



Chapter XII: 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, multi-family, 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 two-thirds 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

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:

Belleville

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



Land Use Ordinances and the Hudson County Master Plan. The primary exception is the border of north-eastern 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 mixed-use 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.