New Jersey Planning Officials Educational Program
February 11, 2007

BOARD MEMBERS GUIDE TO PLANNING AND ZONING

This document is a supplement to the NJPO Educational Program offered by the NJPO for Board Members. Refer to the NJ Municipal Land Use Law (MLUL), local Master Plan and local Land Use Ordinance for additional information and detailed guidance.

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INTRODUCTION

Welcome to New Jersey Planning Officials....Board Member's Education Program.

I am Rob Reid, Professional Planner and Vice President of Marathon Engineering with offices in Absecon & Swedesboro NJ. As for my experience, I have served as the planner for the Absecon Planning Board for the last 9 years. I have past experience serving as a zoning board member for 8 years. I have over 30 years experience in the land development process.

As planning officials we have the tools we need to create and maintain good communities....

I enjoy the planning profession and sincerely want to share my enthusiasm and experience with you all. That is why I am here today.

You each serve your community as a volunteer...you have the ability to make the right things happen and to shape your community's future....

Planners tell you the ramifications of your decisions....

You, as members of the board, are required to make the sometimes, hard decisions....

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Planning and zoning is not new; it goes back many years....

It did not start with the adoption of MLUL Chapter 291, Laws of NJ in 1975.

Planning goes back thousands of years....

In America you can go back to 1681 (325 years ago) when William Penn secured a charter to Pennsylvania. The layout and use of the land to be developed was specified. The 1681 document states, in part:

.....a certain quantity of land, or ground plat, shall be laid out, for large town or city, in the most convenient place, upon the river, for health and navigation, and every purchaser and adventurer shall, by lot, have so much land therein as will answer to the proportion, which they have bought.....but it should be noted, that the surveyors shall consider what roads or high-ways will be necessary to the cities, towns or through the lands. Great roads from city to city not to contain less than forty foot, in breadth, shall be first laid out and declared for the high-ways.....that there may be convenient roads and streets preserved, not to be encroached by any planter or builder, that none may build irregularly to the damage of another.....that, in clearing the ground, care be taken to leave one acre of trees for every five cleared, especially to preserve oak and mulberries....

As you know, with greater population comes more development, the need for more housing and the need for more commercial development, thus the need for more controls.

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What is Planning?

The following is intended to foster a better understanding of planning. Some people who do not have a complete understanding of planning look at planners as bureaucrats that create regulation to control people just for the sake of control itself. That could not be further from the truth.

What is planning? What makes human beings unique? The fact that we can plan. Our greatest achievements - from ancient Roman cities to modern skyscrapers - have all resulted from our ability to envision the future and muster the resources needed to achieve it. That is what forms the core set of skills and philosophy underpinning the profession of planning.

Planning is not, of course, reserved for professional planners. We plan our day, think about our children's future, and plot an itinerary for a trip. Doesn't it make sense to think about the future of our communities and to take the trouble to ensure that the decisions we make today will result in a viable and healthy future?

Professional planners have studied the way our lives are influenced by physical, economic, and social forces. It's their job to help the rest of us shape the kinds of communities we want. Part of the job is done through zoning, the division of land into different types of uses to avoid nuisances and promote healthy and orderly development. Zoning is a tool, but it's not planning.

Planning involves many tools, including economic and demographic analysis, natural and cultural resource evaluation, goal-setting, and strategic planning. Besides being the only profession specially trained to look at how these elements fit together, planners bring something more. They can offer options - so that communities and their citizens can achieve their vision of the future. Planners are the key to implementing the wishes, hopes and aspirations of citizens all across the spectrum.

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OVERVIEW

The following is an Overview.

Please take notes...there will be a test at the end of the program today.

The content today is mandated by the State.

We will cover the mandated material.

IMPORTANT PLANNING DOCUMENTS

NJ MUNICIPAL LAND USE LAW

MASTER PLAN

LOCAL LAND USE ORDINANCE

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The book New Jersey Zoning and Land Use Administration by William Cox should be your bible....

It includes the MLUL, model rules for the planning board and the zoning board, case law, recommended standard forms for the administration of the planning and zoning process.

Have you read your master plan? A must.

The master plan is the most important planning document; it establishes the vision of our town.

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Authority of the Governing Body

Adopts: Land Development & Zoning Ordinance

The Official Map

Capital Improvement Program

Subdivision & Site Plan Ordinance

Off-Tract Improvement Ordinance

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Authority of the Planning Board

Adopts: Comprehensive Master Plan

Approves: Conditional Use Permits

Subdivisions, Site Plans

Related "C" Variances & Encroachment Permits

Prepares: Capital Improvement Program

Land Development & Zoning

Ordinance for Adoption by Governing Body

May: Serve as Zoning Board if approved

Planning Board Membership

A Planning Board consists of seven or nine members and as many as four alternates in four appointment classes

Class I – Mayor or designee

Class II – One of the municipal officials other than the governing body

Class III – Member of the governing body

Class IV – Other citizens of the municipality appointed by the Mayor

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Authority of the Planning Board (PB) - Continued

- ◆ PB IS A BOARD OF PERMITTED ACTIVITES.
- ◆ PB IS REGULATED BY THE MUNICIPAL LAND USE LAW (MLUL) NJSA40:55d-1 ET SEQ.
- ◆ PURPOSE OF THE PLANNING BOARD IS TO REVIEW DEVELOPMENT PROPOSALS TO INSURE THAT THEY ARE IN COMFORMANCE WITH THE MASTER PLAN AND DEVELOPMENTAL ORDINANCE ADOPTED BY THE GOVERNING BODY AS MANDATED BY STATE LAW.
- ◆ THE PLANNING BOARD IS EMPOWERED BY THE MLUL TO:
 - PREPARE MASTER PLAN.
 - REVIEW LAND DEVLEOPMENT APPLICATIONS (SITE PLAN AND SUBDIVISIONS).
 - PREPARE OFFICIAL MAP FOR ADOPTION BY GOVERNING BODY.
 - PREPARE ZONING ORINANCES FOR ADOPTION BY GOVERNING BODY.
 - PREPARE CAPITAL IMPROVEMENT PROGRAMS FOR ADOPTION BY GOVERNING BODY.
 - HEAR AND DECIDE BULK AND AREA "C" VARIANCE REQUESTS RELATING TO LAND DEVELOPMENT APPLICATIONS.
 - HEAR AND DECIDE SITE PLAN WAIVER REQUESTS.
- **APPROVE** ♦ PLANNING **BOARD** MUST LAND DEVELOPMENT APPLICATIONS THAT ARE IN CONFORMANCE WITH DEVELOPMENTAL ORDINANCES. SATISFY **PUBLIC** SAFETY CONCERNS. MEET GENERALLY ACCEPTED DESIGN STANDARDS RECOMMENDED BY BOARD PROFESSIONALS AND CITY OFFICIALS (FIRE AND POLICE) AND REQUIRE NO VARIANCES.
- ◆ PB IS NOT REQUIRED TO GRANT OR DENY ANY VARIANCE RELIEF REQUESTED. REQUESTS FOR RELIEF ARE NOT BASED UPON POLICY, BUT RATHER UPON THE ABILITY OF AN APPLICANT TO PROVE THEIR CASE IN ACCORDANCE WITH MLUL.

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Authority of the Zoning Board of Adjustment

Approves: Structure within street or floodway,

Structure not abutting street,

Use "D" Variances and all related approvals,

"C" Variances,

Administrative Appeals,

Zoning Code and map interpretations.

Prepares: Annual report on zoning activites.

Zoning Board Membership

A Zoning Board consists of seven members and as many as four alternates.

All members must be municipal residents and are appointed by the governing body.

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Authority of the Zoning Board of Adjustment (ZBA) - Continued

- ◆ ZBA IS A BOARD OF "NON-PERMITTED USES".
- ◆ ZBA IS REGULATED BY THE MUNICIPAL LAND USE LAW (MLUL) NJSA 40:55D-1 ET SEQ.
- ◆ PURPOSE OF ZBA IS TO PROVIDE RELIEF FROM ZONING REQUIRMENTS WHICH CANNOT BE SATISFIED.
- ◆ ZBA IS EMPOWERED BY NJMLUL TO:
 - HEAR AND DECIDE APPEALS OF THE ZONING OFFICIAL.
 - HEAR AND DECIDE REQUESTS FOR INTERPRETATION OF ZONING MAPS OR ORDINANCES.
 - HEAR AND DECIDE BULK AREA "C" VARIANCES RELATED TO USE VARIANCE OR SINGLE OR TWO-FAMILY DWELLINGS.
 - HEAR AND DECIDE USE "D" VARIANCES, FLOOR AREA RATIO VARIANCES, BUILDING HEIGHT VARIANCES OVER 10% OF PERMITTED HEIGHT, EXPANSIONS OF NON-CONFORMING USE.
 - APPROVE SITE PLANS RELATED TO USE "D" VARIANCE APPLICATIONS.
- ◆ ZONING BOARD IS A QUASI-JUDICIAL BOARD.
- ◆ ZBA IS NOT REQUIRED TO GRANT OR DENY ANY VARIANCE RELIEFREQUESTED. REQUESTS FOR RELIEF ARE NOT BASED UPON POLICY, BUT RATHER UPON THE ABILITY OF AN APPLICANT TO PROVE THEIR CASE IN ACCORDANCE WITH THE MLUL.
- ◆ ZBA MUST MAKE DECISIONS MUCH AS A JUDGE DOES IN COURT.

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CONTENTS OF MASTER PLAN

Mandatory Provisions

STATEMENT OF GOALS and OBJECTIVES (Vision of our town)

LAND USE ELEMENT

Optional Elements

HOUSING PLAN ELEMENT

CIRCULATION PLAN

UTILITY SERVICE PLAN

COMMUNITY FACILITIES PLAN

RECREATION PLAN

CONSERVATION PLAN

ECONOMIC PLAN

HISTORIC PRESERVATION PLAN

RECYCLING PLAN

FARMLAND PRESERVATION PLAN

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RELATIONSHIP OF A MASTER PLAN TO A ZONING ORDINANCE

The Master Plan is your most important document. It establishes the vision for your town. It describes how you want your community to look and function.

The Land Development Ordinance – Site Plan, Subdivision and Zoning Ordinances are the implementation of the vision set forth in the Master Plan.

Evaluate your ordinances. Do they accomplish what you want them to do? Do they comply with your master plan?

When proposing land development, site plan and subdivision ordinances for your community you must consider the goals and objectives of your master plan.

Comprehensive studies should be performed to support the need for each ordinance.

Ordinance should include detailed design guidelines.

A successful planning process is the result of a clear vision in the master plan, detailed ordinances tailored to the master plan and knowing the NJ Municipal Land Use Law.

Most communities have a "no growth" desire today. Your master plan and developmental ordinances can help control growth.

You know your community. You decide what is best for your community, provided that your policies and ordinances are well thought out, balanced and fair. A proper mix of uses, housing types, open space, etc. is very important.

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CONTENTS OF SITE PLAN

EXISTING CONDITIONS, INCLUDING:

TOPOGRAPHIC AND BOUNDARY SURVEY SHOWING ALL EXISTING CONDITIONS, ROADWAYS, WOODED AREAS, WATERWAYS, FLOODPLAINS, WETLANDS, SOIL TYPES, UTILITIES, ETC.

PROPOSED IMPROVEMENTS, INCLUDING:

PROPOSED BUILDINGS, SIGNS, DRIVEWAYS, ROADWAYS, PARKING, SIDEWALKS, WALKWAYS, LIGHTING, LANDSCAPING, BUFFERS, DRAINAGE FACILITIES, UTILITIES, SOIL EROSION PLANS, STORMWATER MANAGEMENT CALCULATIONS, TRAFFIC DIRECTIONAL SIGNAGE, AND ANY OTHER INFORMATION THAT MAY BE REASONABLY REQUIRED IN ACCORDANCE WITH AN ADOPTED SITE PLAN REVIEW ORDINANCE.

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The Review of Development Applications

The purpose of the planning board is to review development proposals to insure that they are in conformance with the master plan and the developmental ordinance.

The planning board is a board of permitted activities. The planning board must approve land development applications that are in conformance with developmental ordinances, satisfy public safety concerns, meet generally accepted design standards recommended by board professionals and municipal officials (Fire Dept., Police Dept., Ambulance Squad) and require no variances.

The planning board is not required to grant or deny any variance relief requested. Requests for relief are not based on policy, but rather upon the ability of an application to prove their case in accordance with the NJ Municipal Land Use Law (NJ MLUL).

The purpose of the zoning board of adjustment is to provide relief from zoning requirements which cannot be satisfied.

The zoning board is a board of non-permitted uses. The zoning board is a quasi-judicial board. It must make decisions much as a judge does in court.

The zoning board is not required to grant or deny any variance relief requested. Requests for relief are not based upon policy, but rather upon the ability of an applicant to prove their case in accordance with NJ Municipal Land Use Law.

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The Review of Development Applications - continued

While reviewing variance applications as a zoning board or a planning board, the board may suggest that the development proposal be modified to reduce the negative impact of the deviation requested or re-design the proposed development to remove variance request completely. The board should go back to the vision of the master plan. Is the proposal in keeping with the goals and objectives of the master plan? The board has the ability to place conditions on any approval provided that they are reasonable.

Basics in Reviewing Plans...

Read the plans. Learn to use an engineering scale.

Always visit the site prior to the meeting. Take note of existing conditions on site and the existing surrounding land uses.

Visit sites you previously reviewed and are now under construction or completed.

Ask your professionals questions. Many professionals say that board members do not ask enough questions. You can call them before the meeting.

You should ask the status of other approvals required. Conditions imposed by other reviewing agencies may alter the development proposal for which the applicant is seeking approval.

Note that other developmental approvals may be required. In most cases, other approvals can be made a condition of the local approval.

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OTHER DEVELOPMENTAL APPROVALS REQUIRED

Most applications for local land development, depending upon their size and type, require other approvals/ permits/ certifications from state, county and federal regulatory authorities.

They include, but may not be limited to, the following:

County: Planning Board, Road Opening

Soil Conservation Service

NJDEP: CAFRA, Pinelands Commission, Treatment Works (Sanitary

Sewer), Freshwater Wetlands, Stream Encroachment Permit,

Potable Water Permit

Federal: Army Corps of Engineers Wetlands Permit

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MASTER PLAN REXEAMINATION REPORT

The Municipal Land Use Law requires that every municipality in New Jersey which has adopted a master plan and land development regulations periodically review and revise, if necessary, those documents every six (6) years.

The Reexamination Report is essentially the Planning Board's and Governing Body's checklist of things that should be addressed prior to the next Reexamination Report.

It should list portions of the master plan and development regulations that should be amended or at least studied.

The Reexamination Report is a commentary on the master plan. It is not the master plan. It is a statement of what should be changed in the future.

While the master plan is a viable planning and policy document for the municipality, planning is not a static process.

The economy, legislation and development trends continually impact the planning and land development field.

A reexamination report is required to be adopted by resolution by the planning board. Its adoption by the planning does not require a public hearing.

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THE OFFICAL MAP

The governing body may, by ordinance, adopt an official map of the municipality.

The official map shall reflect the master plan. The official map shall include location and width of streets (improved or unimproved); public drainage areas; and reservations of lands for future public uses as recreation areas, public parks, streets, drainage areas, etc.

Very few municipalities have an official map – nor are many eager to invest in one.

Most municipalities consider their zoning map to be their Official Map. The Planning Board reviews the proposed Official Map and makes recommendations to the governing body for adoption.

CAPITAL IMPROVEMENT PLANS

The governing body may authorize the planning board to prepare a program of municipal capital improvement projects recommended.

The program may encompass major projects currently undertaken or future projects.

These projects could include federal, state, county and other public funding, or be under federal, state or county supervision.

In preparing the program, the planning board shall confer with the mayor, the chief fiscal officer, other municipal officials and the school board.

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State Development & Redevelopment Plan (State Plan)

The New Jersey State Planning Commission in their "Development and Redevelopment Plan", adopted March 1, 2001, reports ... "Nearly a million more people will call New Jersey home by the year 2020. And over 800,000 more people will work in the state by the year 2020." That means over nine million people will live in New Jersey, which is already the most densely populated state per square feet in the nation.

General Plan Strategy

According to State Plan, the general plan strategy is to achieve all the State Planning Goals by coordinating public and private actions to guide future growth into compact, ecologically designed forms of development and redevelopment and to protect the environs, consistent with the Statewide Policies and the State Plan Policy Map.

The following are the goals from the State Planning Act:

- 1. Revitalize the State's Cities and Towns
- 2. Conserve the State's Natural Resources and Systems
- 3. Promote Beneficial Economic Growth, Development and Renewal for All Residents of New Jersey
- 4. Protect the Environment, Prevent and Clean Up Pollution
- Provide Adequate Public Facilities and Services at a Reasonable Cost
- 6. Provide Adequate Housing at a Reasonable Cost
- 7. Preserve and Enhance Areas with Historic, Cultural, Scenic, Open Space and Recreational Value
- 8. Ensure Sound and Integrated Planning and Implementation Statewide

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State Plan - continued

Most municipalities have participated in the Cross-Acceptance process as outlined in the State Plan. The process was facilitated by the Atlantic County Division of Planning in February – April 2005.

The NJDEP is using the State Plan designations as part of their review process in accordance with the Coastal Zone Management Rules and Coast Permit Rules.

The State Plan allows state reviewing agencies give a degree of priority to designated centers or communities consistent with the State Plan.

The Atlantic County Department of Regional Planning and Development will offer some technical assistance to any municipality in Atlantic County who wishes to file such a petition.

Most state agencies offering assistance now give a degree of priority to designed centers or communities when reviewing applications for assistance.

Municipal participation in the Cross-Acceptance process is encouraged, not required.

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Council on Affordable Housing (COAH)

The New Jersey Council on Affordable Housing (COAH) adopted the third round methodology in November 2004. The new State housing plan ensures provisions for affordable housing for families and seniors, provides greater consistency with the State Plan, and creates incentives for very low-income and rental units.

The Third Round Methodology represents a comprehensive overhaul of the existing COAH system and uses "growth share" to determine affordable housing obligations that are consistent with sound land use planning and smart growth. This growth share system reforms a system that has been criticized as cumbersome and rigid, and enables a town to determine its affordable housing obligation based on actual growth over time. The proposed COAH rules emphasize sound land use and long-range municipal planning in keeping with New Jersey's smart growth agenda - affordable housing will not drive planning decisions; instead, sound planning decisions will drive the location and type of affordable housing to be provided.

Under the rules, one affordable unit must be provided for every eight market-rate residential units, and one affordable unit must be provided for every 25 jobs created, as measured by the square footage of new or expanded nonresidential construction.

The Fair Housing Act, NJSA 52:27D-307 et. seq., dictate that every municipality in the State is required to provide opportunities for the development of its "fair share" of affordable housing. Municipalities are not required to participate in the COAH program or provide affordable housing, but each municipality has a constitutional obligation to provide for a realistic opportunity for the development of affordable housing with its framework of its land use regulations.

It is recommended that your municipality participate in the COAH Program or adopt an ordinance that provides for a realistic opportunity for the development of affordable housing with its framework of its land use regulations.

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AREA IN NEED OF REDEVELOPMENT

The process and criteria for "An Area in Need of Redevelopment" is set forth in the New Jersey Local Redevelopment and Housing Law (New Jersey LRHL).

No area of the municipality shall be determined a redevelopment area unless the governing body authorizes the planning board to undertake a preliminary investigation to determine whether the proposed area is a redevelopment area according to the criteria set forth in the New Jersey LRHL.

The following is the Criteria for Redevelopment Area Determination:

A delineated area may be determined to be in need of redevelopment if, after investigation, the governing body by resolution concludes that within the delineated area any of the following conditions is/are found.

- a. The generality of buildings are substandard, unsafe, unsanitary, dilapidated, or obsolescent, or possess any such characteristics or are so lacking in light, air, or space, as to be conducive to unwholesome living or working conditions.
- b. The discontinuance of the use of buildings previously used for commercial, manufacturing or industrial purposes; the abandonment of such buildings or the same being allowed to fall into so great a state of disrepair as to be untenable.
- c. Land that is owned by the municipality, the county, a local housing authority, redevelopment agency or redevelopment entity, or unimproved vacant land that has remained so for a period of ten years prior to the adoption of the resolution, and that by reason of its location, remoteness, lack of means of access to developed sections or portions of such municipality, topography, or nature of the soil, is not likely to be developed through the instrumentality of private capital.

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- d. Areas with buildings or improvements which, by reason of dilapidation, obsolescence, overcrowding, faulty arrangement or design, lack of ventilation, light and sanitary facilities, excessive land coverage, deleterious land use or obsolete layout, or any combination of these or other factors, are detrimental to the safety, health, morals or welfare of the community.
- e. A growing lack or total lack of proper utilization of areas caused by the condition of the title, diverse ownership of real property therein or other conditions, resulting in a stagnant and unproductive condition of land potentially useful and valuable for contributing to and serving the public health, safety and welfare.
- f. Areas, in excess of five contiguous acres, whereon buildings or improvements have been destroyed, consumed by fire, demolished or altered by action of storm, fire, cyclone, tornado, earthquake, or other casualty in such a way that the aggregate assessed value of the area has been materially depreciated.
- g. In any municipality in which an enterprise zone has been designated pursuant to the "New Jersey Urban Enterprise Zone Authority Act", the execution of the actions prescribed in that act for the adoption by the municipality and approval by the New Jersey Enterprise Zone Authority of the zone development plan for the area of the enterprise zone shall be considered sufficient for the determination that the area is in need of redevelopment for the purpose of granting tax exemptions within the enterprise zone district.

Such determination shall be made after public notice and public hearing. The governing body of a municipality shall assign the conduct of the investigation and hearing to the planning board.

After a hearing on this matter, the planning board shall recommend that the delineated area be determined, or not be determined, by the governing body to be a redevelopment area. After receiving the recommendation of the planning board, the governing body may adopt a resolution determining that the delineated area is a redevelopment area.

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REDEVELOPMENT PLANS

Adoption of a Redevelopment Plan represents exercise of the zoning power of the municipality in a different way in areas where land and buildings have generally degenerated to the point where simply authorizing desirable uses will have no effect, without direct municipal involvement, in bringing about the desired changes.

Redevelopment is an alternate method of planning and zoning in which the municipality itself participates, both financially and otherwise, in bringing about the desired changes. Adoption of the Redevelopment Plan vests the governing body or redevelopment agency.

NJ State statue sets forth the powers of the municipal governing body and of the planning board in exercising redevelopment and rehabilitation functions.

The municipal governing body is given the power to:

- 1. Cause a preliminary investigation to be made as to whether an area is in need of redevelopment;
- 2. Determine that an area is in need of redevelopment;
- 3. Adopt a redevelopment plan, and
- 4. Determine that an area is in need of rehabilitation.

The municipal planning board is specifically given the power to:

- 1. Conduct, but only when authorized by the governing body, a preliminary investigation and hearing and make a recommendation as to whether an area is in need of redevelopment;
- 2. Make recommendations concerning a redevelopment plan, and
- 3. Make recommendations concerning the determination of an area in need of rehabilitation.

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THE ROLE OF PLANNER

The role of the Planner is to offer recommendations to the planning board to assist with their review of applications submitted to the board.

Each professional recommendation made to the board must be in accordance with the planner's professional responsibility and Code of Ethics.

A planner should not make recommendations to the board based on the personal preferences of one or a small group of people.

A planner must consider the goals, objectives, policies set forth in the Master Plan and apply knowledge of proper planning, state laws, county regulations, and local land development ordinance before any recommendation is made.

A planner should take their responsibility as a professional very seriously.

A planner's primary obligation is to serve the public interest.

A planner must:

- have special concern for the long range consequences of present actions;
- pay special attention to the interrelatedness of decisions;
- strive to provide full, clear and accurate information on planning issues to citizens and governmental decision makers;
- strive to give citizens the opportunity to have a meaningful impact on the development plans and programs. Participation should be broad enough to include people who lack formal organization or influence.

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- respect the rights of others and, in particular, must not improperly discriminate against persons;
- systematically and critically analyze ethical issues in the practice of planning;
- strive to contribute time and effort to groups lacking in adequate planning resources and to volunteer professional services.

A planner should strive for high standards of professional integrity.

A planner has the responsible to provide diligent, creative, independent, and competent performance of work in pursuit of the city's interest provided such work is consistent with the planner's service to the public interest.

As a planning consultant to the Planning and/or Zoning Board a planner should encourage economic growth. A planner should utilize their experience to assist applicants through the land development approval process and make every effort to provide each applicant with an expeditious review.

Every recommendation made to city officials must be based on service to the public interest. In performing their duties a planner must always take in consideration the interest of the entire community, which includes the Governing Body, the Planning and/or Zoning Board and its citizens.

A professional a planner has an obligation to give back to the community. Time should be donated to the community to help improve the quality of life.

U:\Reference Files\!Employee Files\Rob Reid\NJPO Training Outline\2006 10 19 handouts.doc