or more while over 53 percent were valued from \$150,000 to \$400,000. The State, in contrast, had a higher proportion of higher valued homes. Approximately 5 percent of the State's 1990 housing stock was valued at \$400,000 or more and approximately 52 percent was valued between \$150,000 to \$400,000. Current economic trends have greatly increased housing values well beyond those in 1990.

In the case of Hudson County, while overall values will remain somewhat lower than the rest of the State, the relative increase in value is likely to be higher due to a number of factors including job growth, strong revitaliization and redevelopment policies within the County and the smaller household trends of the babybust generation well suited to Hudson County housing.

Geographic Area         Households Households         Number         Percent           Hudson County         208,739         230,546         21,807         10.4           Bergen County         308,880         330,817         21,937         7.1           Essex County         278,752         283,736         4,984         1.8           Passaic County         155,269         163,856         8,587         5.5           Union County         180,076         186,124         6,048         3.4		1990	2000	<u> </u>	inge
Bergen County308,880330,81721,9377.1Essex County278,752283,7364,9841.8Passaic County155,269163,8568,5875.5	Geographic Area	Household	s Households	Number	Percent
Essex County278,752283,7364,9841.8Passaic County155,269163,8568,5875.5	Hudson County	/ 208,739	230,546	21,807	10.4
Passaic County 155,269 163,856 8,587 5.5	Bergen County	308,880	330,817	21,937	7.1
	Essex County	278,752	283,736	4,984	1.8
Union County 180,076 186,124 6,048 3.4	Passaic County	155,269	163,856	8,587	5.5
	Union County	180,076	186,124	6,048	3.4

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# **Housing Plan**

Table VI-11
Housing Values, Specified Owner Occupied Units, 1990
Hudson County and New Jersey

	Hudso	n County	New .	Jersey
Value	Number	Percent	Number	Percent
Less than \$75,000	1,766	7.8	128,160	8.6
\$75,000-\$99,999	2,372	10.5	158,680	10.8
\$100,000-\$124,999	2,748	12.2	162,122	11.1
\$125,000-\$149,999	3,250	14.4	186,659	12.7
\$150,000-\$174,999	4,137	18.3	198,871	13.6
\$175,000-\$199,999	3,081	13.6	168,414	11.5
\$200,000-\$249,999	2,953	13.1	193,503	13.2
\$250,000-\$299,999	1,322	5.9	107,965	7.4
\$300,000-\$399,999	660	2.9	89,438	
\$400,000-\$499,999	159	0.7	32,993	2.3
\$500,000 or more	129	0.6	39,465	2.7
Total:	22,577	100.0	1,466,270	100.0
Median Value:	\$157,000		\$162,300	
Source: U. S. Bureau	i of the Cen	sus, 1990		

Affordability will continue to be an issue in Hudson County along with the rest of New Jersey. As land and home prices continue to rise, outpacing the income growth of many, some will be left behind, unable to enter or remain in the housing market. This will be especially true for senior citizens whose income is even less able to keep pace.

#### Housing Costs as a Percentage of Income - Owner Occupied Units

Experts generally agree that homeowners should spend no more than 30 percent of their income on housing costs. When more than 30 percent of income is spent on housing, it is considered unaffordable. In 1989, approximately 30 percent of Hudson's homeowners spent 30 percent or more of their income on housing-related costs. As shown in Table VI-12, the lowest income households spent the highest proportion of their incomes on housing. Of the 1,755 households earning less than \$10,000 in 1989, 1,399 or 79.7 percent spent 35 percent or more of their income on housing. Similarly 1,230 (58 percent) of the owner occupied households earning between \$10,000 and \$19,999 in 1989 spent over 35 percent their income on housing. Of the households at the highest income level (\$50,000 or more), over 66 percent spent less than 20 percent of their incomes on housing.

#### Contract Rents

In Hudson County, rents are typically lower than the rest of the State. As shown in Table VI-13, Hudson County's 1990 median rent of \$464 was \$57 less than the State's median rent of \$521. As such, the County had a greater proportion of renters paying low end rents in 1990. Over 20 percent of Hudson's renters paid less than \$300 in rent while less than 14 percent of the State's renters paid the same rate. Likewise, less than 15 percent of Hudson's renters paid rent of \$700 or more while more than 20 percent of New Jersey's renters paid over \$700 in rent.

#### Table VI-12 Owner Costs as

#### Owner Costs as a Percentage of Household Income, 1990 Hudson County

Household	Less Than					Not	
Income	20%	20%-24%	25%-29%	30%-34%	35%+	Computed	Total
Less than \$10,000	50	10	30	43	1,399	223	1,755
\$10,000 - \$19,999	186	259	260	391	1,230	0	2,326
\$20,000 - \$34,999	1,565	612	319	188	966	13	3,663
\$35,000 - \$49,999	1,903	403	407	382	931	4	4,030
\$50,000 or more	7,433	1,474	975	548	697	0	11,127
Total	11,137	2,758	1,991	1,552	5,223	240	22,901
Percent of Total	48.6	12.0	8.7	6.8	22.8	1.0	100.0
Source: U. S. Bure	eau of the Cer	nsus, 1990					

Table VI-13

	Hudson	County	New J	ersey
Value	Number	Percent	Number	Percent
Less than \$200	13,085	9.3	77,144	8.0
\$200-\$299	15,986	11.4	64,769	6.7
\$300-\$399	23,873	17.0	117,619	12.1
\$400-\$499	24,543	17.5	168,870	17.4
\$500-\$599	23,688	16.9	182,434	18.8
\$600-\$699	17,508	12.5	151,098	15.6
\$700-\$999	15,700	11.2	140,908	14.5
\$1,000 or more	4,048	2.9	39,299	4.1
No Cash Rent	2,112	1.5	28,091	2.9
Total:	140,543	100.0	970,23	100.0
Median Rent:	\$464	_	\$521	

#### Gross Rents as a Percentage of Income

Like homeowners, it is generally agreed that renters should spend no more than 30 percent of their incomes on rent. However, renters typically have lower incomes than home owners and spend a greater proportion of their income on shelter. Over 29 percent of Hudson County's renter households spent more than 35 percent of their income on rent in 1989. Like the homeowners, the lowest income households pay the highest percentage of their income for rent. As shown in Table VI-14, 34,781 (61.5 percent) of the 56,486 renter households that earned less than \$20,000 spent 35 percent or more of their income on rent. Over 86 percent of those in the highest income bracket (\$50,000 or more) spent less than 20 percent of their income on rents.

#### Housing Need

According to COAH, Hudson County has a pre-credited need of 6,269 units and an indigenous need of 7,545. However, the indigenous data is misleading as some of Hudson's municipalities have a high rehabilitation need but have no reallocated present need.

As shown on Table VI-15, Secaucus, Bayonne and Weehawken are the only Hudson municipalities that have housing plans certified by COAH. Secaucus' plan was approved in 1992 thereby satisfying the municipality's first round obligation until 1998, when the second round obligation (1993-1999) must be addressed. Bayonne's plan was certified in 1996 for its first and second round obligations (1987 - 1999). Bayonne's obligation consists entirely of rehabilitation and no new construction is required. The rehabilitation has already been completed by the City's Housing Authority. Weehawken's housing obligation consists of 150 indigenous units all of which have been provided for through various credits and reductions. The Township has received COAH approval to establish a Housing Trust Fund.

Kearny's housing plan is the result of a 1991 court settlement. As part of the housing plan, a 74 unit senior citizen complex was constructed. Seventy-one of the units were credited toward part of the rehabilitation requirement. The remaining 3 units were counted as new construction. The remainder of the

#### Table VI-14

Renter Costs as a Percentage of Household Income, 1	990
Hudson County	

Household	Less Than				Not		
Income	20%	20%-24%	25%-29%	30%-34%	35%+	Computed	Total
Less than \$10,000	965	1,456	2,598	1,562	20,176	4,523	31,280
\$10,000 - \$19,999	1,867	2,267	2,972	3.088	14.605	407	25,206
\$20,000 - \$34,999	11,140	7,278	7,024	4,746	5,847	443	36,478
\$35,000 - \$49,999	15,442	5,317	2,347	977	478	343	24,904
\$50,000 or more	19,711	2,065	537	248	46	284	22,891
Total	49,125	18,383	15,478	10,621	41,152	6,000	140,759
Percent of Total	34.9	13.1	11.0	7.5	29.2	4.3	100.0

Table VI-15		
Status of Housing I	Elements and	Fair Share Plans

	F	Pre-credited		Final Fair	Rehab-	Total New	Rental
	Status	Need	Credits	Share	ilitation	Construction	Units
Kearny	Court	266	256	10	3		
Secaucus	Certified 10/08/92	866	100	766	0	766	144
Bayonne	Certified 12/04/96	220	130	90	90	0	0
Weehawken	Certified 09/03/97	150	188	0	0	0	0
Total		1,286	418	1,122	346	776	147
Source: New	Jersey Council on Ai	fordable Housii	ng				

new construction consists of 3 two-family dwellings and 1 single family unit, all of which will be rented.

# Urban Aid Communities

Five of Hudson's municipalities (Bayonne, Jersey City, Kearny, Union City and West New York) are receiving urban aid funds. The funds are used by the municipalities for property tax relief. The State designates Urban Aid municipalities if they meet certain statutory criteria. The most important standards used to determine eligibility are population density, equalized tax rate and equalized value per capita, the number of children covered by Aid to Families with Dependent Children (AFDC), and the presence of public housing. Urban Aid municipalities are eligible for specific programs and are exempt from certain State requirements. For example, Urban Aid communities are not required to be under COAH's (Council on Affordable Housing) jurisdiction and do not have to file a fair share plan and/or receive certification by COAH. However, Urban Aid communities can participate in the COAH process if they wish, and are required to

#### do so if they want to establish Development Fee Ordinances.

# **Regional Contribution Agreements**

A regional contribution agreement (RCA) allows one municipality (the sending municipality) to transfer a portion of its fair share obligation to another municipality (the receiving municipality) within the same housing region for a fee. As shown in Table VI-16, Jersey City, Bayonne, Kearny and Weehawken are the Hudson municipalities that are receiving municipalities as part of an RCA.

## Public Housing

As shown in Table VI-17, Hudson County has 9,409 public housing units, the majority of which (38.8 percent) are in Jersey City. Approximately 82 percent, or 7,717 of the public housing units, contain 0 to 2 bedrooms and the remaining 18 percent (1,692 units) have three or more bedrooms. Approximately 170 (1.8 percent) of the County's public housing stock is vacant.

# Table VI-16Regional Contribtion AgreementsHudson County Municipalities

		Units	Amount
<b>Receiving Municipality</b>	Sending Municipality	Transferred	Transferred
Jersey City	Ramsey Boro/Bergen I	107	\$1,780,000
Jersey City	Ramsey Boro/ Bergen II	43	\$860,000
Jersey City	Rockleigh Boro/Bergen	5	\$112,500
Jersey City	Allendale Boro/Bergen I	32	\$640,000
Jersey City	Old Tappan Boro/Bergen	7	\$154,000
Jersey City	Allendale Boro/Bergen II	8	\$160,000
Jersey City	Old Tappan Boro/Bergen II	14	\$280,000
Jersey City	Boro of Paramus/Bergen	130	\$2,600,000
Jersey City	Upper Saddle River	17	\$340,000
Bayonne	Waldwick	4	\$80,000
Weehawken	Cresskill	8	\$60,000
Kearny	Wyckoff	8	\$136,000
Bayonne	Wyckoff	27	\$540,000
Bayonne	Cresskill	26	\$520,000
Total		436	\$8,362,500

Table VI-17
Public Housing Units by Bedroom and Vacant Units, 1995
Hudson County Housing Authorities

	Tot	al	0-2 Bed	rooms	3-5	Bedroom	Vacar	nt Units
Municipality	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Bayonne	1,352	14.4	1,128	83.4	224	16.6	83	6.1
Guttenberg	252	2.7	225	89.3	27	10.7	0	0.0
Harrison	268	2.8	214	79.9	54	20.1	0	0.0
Hoboken	1,353	14.4	1,115	82.4	238	17.6	0	0.0
Jersey City	3,653	38.8	2,654	72.7	999	27.3	51	1.4
North Bergen	985	10.5	972	98.7	13	1.3	22	2.2
Secaucus	275	2.9	275	100.0	0	0.0	0	0.0
Union City	456	4.8	388	85.1	68	14.9	0	0.0
Weehawken	100	1.1	100	100.0	0	0.0	1	1.0
West New York	715	7.6	646	90.3	69	9.7	11	1.5
<b>Hudson County</b>	9,409	100.0	7,717	82.0	1,692	18.0	168	1.8
Source: Hudsor	n County C	Consolidated	Plan, Hudso	on County C	onsortium, 19	95		

The housing authorities reported that their units were generally in good condition and that rehabilitation needs were normal replacements and improvements of systems. They are in the process of modifying existing units so that they are barrier-free and meet the requirements of the federal Section 504 program.

As shown in Table VI-18, approximately 22 percent (2,110 units) of the public housing units in Hudson County's housing authorities are being restored or upgraded. Over one-third of this total (715 units) are in West New York; this is West New York's entire supply of public housing. Similarly, all of Harrison's public housing units have been restored and/or upgraded. Over 650 of Jersey City's public housing units are being restored or upgraded in 1996 and over 980 additional units are scheduled for rehabilitation or upgrading in 1997-2000. An additional 36 of Guttenberg's public housing units also require upgrading.

There are over 500 barrier-free public housing units in Hudson County as shown in Table VI-18. Almost one-half (210 units) are in Guttenberg. In addition, approximately 83 percent of Guttenberg's, and 25 percent of Secaucus', public housing stock are handicapped accessible. The County needs an additional 99 barrier-free public housing units.

# Special Needs Housing

As identified in the Social Services Element of this Plan, Hudson County is home to a disproportionally high special needs population. Homelessness, poverty, alcoholism, drug abuse, AIDS and domestic violence all combine to create significant social service pressures within the County. However, what may be the greatest need for such populations is housing. In keeping with efforts identified throughout this Plan, the plight of those with special needs should be adequately addressed from a housing standpoint. While many special needs individuals and families will fall into low/moderate income categories, their housing needs are often far more specialized than others. Planning efforts and funding allocations must look closely at providing adequate support for those with special needs.

# Section 8 Housing

Hudson County has a total of 4,366 Section 8 units, of which almost 39 percent are elderly-tenant based and over 61 percent are family-tenant based as shown in Table VI-18. More than 22,500 Hudson County households are on a waiting list for Section 8 assistance.

# Redevelopment

Redevelopment has been used since 1949 to encourage development in areas of general blight or deterioration. Eight Hudson County municipalities, including Jersey City, Hoboken, Kearny, West New York, Union City, Bayonne, Harrison and North Bergen use the redevelopment process as an incentive for development. Redevelopment areas have been responsible for the development of over 3,704 dwelling units.

# Hudson County Affordable Housing Trust Fund

The County administers a \$100 million Affordable Housing Trust Fund which is the largest pool dedicated to affordable housing construction financing ever established by a New Jersey local government. The fund, which was financed in 1989 by issuance of County bonds to the Hudson County Improvement Authority, provides financing at below market interTable VI-18

Municipality

Guttenberg

Jersey City

Secaucus

Union City

North Bergen

Bayonne

Harrison

Hoboken

Section 8 Housing

**Hudson County Housing Authorities** 

Number

263

183

178

404

189

613

provide debt service payments on its bonds.

2,087

0

Section 8

Percent

6.0

4.2

0.0

4.1

47.8

9.3

4.3

14.0

Percent of

Total

58.2

49.2

0.0

89.9

62.5

76.7

66.7

41.3

Family-Tenant Based

Number

153

90

160

310

126

253

1,305

0

Percent of

Total

41.8

50.8

0.0

10.1

37.5

23.3

33.3

58.7

Elderly-Tenant Based

Number

110

93

0

18

782

94

63

360

	_	
	_	

Waiting

List

460

275

402

255

8,000

0

11,000

0

	Weehawken	293	6.7	96	32.8	197	67.2	200
	West New York	156	3.6	79	50.6	77	49.4	1,983
	Total	4,366	100.0	1,695	38.8	2,67	1 61.2	22,575
	Source: Hudson	n County	Consolidate	d Plan, Hudson	County	Consortium,	1995; Jersey	City Housing Authority
h c	st rates for the dev ousing projects pr ent of the units are	ovided t e reserv	hat no less ed for low a	than 20 per- and moderate	2.	levels due	e to limited	ning rents at affordable financial resources fo sisting rental properties
	ncome families. The ating using revenue				3.			lost a large number o

As of May 2000, the County has issued a total of \$39 million of debt from the Trust Fund to private developers and non-profit entities. A total of 788 units were developed in the programs' first five years of operation, with 58 percent of the units located in Jersey City and 22 percent located in Hoboken. The remaining units are distributed between Secaucus (75 units), Union City (33 units), Weehawken (18 units) and West New York (13 units). A total of 623 units, or 82 percent of all units, are affordable. Any future units financed from the Trust Fund must be non-profit corporations because of IRS limitations.

# Consolidated Plan

The Hudson County Consortium consists of all the municipalities in Hudson County except for Jersey City. As required by the U.S. Department of Housing and Urban Development, the Consortium has prepared a Consolidated Plan for four of its formula grant programs including Community Development Block Grants, HOME Investment Partnership, Emergency Shelter Grants and Housing Opportunities for Persons with Aids. The Hudson County Consolidated Plan identifies the following constraints to providing and maintaining affordable housing and reducing the hazards of lead-based paint:

1. Lack of available federal rental subsidies and limited resources to develop multi-family projects.

- Difficulties in maintaining rents at affordable evels due to limited financial resources for the rehabilitation of existing rental properties.
- Hudson County has lost a large number of affordable units due to conversion to condominiums and cooperatives. In addition, the real estate climate in the 1980s focused on market rate housing to serve the population that was entering Hudson County. Replacement of the affordable units did not occur due to the lack of incentive and profit motive for developers.
- 4. Limited financial resources, land resources and the inability for projects to absorb the cost of loan financing requires subsidization to maintain affordable rent levels.
- 5. The age of existing housing stock and the level of rehabilitation required to bring the housing units to code is too costly for some extremely low and low income homeowners.
- 6. The major differences between incomes and housing costs show the need for financial assistance to first-time home buyers. According to the 1990 census, the median value of an owner occupied house in Hudson county was \$157,000. The average asking price for a home was \$198,225 during the same time period. Hudson's 1989 median four person household income was \$29,900 thus showing the hardship. The escalating costs associated with home ownership negatively impact the home owner's ability to maintain costs at an affordable level.

The Plan makes the following recommendations:

- The Consortium continues to support multifamily rental projects that use project based and tenant based Section 8 Certificates and will encourage tenant placement in HOME funded rental projects from existing Section 8 waiting lists.
- The Consortium will commit a major portion of its HOME funds in the Rental Production Program. Assuming consistent levels of funding, \$1,300,000 will be allocated for the production of fifty (50) rental units.
- The Consortium will commit a portion of its HOME funds to its Homeowner Rehabilitation Program. Assuming consistent levels of funding, \$500,00 will be allocated for the rehabilitation of twenty-five (25) units.
- 4. Purchasers, tenants and applicants for rehabilitation assistance in HUD assisted housing constructed prior to 1978 will be notified of the hazards of lead-based paint poisoning.
- 5. The owner of any property will be required to take appropriate action to protect tenants from hazards associated with lead abatement procedures.

# Community Development Block Grant Program

In 1974, the Community Development Block Grant (CDBG) program was created to provide funds for local improvement projects. Local governments have discretion in the use for CDBG funds, and local councils tend to use these funds for capital projects, such as parks, firehouses, swimming pools and tennis courts. Hudson County has received over \$50 million in CDBG funds since 1987, averaging \$5.3 million annually. The FY 2001 allocation is \$5.174 million. Hudson County currently operates three revitalization programs using CDBG funds which are discussed in more detail under local revitalization programs. A portion of downtown revitalization dollars also go towards housing rehabilitation.

# HOME Program

In November 1990, the National Affordable Housing Act (P.L. 101-625) was signed into law. The Home Investment Partnership Program, commonly known as the HOME program, was created under Title II of the statute. The HOME program is administered by the U.S. Department of Housing and Urban Development (HUD) and has the following general purposes:

- 1. To expand the supply of decent and affordable housing, particularly rental housing, for low and very low income persons.
- 2. To strengthen the abilities of state and local government to design and implement strategies for achieving adequate supplies of decent and affordable housing.
- 3. To provide financial and technical assistance to participating jurisdictions, including the development of model programs for affordable low income housing.
- 4. To extend and strengthen partnerships among all levels of government and the private sector, including for-profit and non-profit organizations, in the production and operation of affordable housing.

The Hudson County consortium has participated in the HOME program since 1992, receiving over \$16.2 million. The FY 2001 budget is \$3.455 million and will provide funding for the following activities:

- 1. Rental Housing Production
- 2. Home Owners Rehabilitation Program
- 3. Community Housing Development Organization (CHDO) Funding. This program provides funding for 501C-3 non-profit corporations.
- 4. Home Buyer Assistance Program. This program provides financial assistance to home buyers with a family income less than 80 percent of median.
- 5. HOME Administration

# **Implementation Plan**

In general, housing conditions in the County have improved over the past twenty years. Housing rehabilitation, however, is needed since the County contains almost 12,200 deteriorated units (as estimated by the Council on Affordable Housing). Unfortunately, the County and municipalities do not have the funding capacity to address this need. In addition, since almost 71 percent of the County's housing stock was built before 1960, lead poisoning is a serious concern in Hudson County.

There is a significant need for more affordable housing in Hudson County including housing for middle income families. The need for affordable housing is particularly acute for senior citizens, who generally live on fixed incomes. With over 70 percent of the housing stock occupied by renters, Hudson County ranks eighth in the nation in terms of its percentage of renter-occupied housing. Construction of affordable housing, however, remains prohibitively expen-

**Housing Plan** 

sive in Hudson County. All new affordable housing projects have required subsidies from a variety of sources to make development feasible. The County should continue to seek a variety of funding sources for housing such as grants, mortgages, tax abatement, tax credits and absorption of land costs.

## Action Strategy

- 1. Actively pursue RCAs to fund housing rehabilitation programs and new housing construction.
- 2. Promote municipal discussion regarding housing issues that impact on taxes and investment (e.g. illegal conversions, rent control)
- 3. Promote home ownership to increase incentives for housing maintenance and improvement.
- Notify purchasers, tenants and housing rehabilitation applicants of housing units built prior to 1978 of the hazards of lead-based paint poisoning.
- Inspect all units constructed prior to 1978 that are occupied by families with children under 7 years of age and receive rehabilitation assistance for defective paint surfaces.
- Act as a resource to municipalities by providing technical expertise and state of the art equipment to detect lead-based paint more expeditiously.
- 7. Support housing code enforcement as a means of preserving the existing housing stock.
- 8. Encourage municipal review of rental control ordinances with the goal of balancing the needs of renters and owners.
- 9. Encourage the packaging of housing funds from various sources in order to make housing more affordable.
- 10. Expand the inventory of decent affordable housing through the use of funding programs such as tax credits and HOME monies.
- 11. Provide technical and financial support to non-profits whose primary mission is to provide affordable housing.
- 12. Promote municipal discussion regarding the reuse of municipally owned properties for housing, where appropriate.
- 13. Pursue additional housing vouchers.
- 14. Promote the use of the Affordable Housing Trust Fund among non-profit organizations.

# Community Facilities Plan

# **Overall Policy Statement**

The diversity of Hudson County's populace demand well run and well organized community facilities. Understanding this is very important in providing the necessary and often vital services required by the public. While geographically small in size, Hudson County is by far the most densely populated County in the most densely populated State. Thus, many of its needs and issues are magnified in importance.

Attention has been given lately to upgrading many of the County's facilities. Parks and recreation facilities are for the most part well maintained. The County continues to purchase additional land for parks and is taking a leadership role in efforts to complete the Hudson River walkway. The Hudson County Correctional Center was completed in 1990. Improvements and upgrades to St. Peter's College and Hudson County Community College are in process.

One of the most significant issues facing all levels of government, but especially County and local government, is the cost of services. The ever increasing cost of providing public services and facilities combined with fairly stable populations and a greater emphasis on minimizing tax increases, requires government to be even more vigilant and innovative in how it services people. One of the most often considered methods of dealing with this issue is regionalization. In the case of Hudson County however, the concept of regionalization is more than just talk. Five of the County's municipalities, Guttenburg, North Bergen, Union City, Weehawken and West New York have taken action. The five have joined forces and signed an "Emergency Mitigation Mutual Aid Agreement" which established North Hudson Fire and Rescue. This effort is one of the largest and most comprehensive regionalization efforts in New Jersey.

Opportunities for other regional responses to public needs should continue to be explored and the County is the most appropriate agency to help design and facilitate such interlocal agreements. Opportunities can be found in areas such as public works, purchasing, recreation and even public safety.

# Introduction

The adequacy and realized expectation of community services, such as public safety, schools and parks, is an important component of the quality of life in a community. In Hudson County, the negative effects of job migration and middle class flight have been significant for many years. The effect has been poorer quality of basic services, inadequate school funding and school facilities and a less prepared remaining workforce. Recently, however, a turnaround has begun. As a result of steadily improving economic conditions, as well as aggressive and well planed economic development initiatives, overall quality of life has improved. The Community Facilities Plan evaluates current resources and conditions, existing levels of service and potential deficiencies and considers future community facility and service needs.

# **Planning Basis**

The County Facilities Plan reflects a number of planning efforts at the local, regional and State level including the following:

- Hudson County Government Center Master Plan
- Hudson County Parks and Recreation Master Plan
- Hudson County Community College Operating Budget and Capital Budget
- Mew Jersey Meadowlands Commission (NJMC) Open Space Plan
- New Jersey Common Ground 1994-1999 New Jersey Open Space and Outdoor Recreation Plan
- New Jersey Trails Plan
- Hudson County Municipal Master Plans
- Hudson County Community College Master Plan – April 1998
- Saint Peter's College Area Improvement Program and Facilities Master Plan – February 1998

# **Inventory and Analysis**

The Community Facilities Plan evaluates the quality of services provided by the County including administration, parks and open space, recreation, cultural resources, education and public safety. The Community Facilities Map illustrates the location of existing County facilities.

# Administration

## **Government Services**

In general, Hudson County provides those services which are regional in nature, many of which save individual municipalities money and resources. Some County services are provided to improve coordination between the municipalities, which often results in more Federal and State funding. The County contains twelve municipalities, six of which are less than 1.5 square miles in size. The relatively small geographic size and compact development pattern of many of the County's municipalities results in administrative inefficiencies, since most municipalities operate their own police department, fire department and school system. Many municipalities cannot afford to maintain existing facilities and make needed technological improvements to keep services up to date. In many cases, regionalized services are more cost efficient and result in better services.

## **Facilities**

Hudson County's administrative offices are located in six different buildings including the County Administration Building, Administrative Annex Building, Old Brennan Courthouse, Public Safety Building, Murdoch Hall, and Meadowview campus in Secaucus. Most of the administrative facilities in Hudson County are located in the center of Jersey City in Journal Square, with the exception of the Public Safety Building which is located on the west side of Jersey City.



In 1993, the County hired a consultant to evaluate the County's long-range needs for administrative facilities. The result was a report entitled *County Government Center Master Plan and Space Requirements Program.* The Plan recommended that the County create a Government Center in Jersey City which entails building a new combined Court and Office Building located adjacent to the existing County Administration Building on the site of the old jail. The Plan recommended that the County Public Safety and Administration Annex buildings be retained without substantial upgrades, although the Prosecutor's Office should be relocated from the Public Safety Building to make room for expanded offices for Public

# County Administration Building

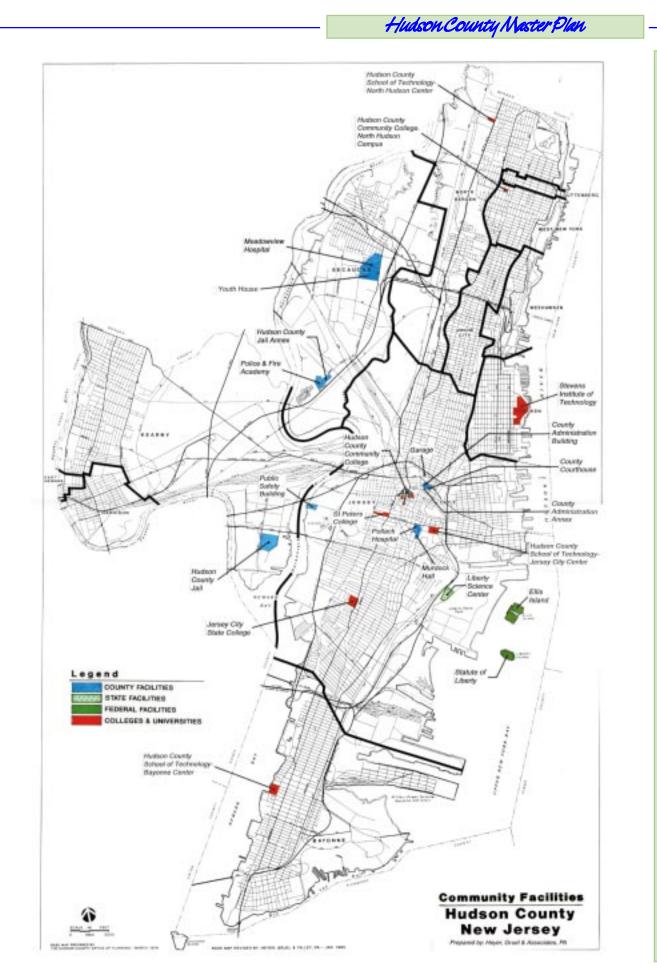
neering.

The County Administration Building is located at 595 Newark Avenue in Jersey City. The building is past its prime and requires constant and costly repair. In addition, it is of an antiquated design not compatible with modern government office use. The building is large, but has an inappropriate physical layout providing ineffective work space and circulation. The various functional deficiencies, as well as mechanical/electrical and other system deficiencies of the facility have been well documented over the years in several major evaluations and reports initiated by the County. If the building is to be retained and substantially upgraded for future expansions needs, it must by law be upgraded. In order to upgrade the building to a level of modern acceptability as a government work space, it should be entirely gutted and rebuilt from the existing structure out. The cost of such an extensive renovation, however, is prohibitive. As an alternative, the County should make necessary improvements to the building and build a new court building on the site of the old jail to reduce the crowding of courtroom space in the Administration Building.

Safety, Public Resources and the Division of Engi-

The County Administration Building currently contains the following uses:

- Prosecutor's Offices
- Central Services
- Register's Office
- Sheriff's Office
- Superintendent of Election
- Board of Election
- Press
- Probation
- Surrogate



-8

- County Clerk
- Bail Unit Clerk
- Staff Lockers
- Cafeteria
- Courts
- Records Office
- Criminal Records Storage
- Criminal Files

# Administration Annex Building

The Administration Annex Building is located 567 Pavonia Avenue in Jersey City. This building is a modern open office building in good physical condition. It offers the County great flexibility in space occupancy options. This building should be retained in the short term with the option for purchase in the long term. The building is four stories and contains the following uses:

- Finance and Administration
- Purchasing
- Board of Chosen Freeholders
- Personnel
- Law Department
- Board of Taxation
- County Administrator

# Old Brennan Courthouse

The Old Brennan Courthouse is located at 583 Newark Avenue in Jersey City. The Old Brennan Courthouse is a six-story building in generally good condition with space available for expansion of the Civil Courts, with the relocation of non-Court uses. The building is a designated historic structure. Current uses in the Old Brennan Courthouse include:

- Bar Association
- County Clerk
- County Executive
- Courts
- Law Library

# Public Safety Building

The Public Safety Building is located at 549 Duncan Avenue in Jersey City. The two-story building was built in 1963 and contains 35,785 square feet of space. The building is in fairly good condition and contains the following uses:

- Some of the Prosecutor's offices
- Division of Roads
- Sheriff's office

# Meadowview Campus

The Meadowview campus includes:

- Meadowview Psychiatric Hospital
- Juvenile Detention Center
- Department of Health and Human Resources
- Engineering
- Emergency Management
- Department of Corrections
- Department of Public Resources
- Superintendent of Schools

# Murdoch Hall

Murdoch Hall is located adjacent to Pollak Hospital at 114 Clifton Place in Jersey City. The building is old and requires a significant amount of maintenance. It is used for offices, youth services, prosecutors, probation and housing for nurses. In terms of appearance, the building is very attractive and has been used as a location for several movies.

# Leased Space

The Division of Social Services and Welfare is located in leased buildings on Newark Avenue and Enos Place in Jersey City.

# Parks, Open Space and Recreation

Hudson County's parks and open space areas are an intricate system serving a variety of functions, often concurrently, which are essential to sustain Hudson County as a desirable place to live and work. Parks and open space areas protect the quality and quantity of surface and groundwater resources; guide development and growth; preserve natural and historic resources; shape community character; and provide land for outdoor recreation.

Hudson County contains 3,382 acres of parks and open space including 408 acres owned by municipalities, 716 acres owned by the County and 2,258



acres owned by the State, as shown in Table VII-1. Additional areas available for recreational use are provided on school grounds,. There are presently 56.8 acres of school recreational facilities in the County.

According to the 1994 - 1999 New Jersey Open Space and Outdoor Recreation Plan, Hudson County needs a total of 2,548 acres of County and municipal parkland, based on a municipal parks and open space goal of three percent of developed and developable land area and a County parks and open space goal of seven percent of the developed and developable land area. Thus, Hudson County has an existing deficit of 524 acres of municipal parkland and 1,172 acres of County parkland.

While the parkland deficit identified by the New Jersey guidelines is offset by the fact that the State of New Jersey owns over 2,258 acres of parks and open space in Hudson County, additional park and open space areas are needed to make Hudson County an attractive place to live and work. In addition, existing parks must be maintained and upgraded because of their relatively high level of use and to provide for the changing recreational demand of the County. As a result, additional parks, open space and recreation facilities are proposed in Hudson County, as explained below.

#### Hudson River Walkway

A significant regional recreation/open space effort has been the development of a multi-purpose path along the Hudson County Waterfront stretching from Palisades Park on the north to just south of Liberty State Park. While still not fully completed, designed segments do exist and are heavily used. In particular, areas such as Weehawken, Hoboken, Avalon Cove and much of Jersey City provide exceptional recreational opportunities.

The Hudson River Waterfront Walkway is planned to extend 18 miles along the west shore of the Hudson River from the George Washington Bridge in Fort Lee to the Bayonne Bridge in Bayonne, with access paths from neighborhoods and roadways where appropriate. This linear park offers spectacular views of the Manhattan skyline and links some of Hudson County's historic railroad terminals. The walkway will improve access to the 1,122 acre Liberty State Park in Jersey City, the Palisades Interstate Park beginning in Fort Lee, and municipal parks. In addition, the walkway will benefit community revitalization activities and provide natural resource protection. The project is designed to open the waterfront to residents and visitors.



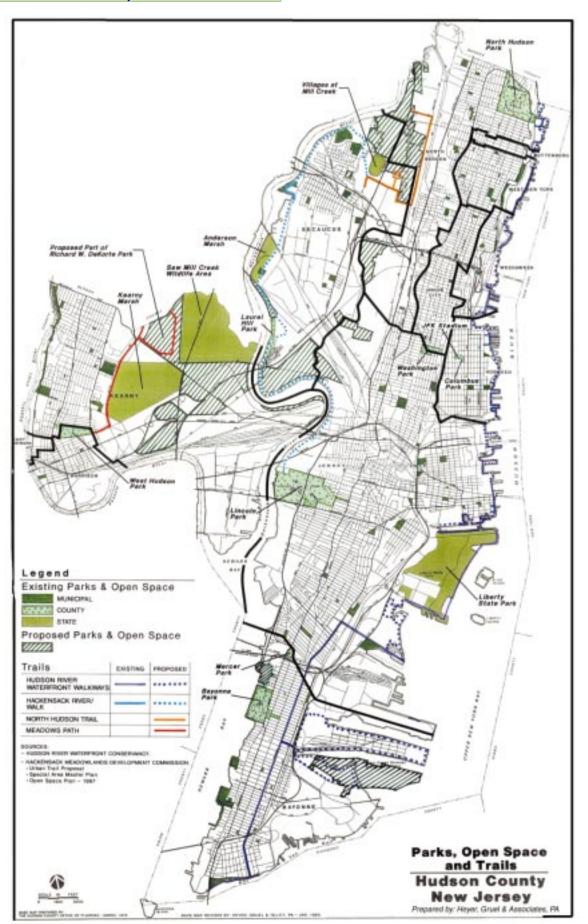
The walkway is being integrated into development plans that must be approved through Hudson River Waterfront Development Permits that are issued by the New Jersey Department of Environmental Protection.

The walkway concept was created in 1984, when the State of New Jersey adopted regulations requiring waterfront developments located in nine municipalities along the Hudson River to provide a walkway. The walkway towns include Bayonne, Jersey City, Hoboken, Weehawken, West New York, Guttenberg, North Bergen, in Hudson County and Edgewater and Fort Lee in Bergen County. Design guidelines have also been adopted by the State for developers to follow when constructing and maintaining their portion of the walkway. Waterfront projects require approval from both the local municipality and the New Jersey Department of Environmental Protection.

There have been some problems with the walkway concept. Parts of the walkway have been poorly designed and are unwelcoming to the public, while other properties along the river will not be developed for some time creating gaps in the walkway. The walkway for the Riva Pointe project in Weehawken does not feel public because pedestrians must climb up a flight of stairs, pass through a gate and walk past apartment rows on both sides. In Jersey City, there is no solution yet to the problem of how to get across the Morris Canal Basin. Without a footbridge, pedestrians will have to take a one-mile detour around the canal.

A significant element of this facility is its regional approach. Because the Walkway traverses nine communities and in many cases runs along numerous







# Table VII-1Park and Open Space FacilitiesHudson County, New Jersey

Facility	Total	Active Recreation	Passive Recreation	
County Parks & Open Space	(acres)	(acres)	(acres)	Location
Columbus Park	3	3	0	Hoboken
J.J. Braddock/North Hudson Pa	-	160	7	North Bergen
Laurel Hill Park	105	0	105	Secaucus
Lincoln Park	273	187	86	Jersey City
Mercer Park	6	6	0	Bayonne
Stephen R. Gregg/Bayonne Par	k 98	98	0	Bayonne
Washington Park	21	21	0	Jersey City/Union City
West Hudson Park	43	43	0	Harrison & Kearny
Subtotal	716	518	198	,
State Parks & Open Space				
Liberty State Park	1,122	300	822	Jersey City
Saw Mill Creek WMA	477	0	477	Kearny
Kearny Marsh	473	0	473	Kearny
Villages at Mill Creek	186	0	186	Secaucus
Subtotal	2,258	300	1,958	
Municipal Danks				
Municipal Parks	4.00			
Jersey City	169			
Kearny	80			
Bayonne	62 22			
Secaucus				
North Bergen West New York	21 21			
Hoboken	21 11			
Union City Weehawken	11			
	5			
Harrison	5			
East Newark	1			
Guttenberg	0			
Subtotal	408			
Total	3,382			

private developments, substantial public/private cooperation has been necessary.

The County has made completion and coordination of the Walkway a priority and has taken a leadership role in continuing to address its completion. Efforts are underway to create a public/private partnership between all levels of government and private developers to provide incentives and standards which will hasten the completion of the "missing links," improve public access and enhance the walkway as a key amenity.

<u>New Jersey Meadowlands Commission (NJMC)</u> The NJMC adopted an Open Space Plan in 1997. The Plan is an update of the prior 1972 Open Space Plan which recommended preservation of 6,000 acres and the 1985 draft update which recommended preservation of 6,772 acres. The 1997 Plan establishes as a goal, the preservation of over 8,300 acres.

A key element of the Plan is the establishment of open space as a key land use category, along with all other uses permitted in the district. The Plan specifically states that open space is not merely that land left open after all other uses have been located. The Plan goes on to establish four categories of open space: waterways/waterbodies, wetland conservation, environmental management areas and parklands. Four subcategories are also described: trails, waterway buffers, marinas and individual open space sites.

The Plan anticipates a timeframe of 30 years for full implementation and includes provisions for five year reexaminations.



Another significant effort recently undertaken by the NJMC is the urban trails projects. Planning is now underway for the development of three major urban trail projects within the district. Together, the three trails will create 38 miles of non-vehicular greenways through 11 of the HMD's 14 constituent municipalities, linking various open space and developed areas within and outside the district. The three trail projects are:

#### Meadow Path

Meadow Path is a 25.5 mile urban trail system running parallel to the western bank of the Hackensack River from Little Ferry to Kearny, with spur trails providing access to adjacent park areas, neighborhood communities and commercial development. The trail includes a planned northern connection with the Bergen County Hackensack River Trail system linking Mehrhof Pond, Losen Slote Park, marinas, Oritani Marsh, Gagliardi Ballfields, Meadowlands Corporate Center, Richard W. DeKorte Park, Harrier Meadow, Saw Mill Landfill, Kearny Marsh, the Gunnel Oval, to a planned southern connection to the West Hudson County Park in Kearny. Realization of this trail will create a dedicated greenway connection in nine of the 14 HMD municipalities in both counties.

#### The Hackensack RiverWalk

The Hackensack RiverWalk is a planned 8 mile waterfront park originally constructed as a small pedestrian path in conjunction with the Harmon Cove development in Secaucus. Completion of this trail will allow public access along the river while providing a continuous pedestrian trail linking Secaucus' retail, office, commercial and residential districts. The trail links Lincoln Park in Jersey City to the Hudson County Park and Boat Launch at Laurel Hill, Secaucus Transfer Stations, Harmon Cove, Snipes Park, Trolley Park, Secaucus High School, Mill Ridge Road Ballfield, Harmon Meadows Plaza/Mill Creek Mall and NJMC sponsored Mill Creek wetland trail. Future water trails are planned for this area, thus linking this area to the North Hudson Trail.

#### North Hudson Trail

North Hudson Trail is a 4.5 mile trail located in an industrial development with a daytime employee population of approximately 20,000 and an overall resident population of 48,000. This area was designated a 1992 Department of Community Affairs "distressed city," due largely to the paucity of community open space. This trail will improve that provision. It commences in the north at a new 71<sup>st</sup> Street Park, connecting to a future Bergen Hudson light rail stop at 69<sup>th</sup> Street, continuing through the West Side Avenue industrial area, and terminating at the office/retail development at Harmon Meadow Plaza/Mill Creek Mall and Mill Creek Wetland trail.



#### Active Recreation Facilities

Hudson County's municipal parks are smaller, user intensive recreation facilities, while the County parks are larger, resource based, multiple user facilities. As shown in Table VII-2, Hudson County parks provide for a wide variety of recreational activities. Additional active recreational facilities are provided in Liberty State Park where recreational facilities include a picnic area and a boat launch.

In 1991, Hudson County prepared a Park and Recreation Master Plan which provided an inventory and short-term capital improvement plan for each of the County parks. This Plan was the basis for the County's Green Acres funding program over the following six years, and has largely been implemented.



In 1997, the County adopted a updated Park and Recreation Master Plan. The Plan contains a detailed description of each County Park and provides an inventory of municipal parks and school recreation areas. The Plan recognizes the difficulty of maintaining parks in the most densely area of the most dense State.

Continuing problems include higher maintenance and operational costs, since the trend of close to home recreation is placing greater emphasis on the use of County parks. In addition, the lack of public access to recreation resources, especially water based, is a continuing problem. There is a demand for additional recreational facilities not presently provided in the County, including an ice skating rink and swimming pool.

In recent years the County has embarked upon an ambitious effort to upgrade recreation facilities throughout the County. The most recent Plan recommends continuation of these efforts. The Plan recommends over \$26 million in County Park improvements over the next five years. The Plan also recommends acquisition of 104 more acres to be added to Laurel Hill Park.



#### Passive Recreation Facilities

Over 3.5 million people participate in some form of wildlife associated recreation such as fishing, hunting or birding in New Jersey each year. The commercial and recreational uses of New Jersey's wildlife resources generates over \$5.2 billion per year in economic activity, supporting 30,000 jobs. Fish and wildlife are a major asset that should be managed and protected in order to maintain this high economic yield.



The Hudson County park system provides approximately 93 acres of natural wildlife area, including 7 acres in J.J. Braddock Park in North Bergen and over 86 acres of undeveloped land at Lincoln Park in Jersey City. The majority of passive recreational facilities in Hudson County are located in state-owned parks. Liberty State Park contains an Interpretive Center, an environmental and historical educational facility. The Center houses an exhibit area, auditorium and classroom space. Adjacent to the Center is a 60 acre natural area which consists mostly of salt marsh. Ferry service to the Statue of Liberty and Ellis Island is available from spring through late fall.

The 477 acre Saw Mill Creek Wildlife Management Area, the 473 acre Kearny Marsh and the 186 acre Villages at Mill Creek are three state-owned passive recreation facilities located in Kearny and Secaucus within the NJMC district. The area is comprised entirely of tidal marsh and provides excellent crabbing during the summer. During May, and again in late August and early September, shorebird use is extensive. Stilt Sandpiper, Hudsonian Godwit, American Avocet, Wilson and Northern Phalarope are just of few of the more uncommon species sighted. Waterfowl use includes Mallard, Black Duck, Gadwall, Pintail, Blue and Green Wing Teal and Canvasback, to mention a few. In the early part of duck season, Mallard, Gadwall, Black Duck and Green and Blue

# Table VII-2 Recreational Facilities Hudson County, New Jersey

Facility	Columbus	J.J. Braddoo	Laurel k Hill	Lincoln	Mercer	Stephen R Gregg	Wash- ington	West Hudson	Total	
Playing Fields and Courts										
Baseball/Softball Fields		6	2	9		5	2	2	26	
Youth Base- Ball Fields		2		3	1	2	2	1	11	
Basketball Courts	2	4		5	1	5	2	2	21	
Bocce/ Shuffleboard		1		1		1		3		
Exer/X-Country Course		1		1		1		3		
Football Fields		1		2		1		1	5	
Soccer Fields		2	2	2		8	1	2	17	
Handball Courts		4		4				8		
Running Tracks			1		1				2	
Tennis Čourts	2	17		21		10	8	3	61	
Water Oriented Facilities										
Spray Pools	1	1		1		1	1	1		
Lakes & Ponds (acres)		19.3		3.7		2.5		0.9		
Waterfront (linear feet)			4,000	1,900		2,500				
Boat Ramps			2							
Other Facilities										
Picnic Areas		1		4		1		2		
Run/Bike Trails (miles)	0.8	7.8	1	3.3	1.1	4.2	3.8	4		
Playgrounds/Tot Lots	2			2	1	1	1	2		
Community Center					1		1			
Golf Driving Range			1							
Natural Areas (acres)		7		86						
. ,										

Wing Teal are most commonly taken by hunters. The common Moorhen is a common nesting bird during the summer, along with Least Bittern, Red-Winged Blackbird and Long-Billed Marsh Wren. The Saw Mill Creek WMA is accessible through a boat launch at Laurel Hill Park in Secaucus. There is presently no formal public access to the Kearny Marsh and the Villages at Mill Creek site, although access will be provided when Meadows Path is completed.



The NJMC Open Space Plan proposes over 6,406 acres of passive open space in the form of Wetland Conservation Areas (5,447 acres) and Environmental Management Areas (959 acres) in both Hudson and Bergen Counties. Wetland Conservation Areas includes presently preserved wetlands, as well as public and quasi-public wetlands which will be preserved through development restrictions, dedications, donations and purchase. Environmental Management Areas consists of existing landfills which will be restored as upland habitat for numerous plant and animal species.

## Greenways

A recent phenomenon in parks and open space planning is the creation of greenways. Greenways are a linear open space system linking existing parks and neighborhoods through trails, scenic roads and bikeways. They buffer rivers, streams and wetlands that cleanse runoff waters and retain floodwaters. There are four different greenway systems that are proposed in Hudson County. The purpose of the greenways is to provide a continuous linear park system linking the various waterfront parks along the Hudson and Hackensack rivers, thus enabling walkers and bikers to get as close to the water's edge as possible. Many local greenways are being built using transportation funding from the Intermodal Surface Transportation Efficiency Act (ISTEA).

# **Community Facilities Plan**

# Hudson County Master Plan

Jersey City is the location of Ellis Island, which contains an immigration museum and passive recreation areas. The facility is operated by the National Park Service and is part of the Statue of Liberty National Monument. The majority of Ellis Island was awarded to New Jersey in a landmark U.S.Supreme Court decision establishing joint jurisdiction over the Island with New York. The National Park Service has plans to renovate the southern portion of the Island.

# **Cultural Resources**

Extraordinary cultural resources have long been among the greatest strengths of urban centers. Cultural facilities are necessary to promote tourism and to provide amenities to attract a good quality workforce as well as new businesses. Because so much contemporary activity, work, shopping, recreation and living no longer must take place in downtown centers, Hudson County must emphasize the positive characteristics that distinguishes it from suburban and exurban locations. These positive characteristics include tourist destinations, recreational assets and cultural institutions. Support of arts, culture and preservation planning are crucial techniques for stabilizing and building Hudson County.

Increasingly, the arts are being considered a key element in successful downtown revitalization strategies. The use of the arts as part of an overall and sustained commitment to revitalization complements other revitalization efforts because they are often already on site or nearby - through the presence of individual artists, cultural institutions, community arts programs, and service organizations.

Urban centers are often the natural home for artists and cultural institutions. Jersey City, for instance, has some 500 artists living in a downtown industrial zone, many in converted warehouses. The City has adopted an artist-in-residence zone which legalizes artists' use of the buildings for living and working, while protecting the structure from being turned into retail space or housing for non-artists. Further, the Park Theater in Union City, which was constructed in 1931, is the only institution in the County dedicated to the performing arts. The Theater annually produces and presents the Passion Play, the oldest production of its kind in the United States. Although the Theater is structurally sound, it requires updating, particularly to permit its use year round. The County should support the development of additional performing arts centers to provide a source of entertainment and to meet the needs of local performing artists.

There is a significant need for cultural education programs. The schools should consider the Arts in Education Program (AIE) which provides grants for Boards of Education. There is also a need to establish municipal cultural affairs offices. The County can act in the capacity of a funding source and provide expertise and training to municipal employees.

# Education

Hudson County contains five post-secondary schools including Hudson County Schools of Technology, Hudson County Community College, New Jersey City University, St. Peter's College and Stevens Institute of Technology.

The County operates the Hudson County Schools of Technology (HCST) and Hudson County Community College. The County has been very progressive in terms of providing technological improvements to broaden academic possibilities and share resources among the different schools. Hudson County, working with the Hudson County Schools of Technology and Bell Atlantic, has created the Hudson County Interactive Television Network, which uses fiber optic cables to connect classrooms in local schools with classrooms at Hudson County Community College, New Jersey City University, Rutgers-Newark, New Jersey Institute of Technology, St. Peter's College, Liberty Science Center, Meadowlands Environment Center studio, Hudson County Correctional Center and the Juvenile Detention Center.

The Hudson County Schools of Technology operates out of two primary facilities, the Earl W. Byrd Center in Jersey City and the North Hudson Center in North Bergen. The current enrollment is over 3,800 students.

The North Bergen campus houses the full-time comprehensive "High Tech High School," a two time "Star School" recipient recognized by the State Department of Education for its innovative programs. Jersey City also houses the full time "County Prep High School." County Prep is located in a state of the art facility featuring a brand new medical science wing.

Beyond secondary education, the district has much to offer the post secondary community. The adult school is one of the largest in the state and boasts three locations in North Bergen, Jersey City and Harrison. Post secondary students may also opt to enter the "Hudson Technical" program featuring an expansive variety of technological and vocational course offerings.

The district has two "alternative education" programs for high school students, "KAS Prep" and the "Career Academy" located at North Bergen and Jersey City, respectively. Both programs offer students exciting alternatives and feature adjusted afternoon schedules.

A satellite site in Secaucus High School is home to several shared time vocational classes; expansion is presently under consideration.

One of the more recent initiatives is the "Explore 2000 Liberty Science Center Middle School." This exciting partnership with the Liberty Science Center allows students to attend classes in part of the Science Center giving them access to varied exhibits and programs the center has to offer.

Apart from the in-house educational programs, the district administers the educational programs for both the Hudson County Juvenile Detention Center and the Hudson County Correctional Center.

They also administer programs for the Career Development Center and the Workforce Investment Board. Both are jointly located in the Career Development Center in Union City. The district works in partnership with both entities to insure that grant opportunities are disseminated proportionally throughout the County.

Hudson County Community College (HCCC) is a comprehensive urban community college with over 4,400 students. Hudson County Community College has made substantial capital and curriculum improvements over the past few years. The College has established a new central campus in Journal Square as well as a satellite campus in West New York. These measures are in response to an anticipated student population growth rate of 5 percent compounded over the next 10 years. By 2008 a student population of well over 7,000 is anticipated. In addition, continuing education growth is expected to keep pace, increasing to 10,000 in the next 10 years. The College currently owns four buildings with over 110,100 square feet of space and proposes to acquire additional space in the next few years. While a number of expansion concepts have been conceptually considered, plans were recently developed for HCCC to join in a redevelopment effort in Journal Square which will include 300,000 square feet of new classroom space, a culinary arts center and possibly a new school bookstore.

Hudson County is also home to the Meadowlands Environment Center, which has been a catalyst for education and stewardship between the public and the environment since 1983. It has 11,000 students and 50,000 visitors participating in educational opportunities annually. Available resources and programs include:

- Interactive television (ITV) for the professional development of teachers;
- An interactive learning center, which focuses on the *Past, Present and Future* of the Hackensack Meadowlands;
- Professional development workshops for educators;
- Self-guided wetlands field trips for teachers; and
- Eagle Scout project to meet badge requirements.

The Meadowlands Environment Center offers a wide variety of school programs for children in kindergarten through grade 12. Programs like Amazing Arthropods, Ecology of the Estuary, Marsh Explorers, Migration Journeys, Natural Reflections and Wetlands Delineation enforce skills such as teamwork, inquiry, evaluation, research and analyzation.

# Public Safety

Public safety services include those services, programs and facilities designed to protect the public welfare. This generally includes emergency services and police protection, which are coordinated through the Hudson County Sheriff's Department.

## **Emergency Services**

Emergency services in Hudson County are provided by the police departments, fire departments, first aid squads and public works departments of individual municipalities. However, providing the equipment and staff necessary to operate each of these units to provide full coverage at the municipal level is costly. In order to reduce the costs and provide more efficient service, the North Hudson communities of Guttenberg, North Bergen, Union City, Weehawken and West New York have signed an Emergency Mitigation Mutual Aid Agreement (EMMAA) which established the North Hudson Fire and Regional Rescue and provides mutual aid response to emergency situations. The EMMAA is one of the most comprehensive and effective examples of interlocal municipal cooperation in New Jersey.

# Table VII-3Crime Statistics, 1989 and 1998Hudson County and New Jersey

		Hudson	n County		New Jersey			
	1989	1998	Number	Percent	1989	1998	Number	Percent
Number of Offenses	41,524	35,507	-6,017	-14.5	407,197	296,638	-110,559	-27.0
Crime rate per 1,000 <i>Violent Crime</i>	76.8	64.5	-12.3	-16.0	52.7	37.1	-15.6	-29.0
Murder	55	26	-29	-53.0	394	268	-126	-32.0
Rape	141	31	-110	-78.0	2,449	773	-1,676	-68.0
Robbery	2,994	813	-2,181	-73.0	21,112	4,764	-16,348	-77.0
Aggravated Assault Non-Violent Crime	2,477	1,430	-1,047	-43.0	23,095	12,281	-10,814	-47.0
Burglary	8,112	605	-7,507	-93.0	75,462	8,331	-67,131	-89.0
Larceny/Theft	18,140	2,666	-15,474	-85.0	213,646	35,538	-178,108	-83.0
Motor Vehicle Theft	9,605	59	-9,546	-99.0	71,039	1,603	-69,436	-98.0
Domestic Violence	3,556	1,784	-1,772	-50.0	51,785	17,820	-33,965	-66.0

The Hudson County Sheriff's Department operates an emergency service dispatch system called E911 which is available to all Hudson County municipalities except Jersey City, Bayonne and Secaucus, which have their own systems. E911 medical calls go to Jersey City Medical Center and Palisades General, while all others go to the municipality. The E911 system has been successful, although there are still three municipalities not involved. The County's goal is to get all municipalities on the system. The Office of Emergency Management, which is under the County Administrator, coordinates all disasters within the County.

## Police Services

Public safety services at the County level are provided in the County Sheriff's Department. The Sheriff's Department is responsible for enforcing traffic laws in two County parks (Braddock and Lincoln), providing security in the court room, serving warrants, and transporting prisoners. Further, the Sheriff is responsible for E911 excluding Jersey City, Bayonne and Secaucus; however, in those communities the Sheriff serves as back-up. The Department of Corrections is in charge of the Hudson County Correctional Center in Kearny and the Juvenile Detention Center in Secaucus.

## Crime Rate

One of the most significant issues affecting the quality of life in urban counties such as Hudson is crime. Hudson County has seen a significant decrease in the crime rate and a significant increase in public safety costs. On the positive side, the crime rate in Hudson County has declined by 16 percent over the past ten years, as shown in Table VII-3. The crime rate declined from 76.8 offenses per 1,000 people in 1989 to 64.5 offenses per 1,000 in 1998. The total number of offenses declined by 6,017 between 1989 and 1998, a 14.5 percent decline. Hudson County's crime rate, however, is still higher than that of New Jersey, which measured 37.1 offenses per 1,000 in 1998.

There is an inverse relationship between the crime rate and the cost of public safety. Along with the crime

# Table VII-4Public Safety Costs, 1990 and 1999Hudson County

Department Name	Budget Amount	•	1999 Budget Amount	Percent of Budget	Percent of Change
Judiciary	\$16,022,501	6.8	\$1,216,107	0.4	-92
Prosecutor's Office	\$10,013,299	4.3	\$14,048,175	4.7	+40
Sheriff's Office	\$5,277,667	2.2	\$11,786,207	3.9	+123
Corrections/Public Safety Lease of Correctional	\$21,448,451	9.1	\$39,784,304	13.3	+85
Facility	\$0	NA	\$10,910,145	3.7	NA
Total Public Safety Costs	\$52,761,918	22.5	\$77,744,938	26.0	+47
Total County Budget	\$234,913,195		\$298,868,727		+27

rate decline, Hudson County has seen a steady increase in public safety costs. As shown in Table VII-4, public safety and crime-fighting costs have increased by 68 percent over the past five years. The total public safety costs account for over 26 percent of the County's operating budget in 1999, compared to 22 percent in 1990. The majority of the cost increase is attributable to the cost of housing an increasing number of inmates and the construction of the Hudson County Correctional Center, which was completed in 1990.

#### Juvenile Offenders

A significant problem of the 80's and 90's in Hudson County, as well as the State and nation, has been juvenile crime. As shown in Table VII-5, there were over 6,200 juvenile arrests made in 1992. According to 1998 data, there were only 4,976 juvenile arrests made in 1998, a drop of 1,286 (-21 percent) since 1992.

An even more positive aspect to the decline in juvenile crime is that there were significant reductions in violent crimes. A compilation of the following crimes: murder, rape, robbery, aggravated assault, burglary and simple assault reveals that there were 1,900 such arrests in 1992 and only 993 in 1998, a decrease of 48 percent. It is also worthwhile to note that there were a significantly higher number of arrests for loitering in 1998 (1,098) than in 1992 (106). In fact, loitering represented 22 percent of all juvenile arrests in 1998, by far the largest single category.

The efforts of local law enforcement agencies to place greater emphasis on juvenile crime and crime prevention through education and other social programs has clearly begun to pay off. The present state of the economy, a robust one, is also an important factor. Continued diligent attention, however, to continued success is critical.

One of the major problems with juvenile offenders is providing appropriate facilities to house juvenile offenders and providing programs geared towards the needs of juveniles. In recognition of this problem, the County built a \$16 million Juvenile Detention Center in Secaucus that has a capacity of 79 people. The facility has about 100 people on staff including teachers and medical staff.

# Table VII-5Total Arrests Under Age 18, 1992 and 1998Hudson County

	19	992	199	98
	Number	Percent	Number	
Murder	8	0.1	2	0.0
Rape	6	0.1	11	0.2
Robbery	547	8.7	250	5.0
Aggravated Assault	432	6.9	236	4.7
Burglary	264	4.2	10	2.2
Larceny - Theft	813	12.9	460	9.2
Motor Vehicle Theft	71	1.1	23	0.4
Simple Assault	643	10.2	387	7.7
Arson	5	0.0	19	0.3
Forgery	11	0.1	4	0.0
Fraud	13	0.2	13	0.2
Stolen Property	433	6.9	111	2.2
Criminal/Malicious Mischief	534	8.5	221	4.0
Weapons	182	2.9	110	2.2
Sex Offenses	29	0.4	9	0.1
Drug Abuse	631	10.0	738	15.0
DUI	11	0.1	8	0.1
Liquor Laws	144	2.3	108	2.2
Disorderly Conduct	453	7.2	292	5.9
All Other Offenses	653	10.0	552	11.1
Curfew/Loitering	106	1.6	1,098	22.0
Runaways	273	4.3	187	3.7
Total	6,262		4,976	
Source: New Jersey Division of	of State Police	e, Uniform Cl	rime Report,	1998





## **Facilities**

The Hudson County Correctional Center is located in Kearny and was built for 1200 inmates, and currently has 2,057 inmates. The State was leasing the Kearny modular facility as well as the jail annex in Secaucus to reduce overcrowing. The Secaucus location is slated to be closed and the State is evaluating its options in respect to the Kearny facility. In addition, part of the overcrowding problem in County jails is caused by the prolonged housing of offenders waiting to go to court. With the addition of new judges to the court system the overcrowding problem should be reduced.

# **Implementation Plan**

# Administration

Hudson County contains twelve municipalities, six of which are less than 1.5 square miles in size. The relatively small geographic size and compact development pattern of many of the County's municipalities results in administrative inefficiencies, since most municipalities operate their own police department, fire department and school system. Many municipalities cannot afford to maintain existing facilities and make needed technological improvements to keep services up to date. In many cases, regionalized services are more cost efficient and provide a better product.

# Action Strategy

- 1. Seek to enter or coordinate intermunicipal agreements with the municipalities for better efficiency and use of resources.
- 2. Assist municipalities in providing computer infrastructure (e.g. indexing of books through local library systems) for better efficiency and use of resources.
- 3. Provide more computer training of personnel to improve efficiency.
- 4. Purchase more efficient budget software where everyone could access the budget at any given time.

- Establish a system of accessing bank accounts by computers to allow automatic cutoff and direct wire transfers.
- 6. Consider refunding bonds exchanging higher interest bonds with lower ones.
- 7. Establish a central warehouse for purchasing materials and supplies.
- 8. Prioritize capital improvement funds and provide technical assistance for multi-jurisdictional improvement projects.

# Parks and Open Space

Hudson County contains 3,382 acres of parks and open space, including 1,272 acres for active recreation and 2,156 acres for passive recreation. According to the 1994 - 1999 New Jersey Open Space and Outdoor Recreation Plan, Hudson County needs a total of 2,548 acres of county and municipal parkland. Thus, Hudson County has a deficit of 524 acres of municipal parkland and 1,172 acres of County parkland. While the parkland deficit is offset by the fact that the State owns over 2,258 acres of parks and open space in Hudson County, additional park and open space areas are needed to make Hudson County an attractive place to live and work. In addition, existing parks must be maintained and upgraded because of their relatively high level of use and to provide for the changing recreational demands of the County.

# Action strategy

- Create more parks and open space through the creation of vest-pocket neighborhood parks on properties acquired through tax foreclosure; requiring parks, plazas and open space as new development occurs; and direct acquisition of key parcels for parks, particularly along the proposed waterfront walkways.
- 2. Make the acquisition and construction of the "missing links" of the Hudson River Waterfront Walkway a priority.
- 3. Create pedestrian access linkages to the waterfront.
- 4. Seek various funding mechanisms to provide additional recreational facilities.
- 5. Lobby the State to provide additional recreational facilities at Liberty State Park.
- 6. Utilize undeveloped land in Lincoln Park for a youth center and coordinated with the summer camp program.

## Education

Hudson County has five post-secondary schools, including Hudson County Schools of Technology, Hudson County Community College, New Jersey City University, St. Peter's College and Stevens Institute of Technology. The County has been very progressive in terms of providing technological improvements to broaden academic possibilities and share resources among the different schools. Hudson County, working with the Hudson County Schools of Technology and Bell Atlantic, has created the Hudson County Interactive Television Network which uses fiber optic cables to connect classrooms in local schools with classrooms at Hudson County Community College, New Jersey City University, Rutgers-Newark, New Jersey Institute of Technology, St. Peter's College, Liberty Science Center, Hudson County Correctional Center, New Jersey Meadowlands Commission (NJMC) and the Juvenile Detention Center. Hudson County Community College (HCCC) is a comprehensive urban community college that has made substantial capital and curriculum improvements over the past few years.

## Action Strategy

- Support programs to improve education such as specialized schools, regional schools, mentoring, site-based management and total quality management in schools.
- Encourage coordination among school districts to cut costs by collaborating on items such as transportation, purchasing and special needs schooling.
- Continue to integrate telecommunications technology into the K-12 educational system to improve educational services and provide telecommunications training to students.
- Build on the network of universities, the Hudson County Schools of Technology and Hudson County Community College to provide greater resources for continuous learning by adult workers.
- 5. Continue to expand the county wide distance learning network.

# Emergency Services

Emergency services in Hudson County are provided by the police departments, fire departments, first aid squads and public works departments of individual municipalities. However, providing the equipment and staff necessary to operate each of these units to provide full coverage at the municipal level is costly. In order to reduce the costs and establish more efficient service, the North Hudson communities of Guttenburg, North Bergen, Union City, Weehawken and West New York have established North Hudson Fire and Regional Rescue which provides mutual aid response to emergency situations. The County operates an emergency service dispatch system called E911 which is available to all Hudson County municipalities except Jersey City, Bayonne and Secaucus, which have their own systems. E911 medical calls go to Jersey City Medical Center and Palisades General, while all others go to the municipality. The E911 system has been successful, although there are still three municipalities not involved. The Office of Emergency Management, which is under the County Administrator, coordinates all disasters within the County.

#### Action Strategy

- 1. Encourage municipalities to enter into mutual aid agreements to help reduce costs and provide greater coverage.
- 2. Encourage all municipalities to utilize the E911 system.

# Public Safety

Public safety services at the County level are coordinated through the County Sheriff's Department. The Sheriff's Department is responsible for enforcing traffic laws in two County parks (Braddock and Lincoln), providing security in the court room, serving warrants, and transporting prisoners. Further, the Sheriff is responsible for E911 excluding Jersey City, Bayonne and Secaucus; however, in those communities the Sheriff serves as back up. The Department of Corrections is in charge of the Hudson County Correctional Center in Kearny and the Juvenile Detention Center in Secaucus. Hudson County has seen a significant decrease in the crime rate and a significant increase in the public safety costs. Public safety and crime-fighting costs have increased by 68 percent over the past five years. The total cost of public safety accounts for 26 percent of the County's operating budget in 1999, compared to 22 percent in 1990. The majority of the cost increase is attributable to the cost of housing an increasing number of inmates and the construction of the Hudson County Correctional Center, which was completed in 1990.

#### Action Strategy

- Assist Jersey City in establishing regional police services which are generally beyond the capacity of many municipal police departments, such as a marine unit, K-9 unit, SWAT unit and bomb specialists.
- 2. Continue the efforts of privatization of as many services as possible to the County jail.

- 3. Continue to pursue a fair share from the State that will cover the County's cost of housing State prisoners.
- 4. Optimize the County's investment in correctional facilities.

# Utility Services Plan

# Introduction

The New Jersey State Development and Redevelopment Plan makes public and private investment and reinvestment in an Urban Complex a principal priority of State, regional and local programs. In terms of utility planning, the State Plan "supports sanitary sewer system installations that encourage the location of future growth in Centers and the Metropolitan Area in ways that achieve water quality goals, including separating wastewater and stormwater systems where feasible." The State Plan also promotes "multijurisdictional planning, designing and siting of waste management disposal facilities and of recyclable materials collection and processing systems."

The purpose of a Utility Service Plan is to analyze the need for and show the future locations of water supply and distribution facilities, drainage and flood control facilities, sewerage and waste treatment, solid waste disposal, recycling, stormwater management and other related facilities. The Utility Service Plan analyzes these items in light of anticipated population and land use demands, with policy recommendations made to improve existing problems and minimize future concerns.

# **Planning Basis**

The Utility Services Plan is based on several utility planning efforts which have been adopted over the past several years, most notably the following:

- Hudson County Utilities Authority Wastewater Management Plan
- Hudson County Solid Waste Management
   Plan
- Capital budgets and plans of the individual utility authorities in Hudson County
- Municipal master plans

# **Inventory and Analysis**

# Sanitary Sewers

Hudson County is almost entirely serviced by public sewers. Areas which are not presently served have the opportunity to obtain sewer line extensions to provide sewer service. There are two different planning jurisdictions for sewer service in Hudson County, including the Passaic Valley Sewerage Commission (PVSC) and Hudson County. As shown in Table VIII-1, Hudson County is the planning entity for North Bergen, Guttenberg, Weehawken, West New York, Hoboken, Union City and Secaucus. These municipalities are served by three sewer operators including the North Bergen Municipal Utilities Authority, the Secaucus Municipal Utilities Authority and the North Hudson Sewerage Authority. The PVSC is both the planning entity and sewerage operator for Bayonne, East Newark, Harrison, Jersey City and Kearny.

## Hudson County Service Area

Sanitary wastewater treatment capacity is not a problem in Hudson County. There are six domestic treatment plants located in the Hudson County wastewater management planning area that operate under New Jersey Pollutant Discharge Elimination System (NJPDES) permits. All six facilities discharge to surface waters. The wastewater treatment facilities and

Table VIII-1 Sewerage Operators Hudson County	
Geographic Area	Sewerage Operator
Bayonne	Passaic Valley Sewerage Commission
East Newark	Passaic Valley Sewerage Commission
Guttenberg	North Bergen Municipal Utilities Authority
Harrison	Passaic Valley Sewerage Commission
Hoboken	North Hudson Sewerage Commission
Jersey City	Passaic Valley Sewerage Commission
Kearny	Passaic Valley Sewerage Commission
North Bergen	North Bergen Municipal Utilities Authority
Secaucus	Secaucus Municipal Utilities Authority
Union City	North Hudson Sewerage Authority
Weehawken	North Hudson Sewerage Authority
West New York	North Hudson Sewerage Authority

# Table VIII-2Wastewater Treatment FacilitiesHudson County

Treatment Facility	Location	Current Flow (mgd)	Design Capacity (mgd)
Hoboken Sewage Treatment Plant	Hoboken	10.5	22.8
Central Sewage Treatment Plant	North Bergen	6.1	18.0
Woodcliff Sewage Treatment Plant	North Bergen	2.3	2.9
West New York Sewage Treatment Plant	West New York	7.0	10.0
Passaic Valley Sewage Treatment Plant	Newark	300.0	330.0
Koelle Boulevard Sewage Treatment Plant	Secaucus	3.6	5.1
Total		329.5	388.8

the municipalities in which they are located are listed in Table VIII-2. The combined facilities have a total design capacity of 389 million gallons per day (mgd) and a current flow of only 330 mgd, thus providing 59 mgd of capacity for new development.

The Clean Water Act requires a minimum of secondary treatment to reduce pollutants from wastewater discharge. The first stage of wastewater treatment consists of the substantial mechanical removal of all solids by screening and sedimentation. Secondary wastewater treatment consists of bacteria consuming the organic portion of the wastes. This biochemical action is usually accomplished through the use of trickling filters or by the activated sludge process through aeration. The final stage of the secondary treatment process is disinfection by chlorination.

When the Federal Water Pollution Control Act was passed, none of the treatment plants in Hudson County provided the required secondary level of treatment. The Hudson County Utilities Authority (HCUA) was the lead implementation agency for improving publicly owned treatment plants in Hudson County to meet the secondary wastewater treatment requirement. The HCUA was disbanded in 1994 when the improvements to the individual treatments plants were completed.

Jurisdiction of wastewater treatment has since been given back to the individual municipalities. The local municipal utilities authorities are responsible for operating and maintaining individual treatment facilities in Hudson County. All of the treatment plants in Hudson County use trickling filters to treat wastewater. The solids removed from the North Bergen, Secaucus, West New York and Hoboken plants are sent to landfills. Hudson County, however, is the overseeing agency in charge of the updated Wastewater Management Plan. The updated plan was sent to the New Jersey Department of Environmental Protection in 2000 for final review and approval.

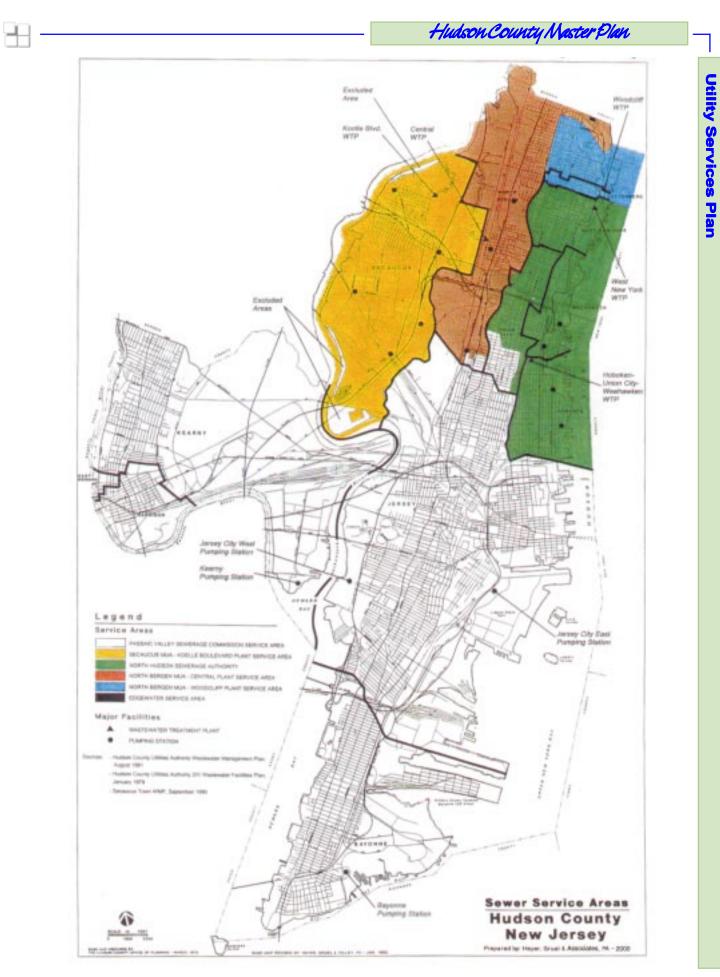
## North Hudson Sewerage Authority

The North Hudson Sewerage Authority (NHSA) provides sewer treatment service to Hoboken, Weehawken, part of Union City and West New York. The area is served by two treatment facilities, including one in Hoboken and one in West New York. The Hoboken treatment facility has a design capacity of 22.8 mgd and an average daily flow of 10.5 million gallons per day. The plant's capacity was upgraded in 1993 with the completion of a secondary treatment facility which was built around the existing plant. Future development along the Hoboken waterfront is expected to generate approximately 1 mgd in sanitary sewerage flows, which is well within the capacity of the plant.

The West New York sewerage treatment plant has a capacity of 10 mgd and a average daily flow of 7.0 million gallons per day. Future increases in flow due to the waterfront development are estimated to generate 1 mgd of sewer flows. If the additional development generates flows that exceed the capacity of the plant, then additional flows will be diverted to the Hoboken treatment plant which has a significant amount of excess capacity.

## North Bergen Municipal Utilities Authority

The North Bergen Municipal Utilities Authority (NBMUA) provides sewer treatment service to North Bergen, Guttenberg and part of Union City. The NBMUA has two sewage treatment plants, including the Central Sewage Treatment Plant located at Westside Avenue and 43rd Street and the Woodcliff Sewage Treatment Plant located on River Road. The Woodcliff plant has a design capacity of 2.9 mgd and discharges into the Hudson River. In 1992 a new secondary sewage treatment plant was built on the site of the existing Woodcliff plant, serving all of Guttenberg and the area of North Bergen lying west of Bergenline Avenue and south of North Hudson Park.



VIII-3

The Central Plant has a design capacity of 18 mgd and discharges into Cromakill Creek, a tributary to the Lower Hackensack River. North Bergen has installed additional interceptors throughout the southwestern end of the town to convey sewerage flows to the Central Treatment Plant. The new interceptors are required due to the inadequacy of the existing sewer lines. North Bergen has recently conducted an analysis of upgrading the Central Treatment Plan to Level 3 treatment as opposed to abandoning the plant and conveying flows to the Passaic Valley Sewerage Commission Treatment Facility.

#### Secaucus Municipal Utilities Authority

The Secaucus Municipal Utilities Authority (SMUA) provides sanitary sewer treatment service to the developed parts of the Town. There are individual structures which are served by holding tanks and septic systems which are periodically pumped. The SMUA operates the Koelle Boulevard Wastewater Treatment Plant which was recently expanded to provide a capacity of 5.12 mgd and provides level 3 treatment. The Koelle plant discharges effluent into Mill Creek, a tributary to the Hackensack River.

Passaic Valley Sewerage Commission Service Area The PVSC is the agency responsible for providing sewerage treatment services for all municipalities along the Passaic River south of Boonton. Hudson County municipalities within the PVSC jurisdiction include Bayonne, East Newark, Harrison, Jersey City and Kearny. All flows from this area go to a treatment plant located in Newark which provides both primary and secondary treatment to wastewater. The PVSC treatment plant has a current flow of 300 mgd and a design capacity of 330 mgd. The PVSC currently uses activated sludge to treat wastewater and the remaining solids are used for landfill cover and strip mine reclamation.

The HCUA built a pipeline under the Newark Bay in Jersey City to pump wastewater from Bayonne, Jersey City and Kearny to the Passaic Valley Sewerage Commission's treatment plant in Newark. Jersey City has converted its two treatment plants into pumping stations to send its sanitary waste to the Passaic Valley Sewerage Commission. A second pipeline has been constructed to transfer wastewater from Bayonne to the Newark Bay pipeline in Jersey City. The City of Jersey City delivers up to 50 million gallons a day of wastewater through the Newark Bay pipeline. The Bayonne pipeline carries up to 11 million gallons a day of wastewater. The Bayonne Treatment Plant is now utilized only as a pumping station. The Kearny Municipal Utilities Authority has constructed a pipeline from the Kearny Treatment Plant to the Newark Bay pipeline in Jersey City. This pipeline has a capacity of 17 million daily gallons and transfers approximately 2.8 million gallons of wastewater a day. The Kearny Treatment Plant is now being used as a pumping station.

## Combined Sewer Overflow

Combined sewer overflow (CSO) from combined stormwater and sanitary sewer lines is a major problem for most municipalities in Hudson County. At present, mechanical regulators are used to control the amount of combined sewer wastewater that can safely enter a treatment plant. Sewer overflows are discharged into the nearest waterway once 160 percent of the average daily dry weather flow has been achieved. These overflows, however, are highly polluted because they contain diluted domestic and industrial wastewater in addition to pollution loads that have collected on street surfaces and throughout the sewer system. Hudson County contains approximately 100 outfalls which drain directly into the Hudson and Hackensack rivers.

The Sewage Infrastructure Improvement Act (SIIA), which became effective on August 3, 1988, requires any public agency operating a combined stormwater and sanitary sewer system to provide abatement measures at any combined sewer overflow point. The Act specifically requires the removal of solids over half an inch in size and all floatables.

Hudson County received a \$1.9 million grant from the State to prepare plans to improve the outfalls in Bayonne, Hoboken, Weehawken, West New York, Guttenberg and North Bergen. Jersey City and Harrison received separate grants. These grants were made available through the Sewage Infrastructure Improvement Act (SIIA) which provided 90 percent grants for the planning and design phase of handling the combined sewer outfall problem.

Table VIII-3 details the plans proposed under the grants. It should be noted that while Kearny, Union City, East Newark and Secaucus do not have any combined sewer outfalls they connect into other municipal systems that have a combined sewer outfall problem. The preferred alternative in each of the plans is to use a combination of in-line netting chambers, end of pipe netting, trashtraps and rerouting of existing sewer pipes to handle the CSO problem. This alternative minimizes the amount of site disturbance required to implement solids/floatables control and



# Table VIII-3Combined Sewer OutfallsHudson County

Geographic Area		Estimated Construction Cost Preferred Alternative (million) \$	Estimated Construction Cost Second Alternative (million) \$
Hoboken	8	3.6	11.0
Weehawken	3	3.9	7.9
West New York	2	2.4	8.4
Guttenberg	1	0.3	1.7
North Bergen	11	2.8	8.7
Bayonne	17	6.3	19.6
Jersey City	26	15.0	50.0
Harrison	7	1.4	8.2
Total	75	35.7	115.5

is significantly less expensive than the second alternative, which requires the construction of mechanical bar screens.

Netting is a new technology which has not been utilized in the form of inline chambers and has not been installed or operated as a solids/floatables collection system. Each trashtrap, end of pipe netting facility and inline netting chamber is estimated to require 3 to 6 months to construct while the mechanical bar screen may require 15 to 18 months.

The estimated cost of constructing the mandated improvements is significant: a total of \$35.7 million for the preferred alternative and \$115.5 million for the second alternative. There is, however, no grant money available for construction. The only money available for these projects at this time are loans through the State's Wastewater Trust Fund.

# Stormwater

The New York Harbor is one of the top priority areas for compliance with the Clean Water Act according to the New Jersey Department of Environmental Protection (DEP). The Clean Water Act requires states to set up a permitting program for stormwater discharges in municipalities with over 100,000 in population.

The DEP is concentrating on ways to improve water quality in the State's stormwater systems. In urban areas, these efforts include improvements to combined sewer outfalls (CSOs) and source prevention programs. The DEP is providing loans for source prevention programs such as the replacement of inadequate storm grates, improved street cleaning practices, rehabilitation of older sewer systems, construction of flood gates and providing additional trash cans.

# Water Service

A comprehensive water distribution network serves the developed areas of Hudson County. This distribution network has the capability of being extended to provide water service to undeveloped areas. The majority of Hudson County has extra water distribution capacity. The maximum capacity of a water system is determined by many factors including State mandated minimum and maximum diversions, the capacity of treatment plants and aqueducts and contractual obligations.

Hudson County receives all of its water supply from sources outside the County. Table VIII-4 describes the four water suppliers who have the responsibility of providing water supply and service in Hudson County. To secure reliable water distribution, the water suppliers maintain numerous interconnections that allow for water transfers in times of an emergency. The water suppliers that serve Hudson County do not have any immediate plans to add any additional water supply sources to their systems since they all possess an adequate water supply.

## United Water Company

#### (Guttenberg, Hoboken, North Bergen, Secaucus, Union City, Weehawken, West New York)

The United Water Company, formerly the Hackensack Water Company, serves 60 communities in New Jersey, most in Bergen and Hudson counties. The primary source of water for the United Water Company is the Hackensack River Basin above the dam in Oradell where water is collected in four reservoirs: Oradell, Lake Tappan, De Forest and Woodcliff. They have a combined storage capacity of 13.9 billion gallons and an average daily use of 95.2 mgd. The Company is also entitled to 40 million gallons a day from its participation in the Wanaque South Project with

# Table VIII-4Water Service and SupplyHudson County

Supplier	Hudson County Municipalities	Reservoir Storage Capacity (billion gallons)	Average Daily Use (mgd)	Total Treatment Capacity (mgd)
North Jersey District Water Supply Commision	Bayonne, East Newark & Kearny	36.6	129.6	210.0
United Water Company	Guttenberg, Hoboken, North Bergen, Secaucus, Union City, Weehawken & West New York	13.9	95.2	200.0
Passaic Valley Water Commision	Harrison	3.1	55.0	145.0
United Water Company Total	Jersey City	11.4 65.3	38.0 326.5	120.0 675.0

the North Jersey District Water Supply Commission. This combined storage and pumping project increased the sustainable water yield of the Wanaque Reservoir System.

Water is currently treated at the New Milford Filtration Plant using conventional methods, such as direct filtration, while ozone is the primary disinfectant used at the Haworth Water Treatment Plant. Finished water that is stored at the 69 million gallon Weehawken Reservoir is further treated with small amounts of chlorine before it enters the distribution system. Water is then sold directly to individual customers. In recent years the Company has extended a 24 inch water main in Weehawken and West New York to meet future development needs and has made numerous other extensions. The Company recently expanded its Haworth Water Treatment Plant to become the sole facility that will treat water before its distribution. This plant has a capacity to treat 200 million gallons a day.

## United Water Company

## (Jersey City)

The City of Jersey City's public water supply is under contract with United Water Company. The City owns a 121 square mile watershed in northern Morris County consisting of the Split Rock Reservoir in Rockaway and the Boonton Reservoir in Boonton and Parsippany-Troy Hills. The City also provides water to municipal customers including Hoboken, Lyndhurst and West Caldwell.

Jersey City's reservoirs have a combined storage capacity of 11.4 billion gallons as shown in Table VI-1. Water is treated at the City's Water Treatment Facility in Parsippany-Troy Hills and transmitted through twin 72 inch pipelines to the City. The Water Treatment Facility has a maximum capacity of 80 million gallons per day, which is sufficient to meet the City's average water use of 38 million gallons per day. There is also a 5 million gallon water storage tank at the former Reservoir #2 site on Summit Avenue to serve the Downtown area.

## Passaic Valley Water Commission

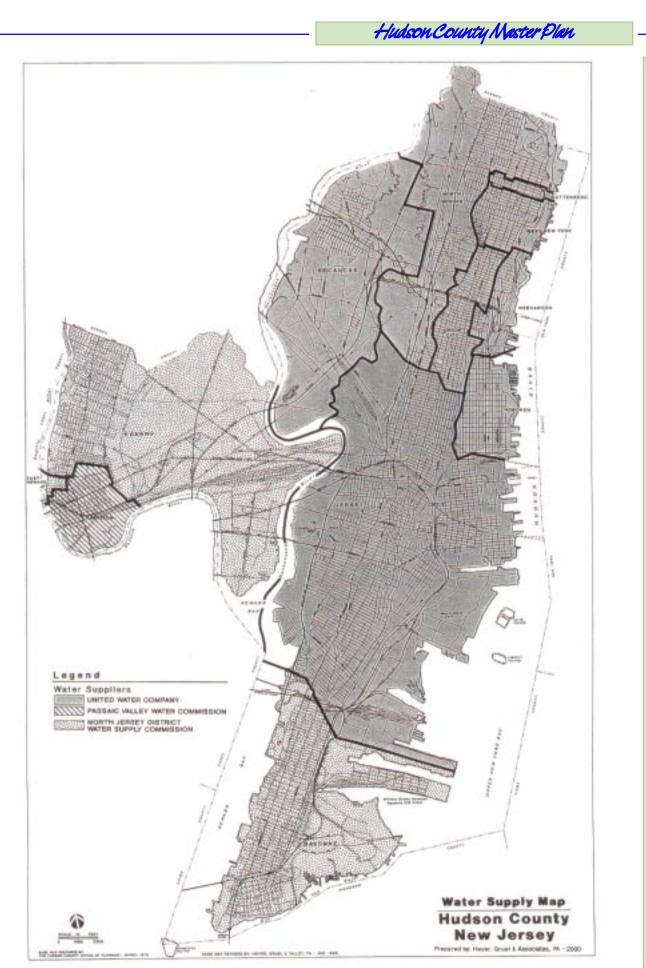
The Passaic Valley Water Commission is owned by the cities of Clifton, Passaic and Paterson. The Commission's water supply is comprised of the 2.9 billion gallon Point View Reservoir, the 178.5 million gallon Great Notch Reservoir, the 56 million gallon New Street Reservoir and the 20 million gallon Grand Street Reservoir. This supply is supplemented by the Passaic River and the Wanaque Reservoir which is operated and managed by the North Jersey District Water Supply Commission.

The Commission's only treatment facility, the Little Falls Filtration Plant located in Totowa, has recently undergone extensive rehabilitation and reconstruction. It presently has a capacity to treat 145 million gallons of water a day by flocculation (chemical treatment), sedimentation and filtration. Treated water is further distributed and sold in bulk to many municipalities in the region, including the Town of Harrison.

# Solid Waste

The Solid Waste Management Act designates every county in the State and the New Jersey Meadowlands Commission, as a Solid Waste Management District. Under this statute, each individual district is required to devise a solid waste management plan.

The Hudson County Improvement Authority (HCIA) was created in 1974 as the agency responsible for managing the solid waste disposal needs of Hudson County. It was charged with the task of formulating and implementing plans which were consistent with



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**Utility Services Plan** 

the Solid Waste Management Act. Hudson County's original Solid Waste Management Plan called for the construction of a resource recovery facility, waste distribution centers, recycling facilities and an ash landfill to handle the County's solid waste flow. The County issued bonds through its bonding authority to implement the plan. This bonding, however, has resulted in a "stranded investment" since the facilities were never constructed and there is no asset producing revenue to pay off the bonds.

Until December, 1997 Hudson County disposed of approximately 1,500 tons of solid waster per day at either the NJMC 1-E Landfill or out of State landfills. This arrangement was pursuant to a Settlement Agreement and an Interdistrict Agreement between the NJMC and the HCIA.

In accordance with the decision of the Third Circuit Court of Appeals in the Atlantic Coast II case, the HCIA issued bids for Hudson County's solid waste disposal needs. Currently Hudson County's solid waste flow remains at approximately 1,500 tons per day with Municipal Type 10 waste being disposed of at out-of state landfills, Commercial Type 10 waste being disposed of at the Union County Resource Recovery Facility and all Type 13 waste being disposed of at the NJMC 1-E Landfill North.

# Recycling

During the 1970's and 1980's, the State of New Jersey experienced a solid waste disposal crisis caused in large part by rapidly increasing disposal costs and growing opposition to expanding or creating new landfills. In response, the State adopted the Solid Waste Management Act which included a mandatory recycling law. It requires all municipalities and solid waste planning districts in the State to plan for the recycling of reusable solid waste such as glass, metals, and paper products. The law requires residential and commercial uses that generate solid waste to separate recyclable materials from the municipal solid waste stream at its source, homes and businesses. Over the years, the municipalities and county have added additional materials to the list of recyclable materials. These include motor oil and antifreeze, yard waste, magazines, telephone books and even Christmas trees.

Hudson County's recycling rate has soared to 62% in 1997 from 8% in the 1980's. This placed Hudson County in the upper third of New Jersey's counties, while being the most densely populated county in the state.

Hudson County's original Solid Waste Management Plan called for the construction of a large, central recycling facility. Although this facility was never built, an effective recycling system has been created through the combined efforts of the County, municipalities, and private haulers/ operators. The HCIA coordinates County-wide recycling efforts, providing technical assistance to municipalities, and ensures that State mandated recycling targets are met.

Hudson County municipalities are responsible for developing the local programs necessary to carry out the County Recycling Plan. They collect recyclable materials, sort them, and deliver them to users for processing. Private solid-waste haulers/operators are contracted by municipalities to cart recyclable materials and distribute them to processors.

The following is a summary of the recyclable materials collected by each municipality in Hudson County.

#### <u>Bayonne</u>

Bayonne recycles used motor oil, motor oil filters, antifreeze, newspaper, mixed paper, glass, metals, scrap metals, plastic, leaves, Christmas trees, and auto tires. The City has also established a recycling dropoff center for residents.

#### East Newark

East Newark recycles used motor oil, motor oil filters, anti-freeze, newspaper, magazines, white goods, glass, metals, plastic, and leaves.

#### <u>Guttenberg</u>

Guttenberg recycles used motor oil, motor oil filters, anti-freeze, newspaper, mixed paper, corrugated cardboard, glass, metals, plastic, white goods, leaves, and wood.

#### Harrison

Harrison recycles newspaper, mixed paper, glass, metals, plastic, white goods, leaves, Christmas trees and motor oils.

#### <u>Hoboken</u>

Hoboken recycles used motor oil, motor oil filters, anti-freeze, newspaper, mixed paper, corrugated cardboard, glass, metals, plastic, metal appliances and furniture, garden and yard waste, and batteries.

#### Jersey City

Jersey City recycles used motor oil, motor oil filters, anti-freeze, newspaper, mixed paper, corrugated cardboard, glass, metals, plastic, scrap metal, leaves, Christmas trees, auto tires, and paint. The City has

also established a recycling drop-off center for residents.

## <u>Kearny</u>

Kearny recycles used motor oil, motor oil filters, antifreeze, newspaper, mixed paper, glass, metals, plastic, and white goods. It also schedules several "Cleanout Days" each year.

## North Bergen

North Bergen recycles newspaper, mixed paper, corrugated cardboard, glass, metals, plastic, white goods, leaves, and bulk items.

## Secaucus

Secaucus recycles used motor oil, newspaper, commercial waste paper, junk mail/magazines/ mixed paper, corrugated cardboard, glass, metals, plastic, white goods, and leaves.

## Union City

Union City recycles newspaper, mixed paper, glass, metals, plastic, scrap metal, white goods, leaves, Christmas trees, motor oil, used oil, filters and antifreeze.

## <u>Weehawken</u>

Weehawken recycles used motor oil, motor oil filters, anti-freeze, newspaper, mixed paper, corrugated cardboard, glass, metals, plastic, leaves, and Christmas trees.

## West New York

West New York recycles used motor oil, motor oil filters, anti-freeze, newspaper, corrugated cardboard, glass, metals, and plastic. The municipality has also established a recycling drop-off center for residents.

# **Implementation Plan**

# Sanitary Sewers

Much has been done in recent years to upgrade the level of treatment at Hudson County's sewer treatment plants. Almost \$275 million has been spent in Hudson County to bring the sewer treatment plants up to acceptable treatment levels and to construct additional pumping stations and force mains. The existing system, however, requires extensive maintenance and there is an ongoing problem with combined sewer overflow (CSO). Hudson County must remove all solids over half an inch in size and all floatables from the combined systems. The County received a \$1.9 million grant from the State to prepare plans to improve the outfalls in Bayonne, Hoboken, Weehawken, West New York, Guttenberg and North Bergen to remove floatables before discharge in compliance with State regulations. These plans have been prepared, but funding to construct the improvements is not available.

## Action Strategy

- 1. Pursue State funding for construction of the CSO improvements.
- 2. Coordinate with municipalities in the Passaic Valley Sewerage Commission service areas to prepare and implement plans to address the CSO problem.
- 3. Pursue grants for preparation of wastewater planning documents through funding sources such as the Wastewater Trust Fund.
- 4. Prepare an updated Wastewater Management Plan for Hudson County to be eligible for Federal and State money for improvement projects.

# Water Supply

Hudson County's water supply is provided from four different sources including the Passaic Valley Water Commission, United Water Company, and North Jersey District Water Supply Commission. The three sources receive their water supply from watersheds located outside of the County including the Oradell, Lake Tappan, De Forest, Woodcliff, Boonton, Split Rock, Wanaque, Monksville, Point View, Great Notch, New Street and Grand Street reservoirs. Since the County is concerned with the protection of its potable water supply, it has a vested interest in the protection of these resources.

## Action Strategy

- 1. Support the adoption of State standards to protect watershed property from development to ensure protection of water supplies.
- Encourage the suburban and rural municipalities in which undeveloped watershed property is located to purchase the development rights of watershed lands for open space purposes since undeveloped watershed property functions as "free" parkland for those municipalities.

# Stormwater Management

Stormwater management is a problem in Hudson County, particularly with discharges to the Hudson River.

## Action Strategy

- 1. Areas that have been identified as having severe drainage problems should be addressed as priority items in municipal and County Capital Improvement Plans.
- 2. Encourage the use of Best Management Practices to reduce toxic discharge at stormwater outfalls.
- 3. Where new development occurs, stormwater systems should be separated from wastewater systems, when feasible.

# Solid Waste

Hudson County is one of 22 solid waste planning districts in New Jersey created pursuant to the Solid Waste Management Act. The Hudson County Improvement Authority was created in 1974 as the agency to plan, acquire, construct, maintain and operate solid waste and recycling facilities. In response, the HCIA issued bonds through its bonding authority to address its solid waste obligation. This bonding, however, has resulted in a "stranded investment" since there is no asset producing revenue to pay off the bonds. Solid waste generated within Hudson County is either disposed of at the NJMC 1-E Landfill North or transferred for disposal at out of State landfills.

Action Strategy

- 1. Explore regional agreements to produce disposal facilities and a comprehensive solid waste plan.
- Encourage the State through legislation to pay off the County solid waste debt or establish a policy that generators of solid waste would be required to pay a surcharge to address the County solid waste debt.

# Social Services Plan

# **Overall Policy Statement**

In a dense, heavily populated and highly urbanized area such as Hudson County, social services are a vital government service. Issues such as crime, drug abuse, HIV and alcoholism are typically magnified where population density is high and economic opportunities are low. Although economic conditions have been steadily getting better in recent years and improvements are occurring, there still exists a significant number of families and individuals in need of social services. In fact, in some cases economic vitality can make some aspects of life even more difficult, especially for the poor. This is particularly true in terms of housing. As economic growth occurs, property taxes, rents, etc. increase, often at a faster pace than income growth. Those with limited or fixed incomes are often left out in the cold ... literally. Economic good times can also lead to a lowered social tolerance for those less fortunate. It is the role of the County to ensure that the needs of all of its residents are met, fairly, promptly and affordably. Hudson County has been, and will continue to be, committed to this purpose.

# Introduction

Planning at its best takes into account the social implications of land use and economic development decisions because understanding social diversity and responding to social changes are keys to effective physical planning. A social perspective focuses primarily on the diversity of needs within a community and is concerned particularly with the equity or distributional implications of planning. The purpose of a social services plan is to reduce impacts that place particular groups at a disadvantage and to achieve greater equality among social groups.

Because they are concerned with equity, social plans focus on two overlapping groups: those who are dependent on others (children and poor, unemployed, handicapped, or elderly members of the community) and those who have been systematically discriminated against by social and political systems (minorities, women, elderly and handicapped people). Although many individuals in these groups are not, in fact, dependent and would reject the idea that they are disadvantaged, social and economic forces, ranging from deliberate discrimination to the normal operation of the business cycle, can place them particularly at risk. In recognition of the potential for risk, social policy is developed to provide assistance when it is needed.

Hudson County faces many significant social issues, including poverty, homelessness, special needs populations, alcoholism and drug abuse, AIDs, and juvenile crime. When available, 2000 Census information is presented in the following analysis, otherwise 1990 Census information is used. Some of the more significant statistics are as follows:

- 10 percent of the County's households rely on public assistance income and almost 13 percent of the population have incomes below the poverty level
- One out of every four children in the County live in poverty
- 19 percent of the County's population is at risk of becoming homeless
- 11 percent of the County's population is elderly (over the age of 65) and over 5 percent of the population is the frail elderly (age 75 and over), many of whom are poor and require special services to meet their daily needs, according to the 2000 Census
- 12 percent of the population has a mobility or self-care limitation requiring special services
- Between 30,000 and 33,000 people have potential "serious" substance abuse problems
- Hudson County has the third highest rate of AIDs infected persons in the County

# **Planning Basis**

Social service plans are not a traditional part of the comprehensive Master Plan, but are necessary components in developed urban areas such as Hudson County. They are particularly relevant at the County level since many of the social services programs are regional programs administered or monitored by the County.

This plan represents a culmination of the planning efforts of the various social service agencies in the County including the following:

- Hudson County Comprehensive Human Services Plan Update
- Hudson County Comprehensive Youth Services Plan
- Hudson County Comprehensive Alcoholism
   and Drug Abuse Plan

- Hudson County Inventory of Community Services for the Homeless
- Hudson County Comprehensive HIV Services Plan
- Hudson County Senior Citizen Needs Assessment

# **Inventory and Analysis**

# **Administration**

The primary focus of traditional social planning is to provide social and health services to special needs populations. The Hudson County Department of Health and Human Services is the agency that runs the various social and health service programs in Hudson County.

Coordination of services has been one of the major planning issues in Hudson County's social service system during the past 20 years, but success in achieving it has been mixed at best. Most of the social programs are administered by a number of independent organizations. The Department of Health and Human Services currently has contracts with over 325 non-profits which include churches, religiously affiliated social service agencies, and grass-roots, singlepurpose service agencies. Although these programs serve local residents, local and county governments have little or no formal relationship with them. Over the past eight years, Hudson County has attempted to improve coordination between the various agencies and entities that provide social services. The 1992-1993 Human Services Plan Update identified the coordination of services as a significant problem in service delivery. However, the coordination of services and the analysis and monitoring of program budgets has been stymied because of the sheer number of service providers.

The Plan identified the following social service needs, in order of priority:

- Housing services
- Substance Abuse Treatment Services
- Income Maintenance Services
- Mental Health Treatment Services
- Alternative Living Arrangements
- Home Care Services
- Medical Treatment Services
- Transportation Services
- Employment/Vocational Training Services
- Employment/Procurement Services
- Day Care Services

The institutional separation between physical planning and social services is due to traditional attitudes - planning departments deal primarily with physical issues. The separation, however, is structural as well.

# Table IX-1Poverty Status, 1990Hudson County and New Jersey

	Hudson	Idson County New Jersey		ersev
	Number	Percent	Number	Percent
Persons Below Poverty Level				
Total	81,171	12.9	573,152	7.0
Poverty by Age				
Under 18	28,896	35.6	200,726	35.0
65 and over	10,334	12.7	84,200	14.6
Poverty By Sex and Race				
Males	33,840	41.6	230,041	40.1
Females	47,331	58.3	343,111	59.8
White	45,171	55.6	299,754	52.3
African-American	19,510	24.0	191,031	33.3
Other	16,472	20.2	82,367	14.3
Hispanic Origin	36,332	44.7	134,500	23.4
Poverty by Household Type				
Total Families	17,043	12.3	113,848	5.59
Families w/ Children Under 18	13,526	79.3	88,717	77.9
Female Householder Families w'/Children Under 18	8,956	52.5	60,563	53.2
Source: Hudson County Departi Services	ment of Hea	olth and Hum	an Services, Divi	ision of Social

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Work	Fire	st/TANF	Cases	by	Municipality,	1998
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Table IV 6

	Total	% Total County	Total	Total	Total	Total	% Total County
Geographic Area	Cases	Cases	Adults	Children	Recipients	Grants(\$)	Grants
Bayonne	637	5.2	531	963	1,494	182,684	5.1
East Newark	45	0.3	34	68	102	11,258	0.3
Guttenberg	114	0.9	93	171	264	26,877	0.7
Harrison	103	0.8	73	161	234	27,333	0.7
Hoboken	519	4.2	426	872	1,298	153,492	4.3
Jersey City	7,403	60.6	5,854	12,180	18,034	2,194,566	62.3
Kearny	257	2.1	200	392	592	69,761	1.9
North Bergen	595	4.8	493	903	1,396	157,674	4.4
Secaucus	64	0.5	48	96	144	18,076	0.5
Union City	1,579	12.9	1,248	2,500	3,748	443,188	12.5
Weehawken	160	1.3	139	240	379	42,809	1.2
West New York	734	6.0	537	1,089	1,626	191,429	5.4
Total	12,210	100.0	9,676	19,635	29,311	3,519,147	100.0
Source: Hudsor	n County	Departme	nt of He	alth and Hu	man Service	s, Division ol	f Social Serv

Income maintenance and many social services programs are provided at the County level, while municipalities provide additional services, such as senior citizen centers or centers for teenagers. Only where a social planning effort is formally connected to the service network is it likely to be effective. Successful social planning requires: 1) ties to the service system that actually provides the services; and 2) good information about the needs of the group to be served.

# Welfare

A large number of households in Hudson County rely on some form of welfare. According to the 1990 Census, almost 10 percent of Hudson County's households rely on public assistance income. Almost 13 percent of Hudson County's population is below the poverty level, compared to only 7 percent statewide, as shown in Table IX-1. The majority of those in poverty are female (58%) and white (56%). Over 35 percent of those in poverty are children, while almost 13 percent are senior citizens. Almost 80 percent of the families in poverty have children under the age of 18, more than half of which are headed by single mothers.

As shown in Table IX-2, 12,210 families in Hudson County receive Temporary Assistance for Needy Families (TANF) under the Federal Personal Responsibility Act, ranking Hudson County second in the State for TANF population. TANF was introduced in New Jersey as Work First using Federal Block Grants and County dollars for administrative costs. TANF/ Work First replaced the previous AFDC and New Jersey Family Development Program. It is a program which encourages self-sufficiency, employment through job search and minimal training. The program offers child care, transportation and support services in addition to Medicaid, both during the period the client is in programs leading from welfare to work as well as "Post TANF" after public assistance closes and for a two-year period to ensure non-recidivism.

The current goal for Hudson County is to have every client in a work activity in two years and assuring a limit of five years of public assistance for all TANF households. The agency process began February 1996 to achieve both of these goals. Over 8,300 families are required to participate in TANF/Work First Activities and such activities are offered through case management staff at the Family Resource Center.

In addition, almost 23,000 households and 53,000 people receive Food Stamps in Hudson County, amounting to over \$4 million per month. This also represents the second largest Food Stamp population in New Jersey. Hudson's Food Stamp caseload contains the largest number of immigrants (numbering 4,000 families) whose benefits have been continued by special New Jersey legislation.

The Food Stamp Program is a nutritional supplement program that provides low-income households with more food of greater variety and nutrition. Program eligibility is based on household income, resources and expenses for medical, shelter and dependent care. Food Stamps by Municipality, 1998 Hudson County Municipalities

Table IX-3

Total Public							% of Total		
Assistance		% Total	No. of	No. of	Total Active	Total Coupon	Coupon		
Food Stamps	Cases		Adults	Children	FS Recipients	Allotment (\$)	Allotment		
Bayonne	612	5.2	614	1,220	1,834	145,932	5.1		
East Newark	42	0.3	36	87	123	9,718	0.3		
Guttenberg	94	0.8	74	179	253	21,024	0.7		
Harrison	89	0.7	83	195	278	22,334	0.7		
Hoboken	479	4.1	485	1,031	1,516	109,160	3.8		
Jersey City	7,033	60.5	6,781	15,520	22,301	1,753,223	61.8		
Kearny	229	1.9	213	458	671	58,335	2.0		
North Bergen	542	4.6	495	1,046	1,541	131,005	4.6		
Secaucus	64	0.5	61	121	182	14,767	0.5		
Union City	1,567	13.4	1,256	,207	4,463	377,978	13.3		
Weehawken	159	1.3	134	308	442	36,558	1.2		
West New York	708	6.0	506	1,348	1,854	153,751	5.4		
Total	11,618	100.0	10,738	24,720	35,458	2,833,785	100.0		
Total Non-Public Assistance Food Stamps									
Bayonne	520	4.6	576	237	813	54,578	4.5		
East Newark	23	0.2	26	14	40	2.971	0.2		
Guttenberg	102	0.9	104	30	134	9.636	0.8		
Harrison	109	0.9	122	47	169	13,126	1.0		
Hoboken	414	3.6	463	115	578	32,675	2.7		
Jersey City	5,541	49.1	6,073	2,372	8,445	637,254	52.9		
Kearny	245	2.1	270	110	380	28,702	2.3		
North Bergen	816	7.2	892	303	1,195	81,064	6.7		
Secaucus	140	1.2	142	34	176	15,098	1.2		
Union City	1,848	16.3	2,016	670	2,686	199,827	16.5		
Weehawken	188	1.6	216	74	290	18,712	1.5		
West New York	1,326	11.7	1,458	347	1,805	111,059	9.2		
Total	11,272	100.0	12,358	4,353	16,711	1,204,702	100.0		
Grand Total	22,890	100.0	23,096	29,073	52,169	4,038,48	100.0		
Source: Hudson County Department of Health and Human Services, Division of Social Services									

Hudson County began the consolidation of Municipal Local Assistance Programs into the Division of Social Services/County Welfare Agency in January of 1998. To date, the County has consolidated all General Assistance cases from eight municipalities including East Newark, Guttenberg, Harrison, Hoboken, Kearny, Union City, Weehawken and West New York. Jersey City and Bayonne consolidated their general assistance cases during 1999. Two municipalities have opted to retain their GA programs.

The funding for administrative costs for General Assistance is provided by the State under Work First legislation and thereby has provided municipalities with opportunities to save local tax dollars.

## Homelessness

According to the 1990 Census of the homeless population, Hudson County had 772 persons in shelters and another 300 living on the streets. An estimated 19 percent of Hudson County's population was either homeless or at risk of being homeless. Today this is still a major problem in Hudson County. Current estimates show 657 persons in emergency shelters and about 166 persons living in the streets. An estimated 12 percent of Hudson County's population remains either homeless or at risk of being homeless. The shelters operate near capacity as demand for more shelter space increases, especially during the winter months.

Currently the agency handles 106 emergency assistance cases for a total of 372 clients, plus 126 persons in transitional housing placement. The County has provided TANF and Title XX financial assistance and support services to encourage movement to permanent housing and case management to develop work activities and opportunities.

In order to provide the homeless population with appropriate shelter, it is first necessary to understand the homeless population. The Jersey City Medical

Center has identified the following characteristics of Hudson County's homeless population.

- An estimated 80 percent of the homeless population are minorities.
- The average age for Hudson County's male homeless is 35 and female homeless is 33.
- The average homeless family has 2.31 children, two-thirds of whom are under the age of five.
- Hudson County's large Hispanic population necessitates bilingual and culturally sensitive homeless outreach.
- Approximately 15 percent of the homeless women observed were pregnant, and many were at the late stages of their pregnancy.
- The homeless population has a variety of health problems, such as tuberculosis, pulmonary disorders and skin rashes.
- Drug and alcohol abuse, mental illness and AIDS are existing problems among Hudson County's homeless population. An estimated 25 percent are mentally ill.
- There are many sub-groups of the homeless population, such as the homeless youth, the homeless victims of domestic violence, the mentally ill, those diagnosed with AIDS, as well as those who are at risk of becoming homeless. These sub-groups have their own shelter needs.

The Jersey City Medical Center operates the Medical and Social Services for the Homeless Project (MASSH), which provides primary health care, substance abuse counseling, mental health assistance, AIDS services and case management for all Hudson County homeless adults and families living in shelters, welfare hotels and on the streets. In addition, the Homeless Prevention Program administered by the Department of Community Affairs in Jersey City offers short term assistance with rents or mortgages for households facing foreclosure or eviction. Jersey City offers a variety of facilities and services for the homeless population, including emergency shelters, transitional housing and soup kitchens. There are no permanent housing facilities designated specifically for the handicapped homeless in Jersey City.

# Elderly

Hudson County has a fairly large senior citizen population, many of whom require special services to meet their daily needs. Greater than 11 percent of Hudson County's 2000 population (69,271 persons) was 65 years or older. The frail elderly (aged 75 and over) comprise approximately 47 percent of this age group (32,557 persons) and 5.3 percent of the County's 2000 population.

Much of the elderly population is poor, with over 22.5 percent of the County's frail elderly population living in poverty in 1990, compared to only 12.7 percent statewide. The elderly population is expected to increase as the baby boom generation, defined as persons born between 1946 and 1964, grows older. This, in turn, will increase the demand for services to the elderly in Hudson County.

A network of Social Services organizations serve the County's frail elderly population in an effort to help them live independently in the community and avoid unnecessary institutionalization. Services such as providing meals, homemaker services, housekeeping, transportation, adult day care and other services are provided. Many of the services to ensure inde-

	Citizens n County		
Year	Aged 65 to 74	Aged 75+	Total
1980	43,474	26,458	69,932
1990	41,727	28,287	70,014
2000	35,100	25,100	60,200
2010	38,500	21,400	59,900
and La sey:	abor Force	eent of Labor, Projections fo 30, January, nsus	or New Jer-

pendence are provided through the Hudson County Department of Health and Human Services and the Division of Social Services by using programs such as Social Service Block Grants, Medicaid Programs, Home Health Services and the Community Care for the Elderly and Disabled (CCPED) program. The County provides additional services through the Office on Aging and Transcend Office.

One of the best services for Hudson County's elderly residents is the Meals on Wheels program. Three agencies administer this program in addition to other services for the County's elderly. Another program is the Homecare Service, which provides personal care and household management services to Hudson County's income eligible elderly. This is the only agency in the County offering these services although the need exists as the agency served 4,733 persons in 1990.

#### Disabled Population

Plan

Social Services

Hudson County has a large disabled population. Approximately 12 percent of Hudson County's civilian, non-institutionalized population has either a mobility limitation or a self-care limitation, as shown in Table IX-5. A mobility limitation is a physical or mental health condition that lasted for six or more months and which made it difficult to go outside the home alone. A self-care limitation is a physical or mental health condition that lasted for six or more months and which made it difficult to take care of one's own personal needs such as dressing, bathing and getting around inside the home. Over 24,000 people have a work disability, of which 13,600 are prevented from working. Disabilities are particularly prevalent among senior citizens, of whom almost 23 percent had either a mobility or self-care limitation.

The Hudson County Division of Social Services estimates that approximately 14 percent of the County's population requires mental health services. The County currently provides approximately 120 residential beds for mentally ill clients, ranging from supervised group homes to semi-supervised living arrangements. In addition, Mt. Carmel Guild in Union City operates a County-wide Clinical Case Management Program which assists difficult-to-engage mental health clients in obtaining housing, welfare and mental health and social services. The Planning Development Committee of the 1989-1991 Hudson County <u>Mental Health Plan</u> recommended the following housing options for Hudson County's mentally ill patients:

- Twenty-four hour supervised settings
- Halfway houses (shelter care)
- Emergency housing with longer lengths of stay
- Housing for mentally ill substance abusers
- A more extensive Home Care Provide System

Table IX-5

Disabilit	y of	Civilian	Non-Institutionalized	Persons
Hudson	Cou	nty		

Group	Number	Percent
Total Persons 16 to 64 years	372,467	
With a mobility limitation	10,449	2.8
With a self-care limitation	22,781	6.1
With a work disability	24,388	6.5
In labor force	8,841	2.3
Prevented from working	13,636	3.6
Total Persons 65 years and Over	67,806	
With a mobility limitation	11,555	17.0
With a self-care limitation	9,943	86.0
Source: U.S. Census, 1990		

#### Youth

According to the 2000 Census, children in Hudson County comprise 25.1 percent of the population, accounting for 152,839 persons under the age of 20. Children are particularly affected by poverty, with one out of every four children in Hudson County living in poverty. The disintegration of the traditional family is a significant problem for Hudson County children. There is no after school child care, forcing many families to rely on grandparents for child care. Thus, Hudson County has a large population of children at risk. These children are more likely to become "problem children" in school, to be seen more in the juvenile justice system, to be involved with the Division of Youth and Family Services, and referred to Social Services.

This is evidenced by the rate of teen death in Hudson County, which was 12.6 per 10,000 in 1993, compared to 5.8 per 10,000 for the rest of New Jersey. Similarly, there is an increasing problem with juvenile crime. In 1990, almost 14 percent of Hudson County's youth (aged 16 - 19) dropped out of high school, compared to only 9.5 percent statewide.

The Hudson County Youth Services Commission operates under the umbrella of the Hudson County Department of Health and Human Services. The goals of the Youth Services Commission is to help troubled youth by planning, coordinating and developing services utilized by troubled youth and their families. The objectives of the Commission are:

- To assess the needs of "at-risk" youth and their families.
- To establish priorities for youth programs and resources.
- To recommend how funds for youth services will be allocated.
- To assist in the mobilization of new resources and funding for the purpose of filling service gaps, avoiding duplication, and coordinating youth services within the County.
- To provide relevant information on needs of troubled youth to State, County Executive and communities to promote public support and utilization of services.
- To encourage citizen participation in the planning of community services for "at-risk" youth populations.

In 1992, the Commission prepared the Hudson County Youth Services Plan whose purpose was to build a network through an atmosphere of communication, cooperation and coordination to address issues related to the target populations. The County has established a Juvenile Detention Center, which provides services for juveniles.

The law requires that school districts continue to provide educational services to children in detention facilities. There is an interlocal agreement between the Hudson County Schools of Technology and the school districts in the County to provide educational services to youth in the Juvenile Detention Center. The Hudson County Schools of Technology works with the school districts to develop individualized plans for the students.

Hudson County has also provided 9,000 immunizations for children at the Division of Social Services and provides early childhood health screening under the Medicaid program for all TANF and Medicaid recipients.

#### Education

Educational training is essential to fostering economic development in Hudson County, where almost 36 percent of the County population aged 25 and over has less than a high school education, compared to only 14 percent statewide. In the future, education beyond high school will become a prerequisite for the well trained workforce. For some workers, that may mean post-secondary classroom training while for others it will mean more on-the-job skills upgrading. Improvement to local elementary and secondary schools is necessary to attract new residents and retain existing residents in Hudson County.

During the next 20 years, employees will need functional skills, literacy skills, learning skills and interpersonal skills. As a consequence, the educational system, from pre-school through post-secondary school, must supply society with quality performers who can meet these requirements. The American Society for Training and Development and the U.S. Department of Labor's Employment and Training Administration indicate that workers will need less job-specific and more generic skills in the following areas:

- Basic academic skills such as reading, writing and computation
- Knowing how to learn
- Skills in speaking and listening well
- Adaptability, which includes creative thinking and problem solving
- Developmental skills that include self-es-

Hudson County Master Plan

teem, goal setting, motivation, and personal and career development

- Group effectiveness related to interpersonal skills, negotiation and teamwork
- Self sufficiency and motivation
- Influencing skills such as organizational effectiveness and leadership skills

#### Early Childhood Programs

The County should support efforts to invest in early childhood development, child care and art education to nurture creativity and learning skills. The aptitude for learning is well-shaped long before a child enters school. Child care is an important learning environment that needs to be considered as part of the learning system. In addition, the need for child care for working parents, particularly the poor, is acute.

#### Elementary and Secondary Schools

Elementary and secondary schools are the bedrock of lifelong learning and worker preparation. Unfortunately, there is a high correlation between poverty and poorly performing schools. Many of Hudson County's schools are characterized by low test scores, high drop out rates, and poor performance in post-secondary education and the job market. At the local level, school systems should consider various strategies to improve education such as school choice, decentralized schooling, site-based management or total quality management in schools. Bold innovations in teaching methods, as well as continued improvement in management and fiscal stewardship, must remain at the highest level of priority for local schools. The County should also encourage the coordination between school districts to cut costs by collaborating on functions such as transportation and purchasing.

#### Post-Secondary Schools

Hudson County has five post-secondary schools, including Hudson County Schools of Technology, Hudson County Community College, New Jersey City University, St. Peter's College and Stevens Institute of Technology. The County should support efforts to expand the capacity of post-secondary schools, literacy programs and comprehensive employment services to address the needs of adult workers. In addition, the County should build on the network of universities and Hudson County Community College to provide greater resources for continuous learning by adult workers. Support for innovative State programs such as Individual Training Accounts, which sets aside tax-exempt payroll deductions for training, is important to ensure the availability of adult education training.

#### Hudson County Schools of Technology

Hudson County has been very progressive in terms of developing programs to meet the educational needs of the County's residents. Hudson County's Schools of Technology (HCST) offer four innovative educational programs that are tailored to meet specific student skills and interests. These programs include Tech Prep, High Tech High School, Hudson Technical and County Prep, which are discussed in more detail below.

- 1. The Tech Prep 2+2 Program is a technology program which provides students with an "alternative path" to college. The basic assumption is that high school graduation is not sufficient for workers to compete in today's economy. In many cases, students require an education even beyond that offered at the community college or vocational technical training level. Through Tech Prep, the courses offered in high school are coordinated with those provided in the community college to offer training that is of a slightly higher order than the traditional Associate of Arts degree. HCST's program exists through agreements with the University of Medicine and Dentistry of New Jersey, Hudson County Community College, New Jersey City University and Lincoln Technical Institute. Subject areas include allied health, medical records technology, office systems technology, culinary arts and automotive technology.
- Hudson Technical is an adult career institute that offers post-secondary programs in building technology, computer-based technology and commercial and health services. Hudson Technical also offers evening classes and job placement services. In 1993, 81 percent of Hudson Technical students who requested job placement assistance were placed. The school has a database of over 500 companies who look to hire students.
- High Tech High School is a school for talented and gifted high school students that emphasizes preparedness for the highly technological careers and lifestyles of the 21st Century. The school, which teaches grades 9 through 12, has an academic course load that exceeds state mandated requirements.
- County Prep is an alternative choice to public and parochial high schools. County Prep is an accredited four year school which has an academic curriculum that includes all subjects, activities and electives as required by the State.

HCST proposes a new program called the Hudson County High School of the Performing Arts and Technology. As an annex to the Hudson County Schools of Technology, the High School of the Performing Arts and Technology will offer a variety of new and challenging programs related to the theater and broadcast arts and the evolving technological industries supporting them.

#### Hudson County Community College

Hudson County Community College (HCCC) is a comprehensive urban community college. The mission of the college is to offer high quality programs and services which are affordable, accessible and community-centered. All programs and services are designed to meet the educational needs of a linguistically and ethnically/racially diverse community, and to promote the economic, technological, cultural, social and civic development of Hudson County and its service areas. The College offers classes in business and allied health, science and technology, culinary arts, liberal arts and humanities, continuing education and bilingual education.

#### Alcoholism and Drug Abuse

An estimated 30,000 to 33,000 Hudson County residents are potential "serious" substance abusers in need of treatment services. Another 70,000 residents are candidates for secondary prevention programs aimed at early identification and intervention. The 1996 Hudson County Comprehensive Alcoholism and Drug Abuse Plan attempted to incorporate drug abuse prevention and treatment needs into the existing County-based planning process. The Plan identifies service gaps and priority needs in Hudson County. The Plan's goals are to:

- Eliminate the abuse of alcohol and other drugs in the community, particularly among adolescents and pre-adolescents;
- Build the capacity of the community to fight drug abuse; and
- Improve the quality of life in the community by creating an atmosphere in which people have hope and can build a better future.

The Plan identified the highest priority services for fighting alcoholism and drug abuse, which are:

- Substance abuse treatment services;
- Counseling services;
- HIV treatment;
- Case management;
- Income maintenance services;

- Medical treatment;
- Affordable housing;
- Community education services;
- Mental health treatment services; and
- Information and referral services.

# Health Services

The Hudson County Department of Health and Human Services is responsible for managing the tuberculosis and CDC programs for Hudson County, operating a bacteriological laboratory that provides water testing, serology and food testing for various municipalities and running an employee clinic. The County Clerk provides vital statistics services (birth and death certificates) for several municipalities in the County.

The Department contracts with the Hudson Regional Health Commission for providing environmental health services, such as enforcing industry regulations. The Department is not certified, therefore it is not eligible for grant money from the State. The Department has potential to expand its role to provide services which are normally beyond the capacity of local health boards. Many of the County hospitals and nursing homes have been privatized, thus eliminating these factors from the Health and Human Services Department. The County still operates Meadowview Psychiatric Hospital under the Department of Health and Human Services and MPH Board of Managers.

The Department is currently trying to acquire certification to provide regional health services. The County is currently conducting a needs assessment to determine what programs can be regionalized.

# Persons with AIDs

Hudson County has the third highest rate of AIDS infected persons in the country, with only New York City and San Francisco having higher rates. In August 1991 the AIDS Data Unit of the New Jersey Department of Health reported 1,955 confirmed cases of full blown AIDS in Hudson County. In 1995, the AIDS Data Unit estimated that there were 6,100 HIV carriers who have the AIDS virus but do not show symptoms of the disease in Hudson County. These figures are expected to increase throughout the coming years.

Socioeconomic factors associated with high levels of AIDS are poverty, substance abuse and unprotected teenage sex. Intravenous drug use is the main factor in the transmission of AIDS in Hudson County. Intravenous drug use accounts for over one-half of all reported Hudson AIDS cases, similar to New Jersey. Homosexual contact accounts for only 35 percent of all reported Hudson AIDS cases for males, slightly higher than Statewide (30%). Female heterosexual contact accounts for only 36 percent of all female AID cases in Hudson County.

Hudson County is in dire need of housing for AIDS patients. Currently, only the D'Agosta House managed by Corpus Christi Ministries serves this population. This facility houses five persons with full blown AIDS; all others without family support or medical coverage, and those who are financially unable to provide care, must live in shelters or on the streets.

# **Implementation Plan**

# Administration

Coordination of services has been one of the major planning issues in Hudson County's social service system during the past 20 years, but success in achieving it has been mixed at best. Most of the social programs are administered by a number of independent organizations. The Department of Health & Human Services currently has contracts with over 325 non-profits which includes churches, religiously affiliated social service agencies, and grass-roots, single-purpose service agencies. Although these programs serve local residents, local and county governments have little or no formal relationship with them. Over the past eight years, Hudson County has improved coordination between the various agencies and entities that provide social services. However, the coordination of services and the analysis and monitoring of program budgets has been somewhat limited because of the sheer number of service providers.

# Action Strategy

- 1. Promote the role of the County as an "umbrella" resource organization.
- 2. Promote fiscal monitoring of social programs for better efficiency.
- 3. Assist in the mobilization of new resources and funding for the purpose of filling service gaps, avoiding duplication and coordinating services within the County.
- 4. Mobilize all elements of the Hudson County community to combat social problems by raising the level of awareness among Hudson County community leaders, professionals and general public regarding the deleterious impacts of these problems on the communities, families and residents of Hudson County.

- 5. Provide relevant information on the needs of disadvantaged populations to the federal government, state government and communities to promote public support and utilization of services.
- 6. Provide improved transportation services to disadvantaged populations, particularly in areas outside of Jersey City.
- 7. Create a resource referral center where disadvantaged people can get information on services and resources.
- 8. Assess the needs of "at-risk" groups and establish priorities for programs and resources.
- 9. Encourage citizen participation in the planning of community services for "at-risk" populations.
- 10. Provide better communication with constituents and caretakers to determine their needs.
- 11. Evaluate the use of competitive bidding through funding by needs.
- 12. Strengthen the relationship between human services and community development.
- 13. Strengthen program coordination among County agencies (e.g. County Prosecutor's office, community development, Department of Health and Human Services and Juvenile Detention Center).

#### Welfare

A large number of households in Hudson County rely on some form of welfare. According to the 1990 Census, almost ten percent of Hudson County's households rely on public assistance income. Almost 13 percent of Hudson County's population is below the poverty level, compared to seven percent Statewide. The majority of those in poverty are female (58%) and white (56%). Over 12 percent of the County's households live in poverty, 79 percent of which are families with children and 59 percent of which are female householder families. As of December 1996, almost 17,000 families in Hudson County received AFDC assistance, ranking the County second in the State.

#### Action Strategy

- Continue to support and promote the Hudson County Family Development Resource Center which retrains welfare women to reenter the workforce.
- 2. Coordinate the welfare program with the job training program to help welfare recipients become self sufficient.
- 3. Provide child care options.

#### Homelessness

Homelessness is still a major problem in Hudson County. Hundreds of people remain either homeless or at great risk of becoming homeless. Shelters continue to operate at near capacity, especially during the winter months.

Action Strategy

- 1. Help low income families avoid becoming homeless by continuing to provide homeless prevention services, since it is the most effective means of preventing homelessness.
- 2. Reach out to homeless persons and assess their individual needs by providing increased outreach services to bring homeless people to existing shelters and providing Hispanic outreach workers who are not only bilingual but also culturally aware of the Hispanic culture.
- Assist homeless persons make the transition to permanent housing and independent living.

#### Senior Citizens

Hudson County has a fairly large senior citizen population, many of whom require special services to meet their daily needs. Greater than 11 percent of Hudson County's 2000 population (69,271 persons) was 65 or older. The frail elderly (aged 75 and over) comprised approximately 47 percent of this age group (32,557 persons) and 5.3 percent of the County's 2000 population. Much of the elderly population is poor, with over 22.5 percent of the County's frail elderly population living in poverty in 1990, compared to only 12.7 percent statewide. The senior citizen population is expected to increase as the baby boom generation, defined as persons born between 1946 and 1964, grows older. This, in turn, will increase the demand for senior citizen services in Hudson County.

Action Strategy

- 1. Promote the development of assisted living facilities within subsidized housing to provide low income senior citizens with additional services.
- 2. Encourage the State to revise the Medicaid plan so that Federal funds can be used and matched by County funds to facilitate the development of assisted living facilities.
- 3. Allocate HOME and CDBG funds to develop additional senior citizen housing.
- 4. Provide improved transportation services to senior citizens, particularly in areas outside

of Jersey City where public transportation is not readily accessible.

5. Create a resource referral center where senior citizens can get information on services and resources.

## **Disabled Population**

Hudson County has a large disabled population. Approximately 12 percent of Hudson County's civilian, non-institutionalized population has either a mobility limitation or a self-care limitation. A mobility limitation is a physical or mental health condition that lasts for six or more months and which makes it difficult to go outside the home alone. A self-care limitation is a physical or mental health condition that lasts for six or more months and which makes it difficult to take care of one's own personal needs such as dressing, bathing and getting around inside the home. Over 24,000 people have a work disability, of which 13,600 are prevented from working. Disabilities are particularly prevalent among senior citizens, of whom almost 23 percent had either a mobility or self-care limitation.

#### Action Strategy

- Increase services for the disabled population including shelter care facilities, emergency housing and housing for the mentally ill.
- Develop assisted living facilities within subsidized housing to provide low income disabled persons with additional services.
- 3. Allocate HOME and CDBG funds to develop additional housing for the disabled.
- Provide improved transportation services and accessible vehicles to the disabled population, particularly in areas outside of Jersey City where public transportation is not readily accessible.
- 5. Create a resource referral center where disabled persons can get information on services and resources.

#### Substance Abuse

Drug and alcohol abuse is a serious problem in urban areas such as Hudson County. Drug abuse is the most significant problem (other than housing) identified in the Hudson County 1992 - 1993 Human Services Plan and is the number one cause of juvenile crime. An estimated 30,000 to 33,000 Hudson County residents are potential "serious" substance abusers in need of treatment services. Another 70,000 residents are candidates for secondary prevention programs aimed at early identification and intervention.

Action Strategy

- 1. Develop and implement a comprehensive and integrated continuum of prevention/ treatment.
- Maximize access to programs, facilities and resources by Hudson County agencies and individuals.

# Persons with AIDS

Hudson County has the third highest rate of AIDS infected persons in the country, with only New York City and San Francisco having higher rates. In August 1991, the AIDS Data Unit of the New Jersey Department of Health and Senior Services reported 1,955 confirmed cases of full blown AIDS in Hudson County. By 1995, 1,231 of the patients had died. In 1995, the AIDS Data Unit estimated that there were 6,100 HIV carriers who have the AIDS virus but do not show symptoms of the disease. These figures are expected to increase throughout the coming years. These AIDS patients require significant health services, as well as housing, as those without family support or medical coverage must live in shelters or on the streets. AIDS is a particularly difficult problem for pregnant women, with 1.27 of every 100 babies born in Hudson having been exposed to the AIDS virus.

#### Action Strategy

- Pursue ongoing efforts to create a certified County Health Department if State and Federal funding is available for its establishment so that the County will be eligible for additional AIDS funding.
- 2. Provide additional housing opportunities and health services for AIDS patients to meet increasing demand.
- 3. Provide AIDS testing and counseling for pregnant women to reduce the number of AIDS infected babies born in Hudson County.

# Youth

According to the 2000 Census, children in Hudson County comprise 25.1 percent of the population, accounting for 152,839 persons between the ages of 0 and 20 years. Children are particularly affected by poverty, with one out of every four children in Hudson County living in poverty. The disintegration of the traditional family is a significant problem for Hudson County children. There is no after school child care, forcing many families to rely on grandparents for child care. Thus, Hudson County has a large population of children at risk.

Similarly, there is an increasing problem with juvenile crime. In 1994, almost 6,200 children were arrested, with over 800 arrested for drug abuse. In 1990, almost 14 percent of Hudson County's youth (aged 16 - 19) dropped out of high school, compared to only 9.5 percent Statewide. The law requires that school districts continue to provide educational services to children in detention facilities. There is an interlocal agreement between the Hudson County Schools of Technology and the school districts in the County to provide educational services to youth in the Juvenile Detention Center. The Hudson County Schools of Technology works with the schools districts to develop individualized plans for the students.

#### Action Strategy

- Improve coordination between the Department of Corrections and the Department of Health and Human Services to better meet the needs of troubled youth.
- 2. Assist in creating cooperative child care facilities, such as through the housing authorities.
- 3. Coordinate child care services with welfare and job training programs.
- 4. Provide programs that address the growing number of children who are in the custody of their grandparents.
- Support the efforts of the Hudson County Schools of Technology, the Department of Health and Human Services and the local school districts to provide educational services to children in the Juvenile Detention Center.

#### **Educational Services**

Educational services are critical in Hudson County, where almost 36 percent of the population aged 25 and over having less than a high school education. The County has been very progressive in terms of developing programs to meet the educational needs of County residents. Hudson County's Schools of Technology (HCST), for instance, offers four innovative educational programs that are tailored to meet specific student skills and interests. HCST is also in the process of creating a specialized high school for the performing arts. Education services, however, need to be significantly improved from pre-school all the way to post-secondary school. Many of Hudson County's schools are characterized by low test scores, high drop out rates, and poor performance in post-secondary education and the job market.

#### Action Strategy

- 1. Support efforts to invest in early childhood development and child care to nurture learning skills at an early age because the aptitude for learning is well-shaped long before a child enters school.
- 2. Provide stronger support for ESL, GED and adult education programs to provide a better educated population and workforce.
- Encourage the active participation of the local businesses in establishing the curriculum for County high schools, the Hudson County Schools of Technology and colleges to ensure that graduates are trained in the skills required by local businesses.
- Support efforts to expand the capacity of postsecondary schools, literacy programs and comprehensive employment services to address the needs of adult workers.
- Build on the network of universities, Hudson County Schools of Technology, and Hudson County Community College to provide greater resources for continuous learning by adult workers.
- 6. Continue to promote the creation of a specialized high school for the performing arts.
- Coordinate and review initiatives to eliminate duplication of services between the County College and the Schools of Technology and determine which programs will benefit most through allocation of resources.
- 8. Promote a network of active collaboration among the Schools of Technology, businesses, government, community-based organizations and other educational institutions.

#### Health Services

The Hudson County Department of Health & Human Services is responsible for managing the tuberculosis and CDC programs for Hudson County, operating a bacteriological laboratory that provides water testing, serology and food testing for various municipalities and running an employee clinic. The County Clerk provides vital statistics services (birth and death certificates) for several municipalities in the County. The Department of Health and Human Services contracts with the Hudson Regional Health Commission to provide environmental health services, such as enforcing industry regulations. The Department is not certified, therefore it is not eligible for grant money from the State. The Department has potential to expand its role and provide services which are normally beyond the capacity of local health boards.

#### Action Strategy

- Seek certification as a Public Health office only with State and Federal assistance in order to do additional public health work and be eligible for additional funding.
- 2. Coordinate with local hospitals to provide some clinical services since they have Medicaid and are generally more cost efficient.
- Investigate and implement services that can be provided at the County level, since the County is likely to be more eligible for various grants than individual municipalities.
- 4. Continue to work with and assist the Hudson Regional Health Commission to meet their goals and objectives.
- 5. Provide education and preventative programs and adequate clinical facilities to meet the health care needs of Hudson County's residents.

# Conservation Plan

# **Overall Policy Statement**

Although highly developed and urbanized, Hudson County considers the conservation and protection of its national resources to be a vital component of the long term quality of life it seeks to provide for its residents. Despite its highly developed nature, there are still vast areas in need of care and conservation. In addition to its waterfront areas and magnificent views, Hudson County also is home to thousands of acres of wetlands, especially in the Hackensack Meadowlands area. Although many such areas have in the past been contaminated, steady improvements are underway and species diversity is on the rise. Air quality, water quality and flood control measures are all now tightly regulated by Federal, State, County and even local regulations. Such efforts must continue, in balance with economic development efforts.

# Introduction

The Conservation Element evaluates Hudson County's natural resources including topography, scenic vistas, soils, wetlands, flood plains and rare and endangered species. The plan also includes an evaluation of the County's water, air and soil quality, since pollution and contamination are serious environmental problems in urban settings. Conservation planning has not been a major issue in Hudson County, largely due to its highly developed nature. The major environmental issue in Hudson County involves clean-up of contaminated sites which are prevalent in the County. Overall, the plan attempts to maintain the present balance between man-made and natural systems.

# **Planning Basis**

In general, State and regional resources were used to prepare the inventory and analysis in the Hudson County Conservation Plan. These resources included the following:

- New Jersey Department of Environmental Protection Statewide Water Quality Inventory Report - 1995
- New Jersey Department of Environmental Protection Natural Heritage Database
- Known Contaminated Sites in New Jersey, New Jersey Department of Environmental

Protection

- Municipal master plans
- Hackensack Meadowlands Development Commission (HMDC), 1997 Open Space Plan.

# **Inventory and Analysis**

# Topography

Hudson County is located entirely within the Newark Basin, a Triassic geologic formation which is part of the Piedmont Lowlands portion of the Appalachian geographic province. The County's topography ranges from the Palisades ridge along the Hudson River to the estuarine flatlands called the meadowlands which surround the Hackensack River in the middle of the County to the Secaucus ridge to the west that separates the Hackensack and Passaic River valleys. Laurel Hill, a large rock outcropping that juts 200 feet above the surrounding meadowlands marsh, is located in the center of the County. Significant slopes outlining the Palisades are shown in the attached Environmental Factors Map.

# Scenic Vistas

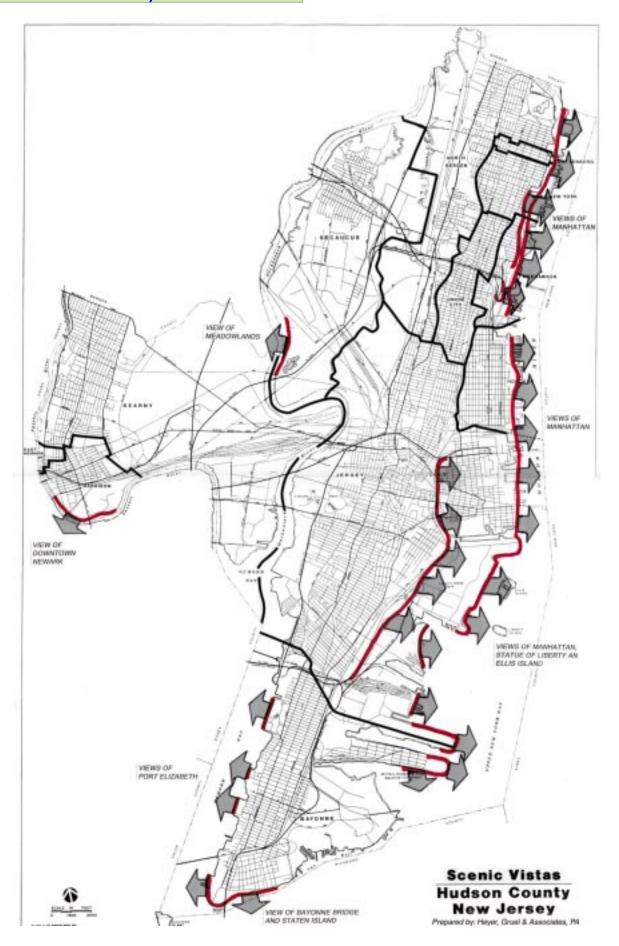
Hudson County municipalities value their scenic vistas which are regarded as important "natural resources." The eastern edge of the Palisades Ridge provides beautiful views of the Manhattan skyline, the Hudson River, the Statute of Liberty and Ellis Island. Jersey City has designated the New Jersey Turnpike Extension as a scenic corridor. Other scenic vistas are located along the Hackensack River, with its views of the marshes and habitats of the meadowlands and the Passaic River, with its view of the Newark skyline. Important public scenic vistas are shown on the attached Scenic Vistas map.

# Soils

In general, the County is underlain by red shales and more resistant sandstones collectively known as the Brunswick formation. Much of the County's soil characteristics are classified as urban complex due to the extensive amount of landfill and development in the county. The Meadowlands portion of the County is composed of poorly drained expanses of marsh less than 10 feet above sea level.

#### Water Quality

Hudson County is bordered by three rivers, all of which are classified by the New Jersey Department of Environmental Protection (DEP) as SE waters, which means saline waters of estuaries. The three rivers include the Passaic River to the west, the Hudson River to the east and the Hackensack River



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which bisects the County. Newark Bay is located at the southwestern end of the County. The County contains four creeks which are tributaries to the Hackensack River, including Penhorn Creek, Cromakill Creek, Bellmans Creek and Mill Creek.

Water quality in Hudson County has been historically poor due to anthropogenic and natural factors. Saltwater intrusion has occurred due to overpumping and the pumping of deep, slowly moving, naturally mineralized water and the dredging of ship canals in Newark Bay and the Passaic River. Localized salt water intrusion has degraded ground water quality with chloride concentrations as high as 1,900 parts per million being recorded.

Water quality has improved in recent years through upgrades made at all sewage treatment facilities in the County which have reduced the impacts of discharges. Similarly, conservation efforts have resulted in increased parkland and open space along the County's waterfront (i.e. Laurel Hill Park and Liberty State Park) which have also helped improve water quality. Finally, there has been an increase in recreational use of the County's rivers which is attributable to its improved water quality.

#### Passaic River

The westernmost part of the County, including Harrison, East Newark and part of Kearny is drained by the Passaic River. Properties west of the Palisades ridge and the eastern edge of the Kearny meadowlands drain into the Hackensack River. Properties east of the Palisades, including most of Kearny and all of Bayonne, drain into the Hudson River, Kill Van Kull and Newark Bay.

The Lower Passaic River is the 33-mile stretch that extends from the Pompton River confluence downstream to Newark Bay. This 33 mile section includes parts of Bergen, Hudson, Essex and Passaic counties. The section of the Passaic River that flows through Hudson County is judged to be in a degraded condition due to the impacts of severe urbanization. This section of the River supports a fish community dominated by a variety of carp and catfish, with occasional fish kills reported. Biological diversity is low, oxygen is low, and 13 percent abnormalities suggest toxic contamination.

The Passaic River is tidal and impacted by point and non-point pollution sources. Combined sewer overflows are present in the Newark and Bayonne areas, affecting both the Passaic River and Newark Bay although both municipalities are making improvements to rectify the problem. Chromium disposal sites in Jersey City are affecting water quality in Newark Bay.

In Hudson County severe degradation from urban runoff, construction and streambank modification has also impacted the River.

The tidal Passaic River does not meet water quality criteria for the designated uses assigned to SE-3 waters. This tidal reach of the Passaic River as well as Newark Bay are closed to commercial and recreational fishing and shellfishing (crabbing) because of aquatic life contamination with chlordane, PCBs and dioxin. As such, the tidal Passaic River does not meet the fish consumption use. Lack of water quality data in the tidal Passaic River prevents determination of designated use attainment for fish maintenance in SE-3 waters.

#### Hackensack River

The Hackensack River drains an area of 202 square miles, which includes parts of Bergen and Hudson counties. The Hackensack originates in New York State and flows south to Newark Bay. The portion of the Hackensack River that flows through Hudson County is regarded by the New Jersey Department of Environmental Protection as an impaired waterway due to toxic discharges emanating from point sources. The contaminants of concern are arsenic, mercury, lead, zinc and nickel.

The Hackensack Meadowlands Development Commission has conducted annual summer monitoring of the tidal Hackensack River and tributaries since 1971. Results have shown very low dissolved oxygen (less than 1.0 per mg/l) in the river during summer months, along with high levels of biochemical oxygen demand, oil and grease, and fecal coliform bacteria. Water quality data show notable differences between monitoring sites, indicating that impacts occur locally.

Water quality conditions, however, have improved in recent years. Improvements to five discharges in the watershed have helped improve water quality. Similarly, the remediation of the two superfund sites in Hudson County (PJP Landfill and Synco Resis) have also reduced contamination to local surface water.

Certain fish from the Lower Hackensack River have been identified to contain high PCB and chlordane concentrations. As a result, the sale and consumption of striped bass and blue crabs is prohibited. Thermal discharges in this area also impact water quality in the tidal Hackensack by reducing the water's abil-



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ity to hold dissolved oxygen. Non-point pollution sources such as habitat destruction due to riparian vegetation removal, flow regulation efforts, chemical spills, landfills, hazardous waste disposal sites and in-place contaminants have severely impact water quality in the lower Hackensack River.

The Hackensack River and its tributaries are classified as SE3 waters. Designated uses for this classification include secondary contact recreation; maintenance and migration of fish populations; migration of diadromous fish; maintenance of wildlife; and any other reasonable use. Secondary contact recreation includes recreational activities where the probability of water ingestion is minimal, such as boating and fishing. Both the "aquatic life" use and secondary contact use cannot be met because of contamination.

#### Hudson River

The Upper New York Bay extends south from the confluence of the East River and the Hudson River to the confluence with the Kill Van Kull. The designated uses in the waters in Upper New York Bay are impaired due to toxic discharges from point sources. There has been a tremendous increase in public access due to the construction of the Hudson River Waterfront walkway.

#### Contamination

Hudson County contains over 545 contaminated properties, commonly referred to as "brownfield" sites. These sites have been identified as containing contaminated soil or groundwater at levels greater than the applicable cleanup criteria for soil and/or ground water standards and have not yet been cleaned up. Contamination from chromate is a particular problem in Hudson County, where 142 properties are known to be contaminated with elevated levels of chromate. These properties are generally located in the former industrial yards located near the waterfront in Jersey City, Bayonne, Kearny and Weehawken, as shown on the Chromate Waste Sites map.

Chromate contamination resulted from extracting chromium from chromium ore at three chromate processing industries in Hudson County, which operated from 1900 to 1970. The waste was first stockpiled and then used as fill for residential, commercial and industrial properties. It is estimated that approximately two million tons of chromate waste were disposed of in this manner. Over time, these chromium compounds release toxins that result in soil, groundwater and surface water contamination. All known chromate waste at residential sites has been remediated and two-thirds of the non-residential sites are being addressed by the responsible parties. NJ DEP will conduct remedial investigations of the remaining sites to delineate the extent of contamination and identify cleanup options.

In 1980, Congress enacted the Comprehensive Environmental Response and Compensation and Liability Act (CERCLA), commonly known as the Superfund, in response to the dangers of uncontrolled or abandoned contaminated sites. CERCLA was amended in 1986 by the Superfund Amendments and Reauthorization Act (SARA). CERCLA and SARA require that a National Priorities List (NPL) of sites throughout the United States be maintained and revised at least annually. As of July 1996, Hudson County had two final sites on the NPL, including the PJP Landfill site in Jersey City and the Syncon Resins site in Kearny, Both sites are in the process of being cleaned up using State funds.

The Industrial Site Recovery Act (ISRA), adopted in 1993, imposes preconditions on the sale, transfer or closure of industrial establishments involved in the generation, manufacture, refining, transportation, treatment, storage, handling or disposal of hazardous substances or wastes. The current experience with the ISRA (and its predecessor - ECRA) in Hudson County is that it is not accomplishing what it set out to achieve. In some instances ISRA makes redevelopment so costly that without state funds to subsidize the cleanup costs, project delay or abandonment results. Sites are not being cleaned up due to the extra layer of cost and bureaucracy involved.

The major large-scale redevelopment projects in the County are located adjacent to the Hudson River waterfront. These properties have historically been used as railyards and industrial sites leading to contamination of these areas. The waterfront represents the key to Hudson County's economic renaissance. Most, if not all, of these sites have been found to be contaminated. Millions of dollars have been spent on testing and producing remediation plans, adding significantly to the cost of redevelopment. While some of the more ambitious projects can absorb these added costs, smaller infill projects can be crippled by regulatory constraints and compliance requirements. Major efforts are being undertaken to reduce the contamination problem in Hudson County. The County has received a Brownfields Assessment Demonstration Pilot grant to help remediate these brownfields. In addition, the Hudson Regional Health Commission routinely inspects all major facilities for signs of contaminates and improper storage of hazardous mate**Conservation Plan** 





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rials. Finally, the Hudson County Improvement Authority has established a household hazardous waste collection program which has eliminated a significant amount of hazardous material from the waste stream.

## Air Quality

One of New Jersey's most serious air quality problems is the continued violation of National Ambient Air Quality Standards for ozone and carbon monoxide. Areas within the State are designated attainment or non-attainment status depending upon whether they meet the National Ambient Quality Standards for criteria pollutants. The New Jersey Department of Environmental Protection maintains air quality (TSP) monitoring stations in Jersey City, North Bergen and Bayonne.

Air pollution problems in Hudson County have decreased. The County now meets the attainment standards for sulfur dioxide and nitrogen dioxide, although it is still a non-attainment area for ozone and carbon monoxide. Both carbon monoxide and ozone air pollution are regional problems largely attributable to industrial activities and motor vehicle emissions.

Hudson County, through its support of the Hudson Regional Health Commission, maintains one of the most comprehensive and most active local air pollution control programs in the State. By planting and maintaining street trees and backyard woodlots, the County can help improve air quality and enhance property values, create attractive public spaces. The County should support tree planting and maintenance programs at the local and county level. In addition, efforts that reduce traffic congestion, such as the Hudson River Light Rail Transit System, should be supported.

#### Wetlands

Wetlands are an important hydrologic characteristic of the County and serve several purposes. They support wildlife and distinct species of plant life and also act as a natural retention basin for floodwater and control various types of water pollution. Hudson County contains 3,897 acres of wetlands which cover over 13.0 percent of the County's land area. These areas are largely concentrated along the Hackensack River in what is commonly referred to as the Hackensack meadowlands. The Hackensack meadowlands is a tidal swamp underlain by a succession of marine, fresh water and glacial deposits. Scattered wetland areas are also located along the Hudson River and Newark Bay in Bayonne and Jersey City. The majority of these wetlands are tidal. Regulations concerning wetlands exist on both the Federal and State level. The New Jersey Department of Environmental Protection has been granted the authority to regulate freshwater wetlands. The New Jersey Freshwater Wetlands Protection Act categorizes wetlands into three groups: exceptional value, intermediate value and ordinary value. Buffers of 50 to 150 feet are typically required, depending upon the resource value of the wetlands. Only ordinary wetlands require no buffer. These regulations are imposed on a site specific basis based on wetlands delineations that have been reviewed by the New Jersey DEP.

The Federal government regulates tidal wetlands under the Clean Water Act. Section 404 of the Clean Water Act addresses and regulates the discharge of dredge or fill material into wetlands and other waters of the State and is presently the responsibility of the U.S. Army Corps of Engineers. In December 1993, EPA approved New Jersey's application to assume the Section 404 permitting authority under the Clean Water Act.

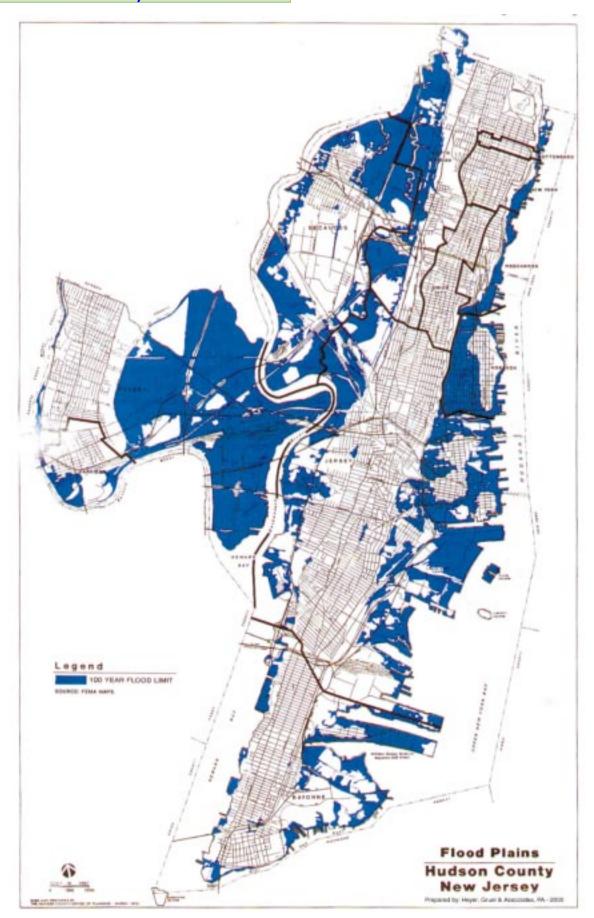
In addition, the HMDC's 1997 Open Space Plan proposes an aggressive program of open space acquisition and preservation. The Plan calls for the preservation of over 8,300 acres, much of which is existing wetlands.

#### Flood Plains

Flood plains measure the danger or probability of flooding. The flood plain is the channel and the relatively flat area adjoining the channel of a natural river, stream watercourse or any body of standing water that has been or may be covered by floodwater. The flood plain is generally composed of three areas: the stream channel, the floodway and the flood fringe. The stream channel is the stream bed that contains the normal water flow. The floodway is the channel of a stream or river including portions of the flood plain adjoining the channel which carry and discharge the floodwater of a stream or river.

The flood fringe is that portion of the flood plain outside of the flood way. The flood fringe area is based on the total areas inundated during the regulatory base flood plus 25 percent of the regulatory base flood discharge. Regulatory base flood is a "flood having a 1 percent chance of being equaled or exceeded in any given year." This is often referred to as a one hundred-year flood.

For purposes of measurement, 100 and 500 year flood plains are normally defined as the flood hazard areas. These areas delineate the extent of flooding



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due to the most severe storm occurring once in every 100 or 500 years. The Federal Emergency Management Agency (FEMA) delineates these flood hazard areas on the Flood Insurance Rate Maps (FIRM) as part of the National Flood Insurance Program.

The flood hazard areas on the Flood Plains map represent the 100-year flood areas within the County. Natural resource management in urban areas can be improved by rethinking how environmental mandates can be met by tying the restoration of "green" infrastructure into urban planning programs and funding sources. By constructing wetlands and otherwise improving the ability of the natural drainage network to handle stormwater, Hudson County can reduce the number of expensive storm sewers to maintain and simultaneously provide for wildlife management and open space.

Approximately 43 percent of the land in Hudson County is within the 100 year flood hazard area, as shown on the attached Flood Plains map. Much of the land identified as flood plain has already been developed. The unique characteristics of density in developed urban areas make traditional flood control techniques, such as on-site detention facilities, infeasible. Developed urban areas located within flood plains should be subject to less restrictive regulatory controls then less intensely developed suburban and rural areas.

#### Rare and Endangered Species

Hudson County, as an older urban area, is not typically associated as an area supporting rare and endangered species habitats. The Hackensack meadowlands, however, provides a unique estuarine environment that attracts a wide variety of birds, including some rare and endangered species. The extensive tidal flats and marshes in the meadowlands provide an excellent waterbird habitat and the landfills provide good feeding. The Saw Mill Creek Wildlife Management Area and the Kearny Marsh are well known to regional birding enthusiasts and are frequently visited by experienced observers.

The rare species habitats and natural communities designation includes areas which are probable habitats for rare and endangered species as well as other significant natural communities. Generalized maps have been prepared by the New Jersey Natural Heritage Program (in the Division of Parks and Forestry). Natural community areas are those areas which possess rare habitats or which possess a unique element of natural diversity. A list of threatened and endangered species found in Hudson County is provided in Table X-1 and their location is depicted in the Rare and Endangered Species map.

In 1994, 12 pair of Peregrine Falcons occupied nest sites in or near Hudson County. Four were on buildings in New York City and six others were on bridges, including the George Washington Bridge, Goethals Bridge, and Outerbridge Crossing. One formerly breeding pair was discovered at a nest site at a power plant in South Kearny and another breeding pair was found on the I-280 bridge over the Passaic River in Harrison. There have been many sightings of Peregrine Falcons in the Hackensack Meadowlands, particularly in the Saw Mill Creek Wildlife Management Area.

#### Priority Sites

There are two priority sites in Hudson County. A priority site designation indicates that a site is one of the most important sites in the state for endangered and threatened plants, animals and ecosystems. These areas should be considered top priorities for the preservation of biological diversity.

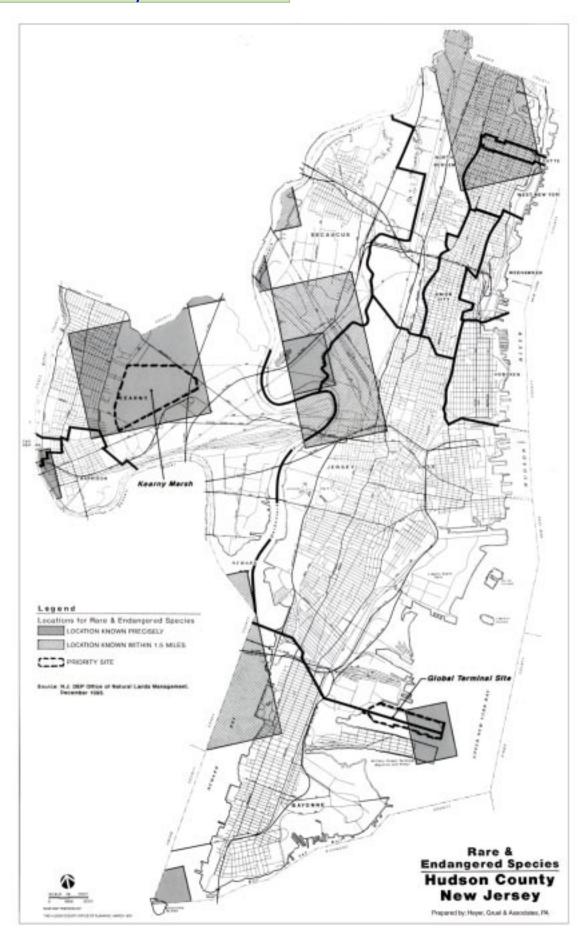
The Global Terminal Site is located in the Upper New York Bay in Jersey City and Bayonne. It is located in a highly industrialized region, and north of the former MOTBY terminal. The site is composed of man-made spoil fill with sand substrate. The site contains a habitat for the Least Tern, a State endangered bird species. It has a biodiversity significance of B5, which means it is of general biodiversity interest or open space.

The second priority site is the Kearny Marsh, located in the eastern section of Kearny within the HMDC jurisdiction. The Kearny Marsh is a remnant glacial lake wetlands complex which lies east southeast of the Town of Kearny and is bordered by Conrail tracks to the south, west and north and the New Jersey Turnpike to the east. The site contains habitats for a State endangered bird species, a heron rookery and an additional bird species of special concern. The endangered bird species is the Pied-Billed Grebe and the bird species of special concern is the American Coot. It has a biodiversity significance of B5, which means it is of general biodiversity interest or open space.

# **Implementation Plan**

#### Contamination

Hudson County contains over 545 contaminated properties, commonly referred to as "brownfield" sites. Redevelopment of these sites is difficult because of



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# **Conservation Plan**

# Table X-1 Rare and Endangered Species Hudson County

Name	Common Name	State Status	G RANK	S RANK	Date Observed	Location
Fulica Amercina	American Coot	D	G5	S1	1985	Kearny Marsh
Podilymbus	Pied-billed Podiceps	E/S Grebe	G5	S1	1986	Kearny Marsh
Coastal Heron rookery	Coastal Heron rookery		GU	S3	1985	Kearny Marsh, Bayonne
Falco Peregrinus	Peregrine Falcom	E	G4	S1	1994	Kearny Marsh; Saw Mill Creek WMA; South Kearny; Harrison (I-280 bridge); East Newark
Clemmys Insculpt	a Wood Turtle	Т	G4	S3	1953	North Bergen
Sterna antillarum	Least Tern	E	G4	S2	1985	Bayonne, Jersey City

Key: D – Declining species; E – Endangered species; T – Threatened species

Key: G Rank

G4: Apparently secure globally, although it might be rare in parts of its range.

G5: Demonstrably secure globally, although it might be rare in parts of its range.

GU: Possibly in peril range-wide but status uncertain.

Key: S Rank

- S1: Critically imperiled in New Jersey because of extreme rarity.
- S2: Imperiled in New Jersey because of rarity.
- S3: Rare in New Jersey.

Date Observed: Most recent date of observation for Hudson County location.

stringent state and federal laws. These sites, however, have significant development potential.

#### Action Strategy

- 1. Provide incentives for owners to clean-up brownfield sites through various techniques such as financial aid, infrastructure development or landbanking.
- 2. Improve access and infrastructure to contaminated development areas in order for them to develop to a reasonable potential.
- 3. Assist municipalities and property owners in accessing the Hazardous Discharge Site Remediation Fund (HDSRF) and other State programs that provide funding to prepare preliminary environmental assessments on contaminated sites.
- 4. Provide technical assistance to municipalities in designating environmental opportunity zones to encourage the clean-up and reuse of contaminated sites pursuant to the Environmental Opportunity Zone Act.
- 5. Support efforts to streamline the State regulatory process, particularly regarding contaminated sites so that clean up can occur in the most expeditious and efficient manner.

## Water Quality

The water quality of the tidal Passaic River, tidal Hackensack River, Kill Van Kull and Newark Bay is poor. Part of the pollution problem is caused by nonpoint sources, such as habitat destruction, urban runoff, chemical spills and landfills. Other pollution problems are caused by point sources, including illegal industrial and municipal wastewater discharges into the waterways. Dredging, which is necessary to ensure the longevity of the County's ports, should be evaluated in light of environmental concerns.

Action Strategy

- 1. Support the enforcement of State environmental regulations and monitoring which should reduce pollution from point sources.
- 2. Support the implementation of "best management practices" which should reduce pollution from non-point sources.
- Evaluate the possible use of environmentally safe dredge spoils as fill for economic development projects.
- 4. Support the implementation of the HMDC's 1997 Open Space Plan.

#### Air Quality

Air pollution problems in Hudson County have decreased. The County now meets the attainment standards for carbon monoxide, sulfur dioxide and nitrogen dioxide, although it is still a non-attainment area for ozone. Ozone air pollution is a regional problem largely attributable to industrial activities and motor vehicle emissions.

#### Action Strategy

1. Support measures which will reduce traffic congestion at the Hudson River crossings such as completion of the Light Rail Transit system and improved ferry, train and bus service.

# Flooding

Approximately 43 percent of the land in Hudson County is within the 100 year flood hazard area, much of which is already developed. Development projects that are well removed from the waterfront are required to obtain stream encroachment permits from the New Jersey Department of Environmental Protection (NJDEP). In addition, the unique characteristics of density in developed urban areas make traditional flood control techniques, such as on-site detention facilities, infeasible.

#### Action Strategy

- 1. Seek funding from the Army Corps of Engineers for flood control projects that do not compromise other County goals.
- Petition the Flood Emergency Management Association (FEMA) to update the flood hazard maps in Hudson County to reflect existing development.

#### Scenic Vistas

Hudson County's municipalities value their scenic vistas, which are regarded as important "natural resources." Jersey City has designated the New Jersey Turnpike extension as a scenic corridor. The eastern edge of the Palisades ridge provides beautiful views of the Manhattan skyline, the Hudson River, the Statue of Liberty and Ellis Island. Other scenic vistas are located along the Hackensack River, with its views of the marshes and habitats of the meadowlands, and the Passaic River, with its views of the Newark skyline.

Action Strategy

1. Provide financial and technical support for the Hudson River Waterfront Walkway and the Hackensack River Urban Promenade which will provide public access to the County's scenic vistas.

- 2. Support measures to protect scenic views, especially from public spaces such as parks and roads.
- 3. Provide development guidelines to municipalities for development of a coordinated waterfront walkway system.

# Historic Preservation Plan

# **Overall Policy Statement**

The preservation of historical resources is an extremely important component of the social fabric of our communities. Hudson County stands ready to be an active participant in historic preservation efforts, whether by direct involvement or as an aid and resource to its 12 constituent municipalities. Given the rich and colorful history of Hudson County, particularly as to its role as a culturally diverse home to immigrants for more than 300 years, it is important to continue efforts to preserve and protect the links to the past.

# Introduction

As one of the earliest developed areas of New Jersey, Hudson County contains many important historic and cultural landmarks. Beginning in 1985, the Municipal Land Use Law specifically enabled municipalities to include a master plan element to address historic preservation, as well as local ordinances to implement this part of the master plan. Several Hudson County municipalities have since established historic preservation commissions and historic preservation ordinances.

The purpose of a historic preservation plan is to identify Hudson County's historic resources and to recommend various strategies for their preservation. Preservation of historic and cultural resources is important in order to retain the unique character of Hudson County neighborhoods and to capitalize on these areas by spurring economic development and revitalization activities.

# Planning

The Hudson County Historic Preservation Plan is based on several resource documents, including the following:

- New Jersey Historic Preservation Plan
- The State Register of Historic Places, New Jersey Department of Environmental Protection.
- Hudson County: The Left Bank, by Joan F. Dougherty
- Municipal master plans

# **Historical Overview**

## 17th Century

Hudson County was originally settled by the Dutch when they claimed the land discovered by Henry Hudson, an employee of the Dutch East Company, in 1609. Michael Pauw, a burgomeister of Amsterdam, bought the land that extended from present day Hoboken and extended south to the Bayonne peninsula and called the land Pavonia. The initial settlers of Pavonia were Dutch farmers who set up farms in scattered sites throughout the area.

After the second Indian War in 1655, the Governor of New Amsterdam, Peter Stuyvesant, decreed that no settlement should be allowed in the outlying regions of New Amsterdam west of the Hudson River, except those established in concentrated villages. In August of 1660 a petition was presented by settlers to form a village in the high ground two miles west of the Hudson River. That village became Bergen, which was the first, permanent European settlement in New Jersey. Located at Bergen Square in Jersey City where Academy Street and Bergen Avenue intersect, Bergen became the headquarters for public activities, government and schools. Bergen eventually grew north until it encompassed all the land east of the Hackensack River that is now part of Hudson County.

By 1680, Hudson County contained several large plantations and scattered villages along the Hudson River shoreline. The Village of Communipaw was formed by farmers at the southern tip of present day Jersey City. New Barbados Neck was formed in 1668 when William Sandford purchased the land area that encompasses present day East Newark, Harrison, Kearny and their immediate neighbors in Bergen County and called the area New Barbados Neck.

In terms of civil boundaries, Hudson County was originally a part of Bergen County, which was organized in 1675. In 1693, the county was enlarged and divided into two townships, Bergen and Hackensack. Bergen generally encompassed the southern end of the county (present day Hudson County) with Hackensack located at the northern end of the county.

#### 18th Century

During the 18th century Hudson County remained largely rural. With the exception of mining in the New Barbados Neck section of the County, the entire province was agrarian as the Dutch were particularly devoted to the farming life. In the early 1700's, Arendt Schuyler discovered copper on his property in New Barbados Neck. Within a few years the copper was

being mined, sold and exported to Europe. By 1738, the Schuyler mine had produced 13,000 tons of ore and continued to operate on and off throughout the eighteenth and nineteenth centuries. This mine, along with the iron mine in Ringwood, provided the earliest heavy industrial activity in New Jersey.

Transportation access became increasingly important in Hudson County during the 18th century. During this time period New Jersey relied on a number of navigable rivers for the shipment of ores and farm goods. Augmented by ferries and roads, these waterways formed the freight transportation network of the state. In 1765, the State legislature passed an act to lay out a major road between Newark and Paulus Hook which used ferries to cross over the Hackensack and Passaic rivers. Hudson River ferries ran to New York from Communipaw, Pavonia, Hoboken, Weehawken and Paulus Hook, forming the central connection between the natural resources of New Jersey and the rest of the country and the market demands in the fast growing city on the east side of the Hudson River.

#### 19th Century

Initially, growth was slow to take place in Hudson County during the 19th century, mostly because of problems with New York in determining the boundaries between the two states. The boundary conflict created legal uncertainty over the use of shorefront property which hindered the sale of valuable waterfront lots in New Jersey. New York claimed that New Jersey could not build piers and wharves to accommodate local ferry operations because the New Jersey shoreline was considered New York territory. Other impediments to development resulted from the fact that Hoboken, Harsimus and Paulus Hook were close to the water and became islands separated from the mainland during high tide. An additional problem was the uncertainty over the conduct of government. While the City of Jersey City was incorporated in 1820, it was not until 1838 that the city had a workable governing structure with a common council and a mayor empowered to regulate public affairs.

By 1830 the County was poised between the old agrarian ways of the Dutch farmers and a new order of tough-minded industrial enterprise. The Dutch held onto their farms tenaciously, dividing them among their sons and passing them down through generations. New Barbados Neck was emerging as a suburb of Newark. On the eastern point of the Neck, two wooden toll bridges crossing the Hackensack and Passaic rivers had been erected in 1795 to supplant the ferries. In 1815 the residents of New Barbados chose a new name of Lodi in homage to Napoleon's victory over Austrian forces at a northern Italian town. The southern portion of Lodi became Harrison Township in 1840 and was named in honor of the hero of Tippecanoe, President William Henry Harrison.

Transportation improvements during the 19th century transformed the county from an agrarian society to an industrial powerhouse. In fact, by the end of the century, the railroads had obtained almost the entire Hudson County waterfront in an attempt to meet the increasing demand for rail freight services.

The explosive growth which followed the canal and railroads to Hudson County also produced demands for the subdivision of Bergen Township into smaller and more manageable local units. The first break occurred in 1838 when Jersey City became independent. Three years later the contiguous settlement of Harsimus obtained its own charter and became Van Vorst Township; in 1851, it merged with Jersey City. The biggest separation from Bergen occurred in 1843 when the area between the New Jersey Railroad cut and the border with Bergen County broke away to become North Bergen. In 1849 Hoboken Township severed its ties with North Bergen and in 1855 acquired a city charter.



In 1859 a real estate development called Guttenberg was settled within North Bergen and, in the same year, Weehawken became independent. Two years later West Hoboken Township and Union Township broke away. In 1861 Bayonne Township, the peninsula south of the Morris Canal, was removed from Bergen and in 1869 became Bayonne City. In west Hudson, Harrison lost the area north of Paterson Plank Road to Bergen County in 1852. Kearny became independent of Harrison in 1867 and in turn lost East Newark when the new borough was orga-

lost East Newark when the new borough was organized in 1895. In 1878 Guttenberg became independent. Union Town was created in 1864 and became West New York in 1898. Secaucus broke away from North Bergen in 1900. The last municipal boundary change in Hudson County occurred in 1925 when Union Town merged with West Hoboken to become Union City.

#### 20th Century

By the 20th century the major land development pattern in Hudson County was set. The County's population and employment growth, however, was reduced because of limitations in transportation capacity and changes in transportation technology.

Both world wars proved to be prosperous for Hudson County as vessels needed to carry men and supplies were manufactured in the County. However, like other urban areas, the post-war times destroyed Hudson's economy as the population and employment opportunities shifted to the suburbs. After World War II the demographic composition of the county changed dramatically with the arrival of African-Americans, Hispanics and then Asians to Hudson County. Throughout the first decades of the 20th century, West Indians and southern African-Americans arrived in a small but steady stream. The need for workers in the factories during World War II induced many more African-Americans to migrate from the South and this movement continued throughout the 1960s.

The first airborne migration, that of the Puerto Ricans starting in the late 1940s, introduced a new dimension into the population. In 1960 the first of two large waves of exiles from Castro's Cuba arrived in Hudson County. Unlike the Puerto Ricans who were concentrated in Jersey City and Hoboken, the Cubans moved to north Hudson County and crowded into Union City, West New York and North Bergen. Within a few years north Hudson County became second to only Miami in its number of Cubans. By April 1, 1980, 26 percent of the Hudson County population was Hispanic. When Congress changed the immigration law in 1965, the doors were open to Asian and Middle Eastern immigrants who began to arrive and radically change the racial composition of the county. Portuguese immigrants, who settled in the Ironbound section of Newark in the 1970s, started to move to Harrison, Kearny and East Newark by the end of the decade.

#### **Recent Events**

During the 1980s and 1990s the fate of Hudson County improved. In 1976 the New Jersey Sports and Exposition Authority, working with the New Jersey Meadowlands Commission (NJMC), built the Meadowlands racetrack and Giants football stadium in East Rutherford, just across the Bergen County border from Hudson County. The impact of the Meadowlands development upon Hudson County was immediate. Over 44,000 jobs were created in the region as hundreds of new businesses opened or relocated near the new entertainment and sports center.

The change was most apparent in Secaucus, where an abundance of empty land close to New York proved attractive to developers. Wholesale distribution centers were erected and evolved into retail outlets benefiting from the absence of a state sales tax on clothing. Private developers built townhouses, condominium towers, offices, two luxury hotels and the Riverside Hospital on the banks of the Hackensack River. By the mid-1980s Secaucus became a thriving commercial and residential center.

Another dramatic change has been the redevelopment of the Hudson County waterfront. Block after block of former railyards in Jersey City were redeveloped with new office and residential buildings. Still another major change took place in Hoboken, where blocks of well preserved brick and brownstone homes appealed to a new group of home buyers. Hoboken in the 1990s became a chic place to live, especially in its northern and eastern sections and along Washington Street. Hoboken has reacquired a Left Bank atmosphere. New galleries and music clubs have added to the image of Hoboken as an artistic enclave.

Bayonne, Kearny, Harrison and East Newark, industrialized communities with cores of good housing and strong retail centers, have suffered as has the rest of the region from factory closings and the decline of the railroads. These communities, however, have retained their appeal as semi-suburban communities with their prime locations near the commercial hub.

## **Inventory and Analysis**

Hudson County's rich history is evident in several sites with cultural, historical, or architectural significance. Appendix A lists the Hudson County properties that are on the State and/or National Historic Registers. The majority of the sites are located in Jersey City or Hoboken, which have 19 and 18 sites on the Registers, respectively. The remainder of Hudson County's municipalities contain three or fewer properties on the State and/or National Registers.

# New Jersey and National Historic Preservation Program

The National Historic Preservation Act of 1966, as amended, established a state/federal partnership in historic preservation. The federal Historic Preservation Fund was authorized to identify, recognize and preserve historic properties while the state responsibilities were placed under the auspices of the State Historic Preservation Office (SHPO). In New Jersey, the SHPO is under the Commissioner of the Department of Environmental Protection and the Historic Preservation Office serves as the SHPO's professional staff.

#### **Registers of Historic Places Programs**

The National Register of Historic Places is the official list of the United State's historic and cultural resources, including historic districts, sites, buildings, structures and properties representative of American archaeology, culture and engineering on the national, state or local level. The New Jersey Register lists the State's historic and cultural resources. It was created by the New Jersey Register of Historic Places Act of 1970 and is closely structured after the National Register as it uses the same eligibility standards, nomination forms and review processes. Properties on the State and National Registries are candidates for several protections and funding benefits.

New Jersey National Register nominations are prepared by individuals, cultural/historical groups, government agencies and consultants. The State Historic Preservation Office reviews the nominations and they are then presented to the New Jersey State Review Board for Historic Sites. If the State Review Board approves the nomination, it is sent to the SHPO. After the SHPO signs the nomination, the property is listed on the State Register and forwarded to Washington for consideration for the National Register.

#### National Register

Section 106 of the National Historic Preservation Act of 1966 provides for the review of properties listed

on, or eligible for, the National Register of Historic Places by any federal agency that is sponsoring or licensing a project which may impact these resources. The Advisory Council on Historic Preservation is allowed to comment on these projects as per Title 11 of the National Historic Preservation Act. The Advisory Council on Historic Preservation is an independent federal agency consisting of representatives from seventeen federal agencies and twelve private citizens appointed by the President

The SHPO is also given the opportunity to comment as part of the federal Section 106 process. The SHPO's consultation comments generally include an opinion of eligibility. If cultural resources are present that may be negatively affected by the project, the federal agency must work with the SHPO and the staff of the advisory council to resolve the conflicts.

#### New Jersey Register

The New Jersey Register of Historic Places Act provides a review procedure for state, county or municipal projects which would encroach upon New Jersey Register properties. It is the responsibility of the entity sponsoring the project to determine if a New Jersey Register property is impacted and provide information on the project's purpose and impact upon the historic property to the Commissioner of the State Department of Environmental Protection (DEP). Any project determined by the Historic Preservation Office to violate the Secretary of the Interior's Standards for Historic Preservation are considered encroachments. The Commissioner must authorize all encroachment projects. The New Jersey Register review process applies only to projects affecting properties on the New Jersey Register unlike the federal Section 106 review processes, which requires review of all projects affecting properties eligible for as well as listed on the National Register.

#### Certified Local Governments (CLG's)

The County should encourage its municipalities to apply to the New Jersey Department of Environmental Protection, State Historic Preservation Office, for certified local government status. Once certified, participating municipalities have greater access to a variety of funding sources for historic preservation efforts than non-certified municipalities.

#### Additional Historic Properties

There are several properties which have historical, cultural or architectural significance that are not on the State or National Historic Registers. However, determinations or opinions on their eligibility for listing on either Register have been made for 92 such prop-

erties in Hudson County. These properties have been issued a Certificate of Eligibility, Determination of Eligibility or SHPO opinion, as indicated in Appendix B.

#### Certificate of Eligibility (COE)

A COE is issued by the SHPO to properties not on the State Register so that they may apply for grants from the New Jersey Historic Trust. The COE states that the property is eligible for listing on the State Historic Register.

#### Determination of Eligibility (DOE)

The DOE is a formal opinion of eligibility for the National Register issued by the National Park Service. The DOE verifies that the site meets the criteria necessary for listing on the National Historic Register. Generally, a DOE is issued as part of the federal Section 106 program which requires that the impact of a federally funded project on all properties on the National Register or eligible for the Register be analyzed.

#### SHPO Opinion

The SHPO generally issues an opinion in response to a federally funded activity that will impact historic properties not yet listed on the National Register. The SHPO's comments are typically opinions of eligibility as formal determinations of eligibility are made by the National Park Service.

#### Local Certified Historic Districts

The National Park Service approves Local Certified Historic Districts as meeting the criteria for registration and being governed by a state or local statute that protects the historic resources of the district. Owners of income-producing buildings in local certified districts may qualify for a 20 percent investment credit for approved rehabilitation through the Preservation Tax Incentives for Historic Buildings Program. These districts are not included in the State or National Registers. The Southern Hoboken Historic District is Hudson County's only local certified historic district.

The New Jersey Municipal Land Use Law allows for the establishment of local historic districts. These districts are separate and distinct from the Certified Local Historic Districts, which are approved by the National Park Service. Two Hudson municipalities, Jersey City and Hoboken, have approved local historic districts with zoning controls. Historic Commissions have been established in each city to monitor development in these areas. Construction on existing structures as well as new development in the Historic Districts is subject to review by the Historic Commission, which attempts to maintain the existing historical character of the area via architectural controls. Structures are also protected against demolition except when absolutely necessary. The locations of the historic districts are depicted on the Historic & Cultural Resources Map.

#### Jersey City

Three of Jersey City's five historic districts, Van Vorst Park, Paulus Hook and Hamilton Park, were designated soon after the City's first Historic Preservation Ordinance was enacted in 1974. A Historic District Commission was also appointed in 1974 and given limited authority to review proposed facade rehabilitation and new construction in the historic districts. In 1980 two other historic districts in the downtown area were also designated. The newer districts are the Harsimus Cove and the Bergen Hill Historic Districts.

The Van Vorst Park Historic District is the largest of the City's historic districts. Containing the Jersey Avenue and Grove Street shopping areas, City Hall, the public library, factories and historic residential development dating from the mid to late 19th century, this district has the most diverse land uses of Jersey City's five historic districts.

The Paulus Hook Historic District is the earliest existing area of Jersey City. Containing a cross-section of building types dating back to the late 1830s, the development follows the town plan developed by the Associates of the Jersey Company in the beginning of the 19th century.

The Hamilton Park Historic District is a residential area dating from the mid-19th to the early 20th century that surrounds a 19th century urban park. The district contains examples of early 20th century tenement construction and rowhouses with Victorian detailing.

The Bergen Hill Historic District contains small, homogeneous frame and brick buildings from the late 19th century. The district has a low density residential character developed by 1900. The streetscape is well defined by the prevalence of Victorian rowhouses.

The Harsimus Cove Historic District exemplifies a late 19th century middle and working class residential neighborhood that developed rapidly in response to the nearby waterfront. The area is distinguished by blocks of two and three story rowhouses built between 1850 and 1887. Individual structures exemplifying the



Greek Revival, Gothic Revival, Romanesque and Renaissance Revival styles are interspersed throughout the district.

#### Hoboken

The Southern Hoboken Historic District and the Hoboken Historic District Commission were established by Ordinance in 1978. Hoboken's Historic Commission has duties similar to that of Jersey City's commission. The District was expanded slightly in August of 1992.

The Southern Hoboken Historic District contains many examples of historically significant buildings. The area is home to several late 19th and early 20th century structures. There are many blocks of townhouses interspersed with houses of worship. The brick and masonry buildings are of exceptional quality.

#### National Historic Landmarks

Hudson County is home to the five National Historic Landmarks. National Historic Landmarks are designated by the United States Secretary of the Interior and are also listed on the State and National Registers. These properties, however, have to meet a higher standard than properties that are listed on the State and National Registers. Landmarks are historically significant on a national level while properties on the State and local Registers may be significant on the local, statewide level. Further detail on Hudson County's National Historic Landmarks can be found in Appendix A.

# **Implementation Plan**

Historic designation can help in the revitalization of both residential and commercial neighborhoods. Municipalities are encouraged to protect their historic areas through the preservation of historic structures and the creation of historic districts. Historic preservation guidelines should be established to set the general requirements for historic properties. Properties located within historic districts or identified as historic sites are eligible for historic preservation tax incentives which help offset the costs of preservation.

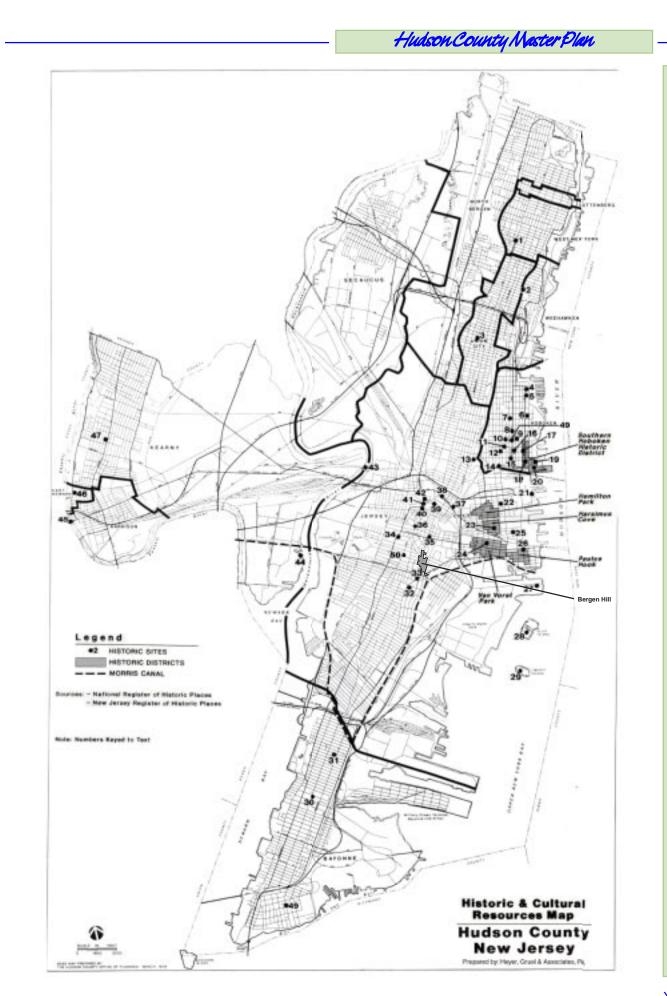
There are several State agencies that can provide both technical and financial assistance in historic preservation. The New Jersey Historic Trust is a nonprofit historic preservation organization created to preserve and protect New Jersey's historic resources. The New Jersey Legislature empowered the Trust with initiating and promoting preservation programs and encouraging public/private partnerships for historic preservation. These powers include raising and disbursing funds, acquiring holdings and disposing of personal property, accepting gifts, legacies and endowments and holding real property which has historic, aesthetic, or cultural significance.

The Trust provides a variety of funding mechanisms for properties that are listed on either the State or National Historic Registers or have a COE or DOE, although most of the funding is provided to properties that are listed on the Registers. Funding is provided by Bond acts approved by referendum which also funded the Historic Preservation Revolving Loan Fund. Over \$30 million in matching grants has been awarded to date.

The following five Hudson County properties have been grant recipients.

- Hoboken Terminal This grant has assisted in the repair of the ferry's terminal roof and clerestory, a first step in the ongoing restoration of this public building now used as a commuter rail terminal. This is one of the only two remaining terminals that made the Hudson County waterfront the most active rail and ferry passage in the country.
- Ionic House/Barrow Mansion (Jersey City): The grant has funded the restoration of the exterior and historically significant interior spaces of this historic building. It has also been used to rehabilitate secondary spaces for office use by twenty community service organizations.
- 3. Loew's Jersey Theater (Jersey City): The grant has funded exterior and interior stabili-





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zation and basic life-safety improvements to allow limited use of the building. This was one of the five magnificent "wonder theaters" built by Marcus Loew between 1927 and 1930 and remains one of the finest surviving theaters in New Jersey. The theater, once slated for demolition, was purchased by the City in 1993. The long term goal is for the theater to be used as a performing arts center.

- Saint Patrick's Church (Jersey City): The grant has funded restoration of the school's theater. Designed for children, this theater is a scaled-down version of an opera house. In its prime, the theater showed plays and hosted operettas.
- 5. Old Bergen Church (Jersey City): The grant was used to restore the church. The grant funded improvements to the roof, belfry and masonry, as well as painting and the addition of lightning protection.

#### **Cultural Resources**

Extraordinary cultural and historic resources have long been one of the greatest strengths of urban centers such as Hudson County. Cultural resources are necessary to both promote tourism and to provide amenities that will attract a good quality workforce and new residents. In addition, the arts are increasingly being considered a key element in successful downtown revitalization strategies. Urban centers are often the natural home for artists and cultural institutions. Jersey City, for example, has between 500 and 1000 artists living in the entire city and has created a Work And Live District Overlay (WALDO) zone to support resident artists in a downtown industrial area.

Further, the Park Theatre on Kennedy Boulevard in Union City, which was constructed in 1931, is the only institution in the County solely dedicated to the performing arts. The Theatre annually produces and presents the Passion Play, the oldest production of its kind in the U.S. Although the theatre is structurally sound, it requires updating, particularly to permit its use year round. Hudson County should emphasize the positive characteristics which distinguish it from suburban and exurban locations, such as cultural assets (Liberty Science Center, Jersey City Museum and Bayonne Cultural Center), recreational assets (Hackensack Meadowlands and Hudson River Waterfront Walkway) and historic assets (Statue of Liberty, Ellis Island and historic districts).



Action Strategy

- 1. Support the development of a performing arts center to provide a source of entertainment and to meet the needs of local performing artists.
- 2. Encourage the establishment of a performing arts high school by the Hudson County Schools of Technology.
- 3. Encourage the use of facade easements to preserve the appearance of historic buildings.
- 4. Encourage the adaptive reuse of historically significant structures for cultural facilities (i.e. Loew's Theater).
- 5. Encourage the creation of special interest districts (i.e. theater district, restaurant district) which builds on the County's unique cultural and historic resources.
- 6. Maximize access to historic and cultural facilities through public transportation and pedestrian walkway improvements.
- Support efforts to revise State building code requirements to permit special residential uses (i.e. artists) to live in industrial buildings.
- 8. Assist performing arts facilities, such as the Park Theatre, to explore funding sources for capital improvements.
- Support efforts by performing arts entities to establish secondary performance space (e.g. schools) to maximize cultural arts exposure to neighborhoods.



#### Appendix A Sites on State or National Historic Register Hudson County

Hudson County N	Naster Plan

**Historic Preservation Plan** 

	Name U.S. Post Office	Location West New York	Address 5415 Bergenline	State Register Date 01/13/86	National Register Date	Comments
	Hackensack Water	Weehawken	4100 Park Avenue	08/24/79	01/03/80	
3	Monastery Church of St. Michael the Archangel	Union City	2019 West Street	01/28/86	03/06/86	Monastery burned to ground 08/19/94, moderate smoke and water damage
1	Engine Company #2 Firehouse	Hoboken	1313 Washington Street	02/09/84	03/30/84	to church
	Washinton Street District	Hoboken	1200, 1202, 1204, 1206 Washington Street	12/03/86	03/09/87	
6	Edwin A. Stevens Hall of Technology	Hoboken	Stevens Institute	12/09/93	02/04/94	
	Engine Company #6 Firehouse	Hoboken	801 Clinton Street	02/09/84	03/30/84	
	Church of the Holy Innocents Firemen's Monument	Hoboken Hoboken	Willow Avenue & Sixth Street Garden Street, Church	02/04/77 02/09/84	05/24/77 10/30/86	
~	Farrier Ormany #5 Firsh aver	I labalian	Square Park	00/00/04	00/00/04	
	Engine Company #5 Firehouse	Hoboken	412 Grand Street	02/09/84	03/30/84	
	Keuffel and Esser Manufacturing	Hoboken	Third&Adams/Third&Grand	07/31/85 02/09/84	09/12/85 03/30/84	
	Engine Company #3, Truck #2 Firehouse Pohlmann's Hall	Hoboken	501 Observer Highway	02/09/84 07/09/85	03/30/84 09/05/85	
	Engine Company #3 Firehouse	Hoboken	154 Ogden Avenue 201 Jefferson Street	02/09/85	03/30/84	
			313-315 First Street	02/09/84		
	Jefferson Trust Company Engine Company #4 Firehouse	Hoboken Hoboken	212 Park Avenue	01/02/86	02/13/86 03/30/84	
	Assembly of Exempt Firemen	Hoboken	212 Park Avenue 213 Bloomfield Street	02/09/84	03/30/84	
	Hoboken City Hall	Hoboken	89-96 Washington Street	02/03/04	01/01/76	
9	Hoboken Land and Improvement Company Building	Hoboken	1 Newark Street	03/29/79	07/03/79	
0	Erie-Lackawanna Railroad and Ferry Terminal	Hoboken	Hudson Plaza	06/13/73	07/24/73	
	Holland Tunnel	Jersey City	N/A	11/04/93		National Historic Landm
2	Lembeck and Betz Eagle Brewing Company District	Jersey City	Includes 9th, 10th, Henderson and Manila Streets	05/17/84	06/21/84	Demolished
3	Grace Van Vorst Church	Jersey City	268 Second Street	05/24/79	08/01/79	
4 I	onic House-Dr. William Barrow Mansion	Jersey City	83 Wayne Street	12/20/76	05/02/77	
	Great Atlantic and Pacific Tea Company Warehouse	Jersey City	Provost Street	0/16/79	06/02/78	National Historic Landm
6	United States Post Office	Jersey City	Washington & Montgomery Stree	ts1/31/86	N/A	
	Jersey City Central Railroad Terminal	Jersey City	Johnston Avenue	08/27/75	09/12/75	
	Ellis Island	Hudson River				National Historic Monum
	Statue of Liberty Monument	Hudson River		08/16/79	10/15/66	National Historic Monum
1	First Dutch Reformed Church Bayonne Truck (Hook and Ladder House) Number One	Bayonne Bayonne	Avenue C & Corner 33rd Street 12 West 47th Street	10/23/81 09/11/75	04/22/82 01/02/76	
	Saint Patrick's Parish & Buildings	Jersey City	Ocean & Bramhall Avenues; Grant Street	03/17/80	09/17/80	
3	Fickens Warehouse	Jersey City	750-766 Grand Street	05/01/84	06/14/84	
	Fairmount Apartments	Jersey City	2595 Kennedy Boulevard	12/09/95	03/30/95	
	Jersey City Medical Center	Jersey City	Montgomery Street	03/19/85	11/27/85	
	Old Bergen Church	Jersey City	Bergen & Highland Avenues	06/13/73	08/14/73	
0	Jersey Čity High School (William Dickinson High School)	Jersey City	2 Palisade Avenue	12/23/81	06/01/82	
8	Hudson County Court House	Jersey City	Newark Avenue	06/12/70	08/25/70	
	Newkirk House	Jersey City	510 Summit Avenue	11/07/79	N/A	
	Labor Bank Building	Jersey City	26 Journal Square	05/01/84	06/14/84	
	Loew's Theater	Jersey City	54 Journal Square	08/15/85	N/A	
	Stanley Theater	Jersey City	2932 J.F.K. Boulevard	05/12/81	N/A	
	Portal Bridge, Pennsylvania, New Jersey and New York Railroad Co.	Kearny	Northeast Corridor Railroad Line Across the Hackensack	02/22/82	N/A	
Δ	Morris Canal		River (Secaucus Town)	11/26/73	10/01/74	
	Dock Bridge	Harrison	Over Passaic River, between Newark City and Harrison Town, Essex and Hudson	07/21/79	10/03/80	
	Clark Thread Company HistoricDistrict	East Newark	Counties 900 Passaic Avenue	06/02/78	06/02/78	
	National Historic Landmark Highland Hose #4	Kearny	72-74 Halstead Street	04/20/87	5/29/87	
	Our Lady of Grace Church	Hoboken	400 Willow Avenue	04/20/87 07/1996	5/29/87 N/A	
	The Hale-Whitney Mansion	Bayonne	100 Broadway	07/1996	N/A N/A	
	YMCA	Jersey City	645 Bergen Avenue	11/12/99		
. •	rce: New Jersey and National Registers of		2.0 20.90	,		

# Appendix B Properties Issued a SHPO Opinion or Certification/Determination of Eligibility

Name (where applicable)	Address	SHPO Opinion	Certification of Eligibility	Determination of Eligibility
Bayonne				
	873-875 Broadway	12/22/93		
Central Railroad of NJ Passenger Depot	8th Street	09/11/75		
(Demolished)				
Electro Dynamic Motor Company (ELCO)	North Avenue and Avenue A on	05/16/95		
Historic District	the Newark Bay 25-27 East 17th Street	09/30/91		
George Goldman Apartment Building Mount Carmel Church Historit District	25-27 East 17th Sheet	11/12/91		
Newark Bay Bridge				01/22/80
Pier No. 2 (Atlas Yacht Club Pier)		01/24/86		
Port Johnson Historic Sailing Vessels				01/24/86
School Number Two YMCA Building	26th Street Avenue E and East 22nd Street	08/19/77 11/12/91		
Thick building	Avenue L and Last 22nd Street	11/12/31		
Harrison				
Harrison Pubic Library	425 Harrison Avenue		07/31/91	
Jackson Street Bridge	Jackson Street over Passaic			06/11/80
U.S. Post Office	River 427 Harrison Avenue			01/31/86
Delaware, Lackawanna & Western RR,		05/03/96		01101100
Newark Grade Crossing				
Bridge Street Bridge		03/19/96		
Hoboken				
Our Lady of Grace Roman Catholic Church	400 Willow Avenue		12/15/94	
Port Authority Pier Headquarters		07/29/83		
Public School #5	Clinton and Second Streets	05/16/95		
Public School #7	80 Park Avenue	05/16/95		
Ocusthama Hababara Historia District	209 River Street	12/07/81		04/05/00
Southern Hoboken Historic District	Includes portions of Bloomfield, Hudson, Newark, River,	01/03/80		04/25/80
	Washington, First, Second,			
	Third & Fourth Streets; Observer			
	Highway			
	800-812 Willow Avenue	03/05/82		06/11/82
	501 Adams Street	08/20/99		
Cooper Hewitt Electric Co. Factory		08/11/99		
Jersey City				
Bergen Avenue Bridge	Bergen Avenue over Conrail	05/16/95		
Bergen Hill Historic District	-	02/04/91		
Car Float Transfer Bridges 1 & 2	Liberty State Park, Greenville	07/27/78		11/07/78
(Demolished)	Yard Complex	05/40/05		
The Commercial Trust Company Bank Communipaw-Lafayette Historic District	15 Exchange Place Lafayette, Bramhall, Pacific	05/16/95 05/16/95		
Communipaw-Lalayette Historic District	Halladay and Pine Streets	05/16/95		
Conrail Bridge, Milepost 2.77	Conrail over Central Railroad of	05/16/95		
	NJ Mainline	00/10/00		
Conrail National Docks Railroad Bridge,	Conrail over Pacific Avenue and	10/26/95		
Milepost 2.32	the Morris Canal			
Delaware, Lackawanna and Western Coal				04/26/84
Pier #5 Delaware, Lackawanna and Western		11/23/86		
Grain Trestle associated with Pier #6		11,20,00		
Engine Company Number 1 Firehouse	155 Morgan Street	05/16/95		
Engine Company Number 2 Firehouse	160 Grand Street	06/12/80		
Engine Company Number 7 Firehouse	666 Summit Avenue	06/12/80		
Engine Company Number 8 Firehouse	25 Edge Avenue	06/12/80		
Engine Company Number 10 Firehouse Engine Company Number 11 Firehouse	283 Halliday Street 152 Lincoln Street	06/12/80 06/12/80		
Engine Company Number 13 Firehouse	152 Linden Avenue	06/12/80		
Engine Company Number 14 Firehouse	46 Irving Avenue	06/12/80		
Engine Company Number 15 Firehouse	200 Sip Avenue	06/12/80		
Engine Company Number 17 Firehouse	110 Boyd Avenue	06/12/80		
Engine Company Number 18 Firehouse	218 Central Avenue	06/12/80		
Engine Company Number 19 Firehouse	2 Bergen Avenue	06/12/80		
Erie Lackawanna Railroad and Ferry Yard Erie Lackawanna Railroad and Ferry Yard		11/23/83 11/23/84		
Hoisting Engine House and Steam Engines		11/23/04		
Erie Station/Path Pavonia Station		11/23/84		
	89-92 Erie Street	07/02/80,		08/27/80
		06/18/81		
Erie Terminal Station of the Hudson				06/24/84
and Manhattan Railroad Company		0=//5/		
Firehouse #12	140 Morris Street	05/18/95		

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# Appendix B Properties Issued a SHPO Opinion or Certification/Determination of Eligibility

		SHPO	Certification	Determination
Name (where applicable)	Address	Opinion	of Eligibility	of Eligibility
(Continued)				
First Fidelity Bank	236 Martin Luther King Drive	09/19/95		
Gazebo and Bandstand	Lafayette Park, corner of	08/26/78		
Grace-Greenville Episcopal Church	Van Horne and Layfayette 154-158 Ocean Avenue	09/19/78 09/23/94		
Greenville Yard Piers	05 Uludaan Otaa at	00/00/05		09/08/81
Henry P. Hustead Privy Pit Jersey City Reservoir 2	35 Hudson Street	09/08/95 10/15/91		
Lackawanna Warehouse and Viaduct	16th Street between	05/16/95		
Ocean Avenue Bridge	Jersey Avenue and Grove Ocean Avenue over Conrail	05/16/95		
Our Lady of Victories Parochial School	238 Ege Avenue	05/16/95		
People's Palace Pier 19 (Demolished)	376-382 Bergen Avenue	03/22/95		10/20/78
Pier G (Demolished)	LLS Pouton 1.8.0	07/27/78		
Pulaski Skyway Rogers-Pyatt Shellac	U.S. Routes 1 & 9 39-41 Essex Street	08/04/83 05/16/95		
Company/A.A. Wald Marine Cargo.Salvors Warehouse				
Sacred Heart Roman Catholic Church	210-216 Martin Luther King Drive	09/19/95		
Complex Shavione-Bonomo Corporation	One Aetna Street at Jersey	05/16/95		
South Bergen Reformed First Congregational	Avenue 383-387 Bergen Avenue	05/16/95		
Church	0			
Saint Anthony's Polish Roman Catholic Church and School Complex	348-352 Sixth Street	04/13/94		
St. John's Church	3000 Kennedy Boulevard	11/20/91		
The Sevilla	2801 Kennedy Boulevard 57-59 Sip Avenue	12/28/93 06/26/89		
	273 & 273 1/2 Tenth Street	11/03/80		12/11/80
Timber Cribbing & Stratified Fill	Pavonia Avenue at Hudson River	07/09/79		
U. S. Routes 1 & 9 Historic District	54-88 Union Street	03/03/82 03/08/96		
Lower Hack Drawbridge		09/18/96		
Church of the Redeemer		03/13/97		
Public School 34		03/13/97		
West End through Truss Bridge Continental Can Company Complex		03/31/97 05/30/97		
Seaboard Terminal & Refrig. Corp. Complex		05/30/97		
	657 Bergen Avenue	12/08/97		
Jersey City Motor Vehicle Inspection Staion		06/09/98		
Grove Street Bridge West End Interlocking Tower		01/20/99 01/20/99		
Jersey City YMCA		01/20/99		
Peoples Gas Light		03/10/99		
Company/PSE&G Marion Office Historic District				
P. Lorillard Co./American Can		03/10/99		
Company Historic District St. Ann's Polish Roman Catholic Church	261-267 Van Wagenen	03/10/99		
Historic District				
New Jersey Art Foundry Brunswick Laundry Powerhouse		03/10/99 03/10/99		
Erie Railroad Marion Main Line Historic District		03/10/99		
Jersey City Waterworks Pipeline		05/07/99		
New Jersey Railroad Bergen Cnt Historic District		05/21/99		
Kearny Fed. Shipbuilding Corp. Adminis. Bldg. (Talbot Hall)		02/14/96		
U.S. Route 1 & 9 Historic District		03/08/96		
N.J. Route 7 Bridge		07/11/96		
Lower Hack Drawbridge U.S. Rt 1 & 9 Truck Bridge		09/18/96 09/27/96		
Hudson Tower		09/27/96 02/06/97		
Vessel #99		08/30/76		
North Bergen				
D'Icari Auto Body Shop	3701 Tonnelle Avenue	07/24/95		
Lower Bergenline/Broadway Historic District	Bergenline, Palisade, Hudson and 54th Streets	05/16/95		

# Appendix B Properties Issued a SHPO Opinion or Certification/Determination of Eligibility

Name (where applicable)	Address	SHPO Opinion	Certification of Eligibility	Determination of Eligibility
(Continued)				
Pels Factory/Book Mart Pres Sturdges-Gualtieri House	2001 42nd Street 1629 Union Turnpike	07/24/95 07/24/95		
Secaucus				
HX Drawbridge 5.48 Portal Tower	Bergen County Line	04/02/92 02/06/97		
Union City				
Bergenline Avenue Commercial Historic	Bergenline Avenue from 47th to 32nd Street	05/16/94		
Doric Temple	906 Palisade avenue	10/18/95		
Emerson High School		12/14/77		
Masonic Temple	4613 Cottage Street	05/16/95		
Poidebard Silk Works	Hudson Station	08/22/91		
Summit Avenue Commercial District	Summit Avenue from 9th Street to 32nd Street	10/18/95		
Union City Hall	3709-15 Palisade Avenue	10/18/95		
Union Hill High School		12/14/76		
Old Hillside Trolley Horseshoe Curve		05/21/99		
Weehawken				
Erie Railroad Pier D and Piershed				09/12/84
North Hudson Hospital	4300 Park Avenue	01/03/80		
		00/00/00		04/15/80
		03/26/80		
Gregory-Highpoint Historic District	Gregory Avenue, Highpoint Avenue, Lincoln Place, Zerman Place	05/16/95		
King's Bluff Historic District	King Avenue, Hamilton Avenue Bellevue Street, Kingswood Road King's Bluff Road	05/16/95		
N.J. Route 495 Viaduct	NJ Route 495 over Baldwin Avenue and Conrail	05/16/95		
Shippen St. Double Hairpin Ramp		12/08/97		
West New York				
Pier 7 Grain Elevator and Extension Pier				12/10/84
Remains of Pier 8 Grain Elevator				09/12/84
S.S. Newton Shipwreck Site	Midway Between Ellis and Liberty Island			07/12/76
Source: New Jersey and National Register	,			

# Comparison With Other Plans

# Introduction

Both the State Development and Redevelopment Plan and the Municipal Land Use Law stress that master plans consider the relationship of the master plan to plans of contiguous municipalities, county plans, and the New Jersey State Development and Redevelopment Plan (SDRP). The intent is to coordinate planning and land use activities among communities and to reduce potential conflicts. This section reviews the plans and zoning ordinances of the counties and municipalities bordering Hudson County including New York City, as well as the New Jersey Meadowlands Commission and SDRP.

The lack of coordination and consistency among different levels of government is a factor in many of the problems and issues facing Hudson County. While many municipalities have interlocal agreements for some shared services, problems remain in minimizing conflicts at municipal borders. The Hudson County Master Plan helps to minimize future conflicts by identifying and analyzing the major development projects anticipated in the County over the next twenty years.

# Planning

The following documents were evaluated as part of this analysis:

- Municipal master plans
- Bergen County Master Plan
- Essex County Master Plan
- Union County Master Plan
- New Jersey Meadowlands Commission (NJMC) Master Plan and Open Space Plan
- "A Region at Risk" The Third Original Plan for the New York-New Jersey-Connecticut Metropolitan Area by Regional Plan Association
- New Jersey State Development and Redevelopment Plan
- Hudson County Urban Complex Strategic Revitalization Plan, 1999
- Hudson County Cross Acceptance Report, 1998

# **Adjacent Counties and Municipalities**

The Hudson County Master Plan is substantially consistent with the land use patterns in adjacent counties and municipalities. The land use conflicts that exist are minimized by Hudson County's unique geography. The County consists of two peninsulas surrounded by bodies of water that buffer it from land uses in adjacent counties and municipalities. This section compares the Hudson County Master Plan to the zoning of the counties and municipalities that are adjacent to the County as well as the New Jersey Meadowlands Commission and State Development and Redevelopment Plan (SDRP).

## Bergen County

Bergen County borders Hudson County to the north and northwest. The zoning and land use in southern Bergen County are substantially consistent with the Hudson County Master Plan. Growth is being directed to existing and planned centers of development. Major new development will be funneled to regional and subregional centers such as Paramus and Hackensack where adequate infrastructure exists. This conforms to the goals of the Hudson County Master Plan. Hudson County will take advantage of its extensive infrastructure.

Nine municipalities in Bergen County border Hudson County to the north and northwest. The zoning and land uses in these municipalities are substantially consistent with the Hudson County Master Plan. To the north, lying west of the Hudson River, are Edgewater, Cliffside Park, and Fairview. These are older, urban communities with a mix of densely populated residential areas, service sector commercial growth, and industrial redevelopment similar to northeastern Hudson County. To the northwest, in the Meadowlands, are Ridgefield, Carlstadt, East Rutherford, Rutherford, Lyndhurst, and North Arlington. These are newer, more suburban communities with less densely populated residential areas, retail and office commercial growth, and industrial redevelopment similar to northwestern Hudson County. The six municipalities that border Hudson County to the northwest are largely within the zoning jurisdiction of the New Jersey Meadowlands Commission which will be discussed later in this section. The three municipalities that border Hudson County to the north are discussed below.

#### **Fairview**

The zoning and land use in Fairview are substantially consistent with the North Bergen Land Use Ordinance and Hudson County Master Plan. The land bordering Hudson County in Fairview is zoned In-

dustrial (I), Commercial (B, B-1), and Residential (R-A, R-B, R-C, R-E). The I zone in Fairview adjoins an industrial zone in North Bergen between Tonnelle Avenue and the Hackensack River to the west. The B and B-1 zones in Fairview are adjacent to a commercial zone in North Bergen that runs from JFK Boulevard to Bergenline Avenue along the border between the two municipalities. The R-A, R-B, R-C, and R-E districts span the North Bergen border from Broad Avenue east to the Cliffside Park municipal boundary. They contain a mix of single-family, multifamily, and high-rise housing that is similar to the residential pattern in North Bergen between Tonnelle Avenue and the Hudson River. Although a part of Fairview's residential zone abuts North Hudson Park in North Bergen, it is a complementary use rather than an incompatible use.

#### Cliffside Park

The zoning and land use in Cliffside Park are substantially consistent with the North Bergen Land Use Ordinance and Hudson County Master Plan. The land bordering Hudson County in Cliffside Park is zoned Residential (R-2, R-3) and Commercial (C-1). The R-2 and R-3 zones in Cliffside Park adjoin a residential zone in North Bergen from Palisade Plaza east to Riverside Place. The C-1 district in Cliffside Park borders the same residential district in North Bergen that runs from Palisade Plaza to Riverside Place. While the C-1 zone appears incompatible with the adjacent residential zone, the conflict in uses is mitigated by the small size of the C-1 zone and its neighborhood services function.

#### **Edgewater**

The zoning and land use in Edgewater are substantially consistent with the North Bergen Land Use Ordinance and Hudson County Master Plan. The land bordering Hudson County in Edgewater is zoned Office Research (OR), permitting office development with associated activities such as retail, food service, and a hotel. The OR zone adjoins North Bergen's waterfront/riverside mixed-use zone from the Hudson River west to River Road and a residential zone from Bulls Ferry Road to the Cliffside Park border. The OR zone and waterfront/riverside mixed-use zone are complementary because both permit a wide range of uses such as offices, research, retail, and food service. The OR district adjoins a residential district from Bulls Ferry Road north to the Cliffside Park border. The inconsistency in land use is moderated by the Palisades, which vertically separate most of the residential zone in North Bergen from the OR zone in Edgewater. Potential conflicts may be moderated further by the development of a hotel in Edgewater's

OR zone, which is contemplated by the Municipal Land Use Ordinance.

#### The Meadowlands District

The New Jersey Meadowlands Commission (NJMC) administers a 32 square mile Hackensack Meadowlands District that includes portions of 14 municipalities in Hudson and Bergen Counties. It has jurisdiction over land use planning, zoning and site plan and subdivision approval in the District. The NJMC is currently re-examining and updating its Master Plan. The Land Use Element of the NJMC's Master Plan is substantially consistent with the Hudson County Master Plan. The principal goal is to promote economic development, employment growth and housing construction in designated centers while preserving and enhancing the natural environment. More recently, the NJMC has begun to place greater emphasis on open space preservation and acquisition, culminating in the adoption of a new Open Space Plan in 1997. Hudson County, through the Land Use Element of the County Master Plan, also seeks to maintain and improve those areas that are centers of population and employment while improving the County's overall quality of life. Although the NJMC retains authority over land use planning and zoning in the Hackensack Meadowlands District, the development that occurs in the District directly affects Hudson County and is discussed below.

Six Bergen County municipalities border Hudson County to the northwest within the Meadowlands District. To the northwest, on the east bank of the Hackensack River bordering North Bergen, is Ridgefield. To the northwest, on the west bank of the Hackensack River opposite Secaucus, is Carlstadt, East Rutherford, Rutherford and Lyndhurst. Further west, on the Passaic River to the north of Kearny, is North Arlington. These municipalities have been heavily influenced by the geography of the Meadowlands District and share a similar development pattern with the Hudson County municipalities adjacent to them. As a result, the Bergen County municipalities have zoning and land uses that are substantially consistent with the Hudson County Master Plan. The six municipalities that border Hudson County to the northwest within the Meadowlands District are discussed below.

#### **Ridgefield**

The zoning and land use in Ridgefield are substantially consistent with the NJMC Master Plan for North Bergen and the Hudson County Master Plan. The land bordering Hudson County in Ridgefield is zoned Light Industrial and Distribution B and Marshland

Preservation. These uses are expected to continue as the NJMC updates its Master Plan. The Light Industrial and Distribution B zone in Ridgefield is adjacent to a Light Industrial and Distribution B in North Bergen that follows Bellmans Creek from Fairview Avenue southwest to the New York Susquehanna and Western Railroad (NYS&W Railroad) crossing. The Marshland Preservation district in Ridgefield borders a Light Industrial and Distribution B, Light Industrial and Distribution A, and Marshland Preservation district in North Bergen that follows Bellmans Creek southwest from the NYS&W Railroad crossing to the Hackensack River. The conflict between the Marshland Preservation zone in Ridgefield and the Light Industrial and Distribution zones in North Bergen is moderated by the Bellmans Creek buffer that separates them. The NJMC also plans to extend a Wetland Conservation Area northeast along Bellmans Creek in North Bergen to the NYS&W Railroad crossing.

#### Carlstadt

The zoning and land use in Carlstadt are substantially consistent with the NJMC Master Plan for North Bergen and Secaucus in addition to the Hudson County Master Plan. The land in Carlstadt that borders North Bergen and Secaucus is zoned Planned Development Center 1 (PDC-1) specially planned area (SPA), Marshland Preservation, and Waterfront Recreation. These uses are expected to be replaced at least partially by a Wetlands Conservation Area as the NJMC updates its Master Plan and implements its Open Space Plan. A redevelopment plan for the PDC-1 SPA is under review at this time.

The PDC-1 SPA, Marshland Preservation, and Waterfront Recreation zones in Carlstadt border a Marshland Preservation and Waterfront Recreation zone in North Bergen and Secaucus. The PDC-1 SPA zones in Carlstadt are opposite Marshland Preservation zones that follow the Hackensack River from Bellmans Creek in North Bergen south to Paterson Plank Road in Secaucus. The conflict in uses will be eliminated because the NJMC plans to create a Wetland Conservation Area out of the PDC-1 SPA. The Marshland Preservation zone in Carlstadt borders a Marshland Preservation zone and Waterfront Recreation zone in Secaucus. These uses are largely compatible and any conflict is lessened by the Hackensack River separating them. The Waterfront Recreation district in Carlstadt is opposite a Marshland Preservation district on the Hackensack River in Secaucus.

#### East Rutherford

The zoning and land use in East Rutherford are sub-

stantially consistent with the NJMC Master Plan for Secaucus in addition to the Hudson County Master Plan. The land in East Rutherford across the Hackensack River from Secaucus is zoned Waterfront Recreation, Marshland Preservation, and Parkside Residential. The Parkside Residential zone is expected to be replaced by an expanded Wetland Conservation zone when the NJMC completes its Master Plan revision.

The Waterfront Recreation zone in East Rutherford borders a Waterfront Recreation zone along the Hackensack River in Secaucus. The NJMC Master Plan update contemplates replacing the Waterfront Recreation zone with a compatible residential zone containing a waterfront trail or esplanade. The Marshland Preservation zone in East Rutherford is located across the Hackensack River from a Waterfront Recreation zone and Commercial Park zone in Secaucus. The NJMC is expected to redesignate this area a mixed-use commercial and residential zone in its updated Master Plan. Any potential incompatibility between the Marshland Preservation zone and the anticipated commercial zone is reduced by the broad separation of the Hackensack River. The Parkside Residential zone in East Rutherford borders an Island Residential zone in Secaucus. Although the NJMC has replaced the Parkside Residential zone with a Wetland Conservation Area, it remains compatible with the Island Residential use across the river.

#### **Rutherford**

The zoning and land use in Rutherford are substantially consistent with the NJMC Master Plan for Secaucus in addition to the Hudson County Master Plan. The land in Rutherford that borders Secaucus is zoned for Marshland Preservation. The NJMC recently changed this to a Parks zone in its most recent Open Space Plan. The Parks zone in Rutherford is across the Hackensack River from an Island Residential zone in Secaucus. Land at the River is now part of the Meadowlands Golf Course Redevelopment Area and may eventually be the location for several golf holes. Therefore, the adjoining zones in Rutherford and Secaucus are consistent and are compatible with nearby residential uses.

#### Lyndhurst

The zoning and land use in Lyndhurst are substantially consistent with the NJMC Master Plan for Secaucus and Kearny in addition to the Hudson County Master Plan. The land in Lyndhurst that borders Kearny and is opposite the Hackensack River from Secaucus is zoned Marshland Preservation. The NJMC expanded this zone and redesignated it a

Wetland Conservation Area in its most recent Open Space Plan. The Wetland Conservation Area in Lyndhurst borders a Marshland Preservation district in Kearny and is across the River from a narrow Marshland Preservation district in Secaucus. Both zones have also been changed to a Wetland Conservation Area that is consistent with the zoning and land use in Lyndhurst. Although the NJMC is still updating its Master Plan, it appears that the zone immediately east of the Wetland Conservation Area in Secaucus will be zoned for mixed-use development associated with the NJ Transit Secaucus Transfer Station. The impact of development in this zone on the Wetland Conservation Area along the Hackensack River will be greater than anything that occurs in Lyndhurst.

#### North Arlington

The zoning and land use in North Arlington are substantially consistent with the NJMC Master Plan for Kearny and the Hudson County Master Plan. The eastern one-third of North Arlington bordering Kearny is in the Meadowlands District while the western twothirds is outside the District.

The land inside the Meadowlands District bordering Kearny is zoned Park and Recreation, although it has been used as a landfill. The NJMC has designated this zone a Landfill Restoration Area in its most recent Open Space Plan. It is adjacent to a district in Kearny that has also been used as a landfill and has recently been zoned a Landfill Restoration Area. The zoning along the eastern section of the North Arlington-Kearny border is consistent and free of any land use conflicts. Land is now part of the Meadowlands Golf Course Redevelopment Area. 1-E Landfill in North Arlington and Kearny is part of this redevelopment area also.

The land in North Arlington outside the Meadowlands adjacent to Kearny is zoned Public and Semi-Public, Commercial, Multi-Family Residential, and One- and Two-Family Residential. The Public and Semi-Public zone in North Arlington borders a cemetery in a Semi-Public zone in Kearny to the east of Schuyler Avenue. In addition, the Porete Avenue Redevelopment Area, which acknowledges the industrial character of the area, is adjacent to the Kearny border. The zoning and land uses along this section of the municipal boundary are consistent and compatible. The Commercial district in North Arlington that borders Kearny is adjacent to a mixed commercial and residential district that runs from Kearny Avenue east to Schuyler Avenue. The commercial uses are dominant and compatible with adjacent land-uses while the residential

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uses are concentrated near Kearny Avenue and are in conflict with adjacent land-uses. The Multi-Family Residential zone in North Arlington abuts a One- and Two-Family zone in Kearny that follows Belleville Turnpike from Kearny Avenue west to Clinton Avenue. The One- and Two-Family Residential area in North Arlington borders on a One- and Two-Family Residential zone in Kearny that begins at Grand Avenue and continues west to Webster Avenue. The zoning and land uses are consistent and compatible. Another Commercial zone in North Arlington straddling River Road is opposite a Park zone in Kearny that lies between Passaic Avenue and the Passaic River to the west.

#### Essex County

Essex County borders Hudson County to the west, with the Passaic River and Newark Bay separating them. The zoning and land uses along the Essex County border are substantially consistent with the Hudson County Master Plan. The two municipalities that will be discussed in this section, Belleville and Newark, share a land use pattern that is similar to Hudson County. They are older, fully developed communities that are trying to address the same issues as their neighbors in Hudson County. Kearny, East Newark, and Harrison, communities that border Essex County, have zoning and land-uses that are largely compatible with the following Essex County municipalities:

#### <u>Belleville</u>

The land use and zoning in Belleville are generally inconsistent with the Kearny Land Use Ordinance and the Hudson County Master Plan. The land bordering Kearny in Belleville is zoned Two-Family Residential (RB) and Industrial (IB). The RB district in Belleville is opposite a Park district on the Passaic River in Kearny. Although the RB zone in Belleville includes busy State Route 21, the zoning is relatively consistent and the land uses are complementary. Any adverse impact from State Route 21 is mitigated by the presence of the Passaic River. The IB zone in Belleville also borders a Park zone along the Passaic River in Kearny. This conflict in zoning and land use is moderated by the Passaic River buffer between the zones. However, there is limited opportunity to resolve the conflict because the eastern section of Belleville is primarily industrial and commercial while the western section of Kearny is mostly residential. Newark

The land use and zoning in Newark are generally consistent with the Kearny, East Newark, and Harrison

**Comparison with Other Plans** 

# Hudson County Master Plan

Land Use Ordinances and the Hudson County Master Plan. The primary exception is the border of northeastern Newark and northwestern Kearny along the Passaic River. The land in Newark opposite the Passaic River from Kearny, East Newark, and Harrison is zoned Industrial.

Newark borders Kearny along the Passaic River to the northeast and east. The land in northeastern Newark on both sides of State Route 21 (McCarter Highway) is zoned I2 and I3. It is across the Passaic River from a Park zone in northwestern Kearny that begins at the North Arlington border and extends south to Bergen Avenue. From Bergen Avenue south to the East Newark border, most land in Kearny on the Passaic River is zoned Industrial and is consistent with the zoning in Newark.

The land in eastern Newark along the Passaic River, on the periphery of the Ironbound, is zoned I1, I2, and I3. It is adjacent to an area of South Kearny zoned for industrial use that extends from Harrison's eastern border to the southern terminus of Central Avenue on Newark Bay. The zoning and land use along this section of the Newark-Kearny border are consistent and compatible with each other.

Newark is opposite the Passaic River from East Newark, a small municipality wedged between Kearny and Harrison. The section of Newark that is across the river from East Newark is zoned I2. It parallels an area of East Newark that is also zoned Industrial. The zoning and land uses along this section of the border are consistent and compatible.

Newark's central business district is bordered by Harrison to the east. The land along the Passaic River in this section of Newark is zoned I2, although the industry disappeared years ago and much of the land is vacant. The area of Harrison opposite Newark's Central Business District is also zoned Industrial. However, much of this land is also vacant and is currently the subject of redevelopment efforts. The current zoning and land uses in both municipalities are consistent and compatible. Future efforts to redevelop the riverfront in Newark and Harrison are expected to be commercially oriented with waterfront access, preserving the compatibility of uses.

#### Union County

Union County is located on Newark Bay to the southwest of Bayonne and Hudson County. Although the two counties share a border in the center of Newark Bay, they are separated by over one mile of open water. The zoning and land use in Union County have a minimal impact on Hudson County. Therefore, it is unnecessary to do a detailed zoning and land use comparison. However, it should be noted that the land in Union County bordering Hudson County is zoned Industrial because it is part of the Port Authority of New York and New Jersey's Port Elizabeth complex.

## New York City

This plan recognizes there is a relationship between New York City and Hudson County because of their proximity. Effects of this constantly changing City on proposed development should be considered. Impacts to be heeded include: the water quality of the Hudson River and New York Bay; transportation to and from Manhattan; and waste management practices and regulations covering the trucking of waste from New York through Hudson County in a safe and sanitary manner.

# New Jersey Meadowlands Commission (NJMC)

The NJMC is an autonomous agency within the New Jersey Department of Community Affairs. It is a regional planning authority charged with promoting economic development and environmental conservation and improvement in the 19,736 acre Meadowlands District. Four Hudson County municipalities, Jersey City, Kearny, North Bergen, and Secaucus, are located in the District. The NJMC has jurisdiction over zoning and land use matters in the areas of these municipalities within the District. The zoning and land use in the Meadowlands District are substantially consistent with the Hudson County Master Plan. The NJMC is currently updating its Master Plan, which was prepared and adopted in 1970.

The section of Jersey City within the Meadowlands District will likely be designated for mixed-use redevelopment and intermodal freight transport. This conforms to the County Master Plan which designates the Duffield Avenue/St. Paul's Avenue area for mixeduse redevelopment and the Secaucus Road area for industrial development. The section of Kearny within the District is likely to be designated as open space and wetland conservation as well as industrial redevelopment. This is consistent with the County Master Plan goal of protecting environmentally sensitive areas and promoting redevelopment in the South Kearny industrial area. The area of North Bergen within the Meadowlands District will likely be zoned for open space and wetland conservation in addition to commercial/warehouse use. This complements the Hudson County Master Plan goal of protecting environmentally sensitive areas and promoting development along West Side Avenue that capitalizes on the County's intermodal links and proximity to New York

City. The area of Secaucus located in the District is expected to be reserved for open space and recreation, mixed residential-commercial, and transportation related uses. This conforms to the County Master Plan goal of protecting environmentally sensitive areas, promoting appropriate waterfront development along the Hackensack River, and encouraging development at the NJ Transit Secaucus Transfer Station that supports mass transit usage.

#### New Jersey State Development and Redevelopment Plan (SDRP)

The Hudson County Master Plan is substantially consistent with the plans and policies of the New Jersey State Development and Redevelopment Plan (SDRP). The SDRP was readopted on March 1, 2001.

The Plan was prepared through a cross-acceptance process that compared the planning policies among various government levels with the purpose of attaining compatibility among municipal, County and State plans. Hudson County has taken a unique approach to the SDRP by being designated an Urban Complex. The Urban Complex designation recognizes Hudson County's highly urbanized and integrated character and provides the opportunity to implement the SDRP on a County-wide basis. The SDRP divides land into five different categories called Planning Areas. Hudson County is located entirely in the Metropolitan Planning Area (PA1) with the exception of Liberty State Park (Park and Recreation Area) and areas under the jurisdiction of the NJMC. The intent of the PA1 Metropolitan Planning Area is to create cooperative regional programs and processes that empower municipalities to jointly replace aging infrastructure, maintain and expand employment opportunities, upgrade housing to attract a balanced residential population, stabilize a threatened environmental base, protect the existing community character, manage traffic effectively, and create greater opportunities for intra-metropolitan public transportation. The SDRP makes public and private investment and reinvestment in the PA1 Metropolitan Planning Area a principal priority of State, regional, and municipal programs. The Urban Complex designation builds on the PA1 Metropolitan Planning Area goals by enabling an Urban Center such as Jersey City and adjoining municipalities to implement a broad-based Strategic Revitalization Plan.

The Hudson County Master Plan is consistent with the SDRP. The goals and objectives of the County Master Plan, especially improving the quality of life for residents, revitalizing the commercial and industrial base, preserving the character of established neighborhoods, improving the transportation network, and increasing the tax base, are consistent with the PA1 Metropolitan Planning Area designation and appropriate for an Urban Complex.

The SDRP emphasizes center oriented development patterns that create "Communities of Place." Jersey City is designated an Urban Center and Hudson County is designated an Urban Complex. An Urban Center is a city of state-wide importance with a high intensity of population and mixed land uses, including industrial, commercial, residential, and cultural uses. An Urban Complex is an Urban Center with two or more municipalities in the surrounding PA1 Metropolitan Planning Area that exhibit a strong intermunicipal relationship, based on socio-economic factors, public facilities, and public services. The Urban Center and Urban Complex designation recognizes that cities and their surrounding municipalities are the historic focus of growth in New Jersey. These designations promote Hudson County's growth and revitalization, ensuring that it is given priority for State, regional, and municipal investment.

As part of the County's second cross acceptance process, a report was completed and adopted in May 1998. The report assesses the County's present situation and provides for a comparison with 1992 issues. The report established a number of major issues important to the long term health, safety, welfare and quality of life for Hudson County residents.

The Hudson County Strategic Revitalization Plan was endorsed by the State Planning Commission on January 27, 1999 and is part of the Hudson County Master Plan by reference. The Strategic Plan was the first regional planning document endorsed by the State Planning Commission.

# **2002 MASTER PLAN**

Hudson County, New Jersey

Adopted February 20, 2002

Prepared by

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The original of this report was signed and sealed in accordance with N.J.S.A. 45:14A-12.

**County of Hudson** 

Borivoj Jasek, PE, P.P. #4916 County Engineer

Stephen D. Marks, P.P. #5685 Acting Director of Strategic Revitalization

# Hudson County Naster Plan

# **Credits**

County Executive Bernard M. Hartnett Jr.

#### **Hudson County Freeholders**

Silverio Vega, Chairman Albert Cifelli, Vice Chairman Barry Dugan, Chairman Pro-Tem Nidia Davila-Colon Barry Dugan Maurice Fitzgibbons Thomas Liggio William O'Dea Brian Stack

#### **Hudson County Planning Board Members**

Sebastian D'Amico Mary E. Avagliano Jude Fitzgibbons Ann Marie Iannicco Borivoj Jasek Peter Higgins Lorenzo Quiambao

#### **Hudson County Mayors**

Joseph V. Doria, Bayonne Joseph R. Smith, East Newark David DelleDonna, Guttenberg Raymond McDonough, Harrison David Roberts, Hoboken Glenn Cunningham, Jersey City Alberto Santos, Kearny Nicholas J. Sacco, North Bergen Dennis Elwell, Secaucus Brian Stack, Union City Richard R. Turner, Wehawken Albio Sires, West New York

#### **Hudson County Engineer**

Borivoj Jasek, P.E., P.P.

#### Acting Director, Office of Strategic Revitalization

Stephen D. Marks, P.P., A.I.C.P.

#### **Consultants**

Heyer, Gruel & Associates, PA Planning and Project Management

Planners Diversified (Economic Plan)

Schoor DePalma (Circulation Plan)