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## I. GOALS AND OBJECTIVES

This Element details the list of Goals and Objectives based upon a compilation and assessment of the comments and ideas of stakeholders interviews and neighborhood meetings which have occurred during the Master Plan process. The Goals and Objectives and Strategic Vision Statement provide the foundation for all of the elements of the Master Plan (e.g. land use, housing, circulation). Stakeholder input was provided from the following three general sources:

- six neighborhood/ward meetings
- interviews with stakeholders (e.g. Mayor, City Council members, business associations, community groups, non-profit corporations, city staff)
- Master Plan Advisory Committee meetings
- two City-wide public meetings

The first step in developing goals and objectives was the identification of *issues*. Once issues were identified, *goals and objectives* were established. Key issues are as follows:

- incompatible in-fill development in residential neighborhoods
- declining commercial districts
- shrinking of the city's industrial base
- illegal conversions
- intrusion of non-residential uses in residential neighborhoods
- lack of open space and recreation uses
- lack of a diversity of housing (e.g. affordable, middle income, owner occupied)
- extent of substandard housing
- conservation of environmental resources
- aging infrastructure
- jobs/skills mismatch
- extent of contaminated sites
- lack of adequate community facilities

- quality of education
- lack of urban design standards
- inadequate parking
- traffic congestion
- enforcement of zoning code and laws
- quality of life

## **GOALS**

Provide unique, attractive, and high quality residential areas that would serve existing and attract new residents with a wide range of housing and life-style choices.

Concentrate cultural, entertainment, commercial, and institutional activities for residents and visitors within distinctive and highly accessible City-wide and neighborhood-serving activity districts.

Increase availability of community resources for residents through an efficient system of shared City-wide resources (such as libraries, hospitals, colleges and universities, recreational facilities, waterfront amenities, police facilities, etc.) and residential area specific resources (such as schools, community (pocket) parks, daycare facilities, and senior centers).

Enhance connections between residential areas, activity districts, and community resources in the City through an attractive and pedestrian-friendly community access system incorporating a wide range of mode choices (mass transit, personal automobile, bicycle, and pedestrian).

Continue to develop regional economic engines within the City that support local economic development objectives.

Develop a national tourist destination that supports and enhances the City's neighborhoods and activity districts.

Sustain global economic nodes such as the port that support regional economic growth without adversely impacting the quality of life in the City's neighborhoods.

## **OBJECTIVES**

### **Land Use**

Continue efforts to stabilize and upgrade residential neighborhoods:

- Protect and preserve residential neighborhoods from intrusion by non-residential uses.
- Address inconsistent in-fill development in residential neighborhoods through zoning and design standards.
- Acknowledge distinct characteristics of residential neighborhoods through design standards. The scale of new development should be consistent with the neighborhood.
- Enhance the connection of existing residential neighborhoods to the Hudson River/Upper New York Bay and Hackensack River waterfronts, where appropriate.
- Provide a range of housing densities appropriate to the character of existing neighborhoods (e.g., promote low and medium density housing in addition to high density high rise housing).
- Establish buffer standards between residential and non-residential uses that will assist in mitigating negative impacts on residential uses.
- Consider the development of transitional land uses to connect existing neighborhoods to new development.

Encourage adaptive reuse of obsolete buildings, especially industrial facilities:

- Plan for the reuse of the underutilized Jersey City Medical Center complex when it is vacated for the new facility at Grand and Jersey. Give consideration to the adaptive reuse of a portion of the Medical Center complex for a mix of housing ranging from market rate to assisted living and affordable units. Also consider a portion of the complex for a museum.
- Promote the presentation of the Powerhouse site through future redevelopment.

Clarify the relationship of residential uses to commercial uses and improve the interaction of these uses in targeted areas:

- Encourage mixed-use development, residential and commercial, in targeted areas.
- Promote the conversion of commercial space to residential use in targeted areas.
- Encourage the change in use on Ocean Avenue from commercial to residential.

- Reevaluate and redefine existing commercial corridors, including the possibility of shrinking several commercial corridors and strengthening others (e.g. West Side Avenue). Encourage neighborhood service-oriented retail only on corner lots in residential neighborhoods.
- Provide standards that mitigate commercial deliveries and traffic on residential streets.
- Prevent commercial in-fill on residential streets.
- Target redevelopment efforts at Routes 1 & 9 and Sip Avenue as well as other segments of Route 440.
- Discourage ground floor commercial conversion to residential use where appropriate.
- Discourage the use of storefronts for inappropriate non-commercial uses, such as churches.
- Promote commercial uses which serve the related neighborhoods (e.g. community pharmacies, florists, bakeries, banks).
- Redevelop areas that generate night life and beneficial street activity (e.g. WALDO Historic Newark Avenue, Journal Square MLK Station area).
- Provide for home occupations with appropriate standards.
- Provide for Bed and Breakfast uses, where appropriate.

Strengthen the commercial districts:

- Strengthen and improve City-wide and neighborhood commercial districts as centers of employment, shopping, services, entertainment and education.
- Consider sidewalk cafés along West Side Avenue, Central Avenue, MLK Drive and Sections of Newark Avenue.
- Upgrade the commercial districts through streetscape improvements and continue the façade program.
- Encourage the establishment of "restaurant row" along Newark Avenue between Grove and Jersey Avenues, and along portions of MLK Drive, Central Avenue, Journal Square & West Side Avenue.
- Create a stronger pedestrian linkage between Newark Avenue and Exchange Place.
- Encourage residential above storefronts.

Plan for emerging trends in retail development, especially "big box" retail and power centers:

- Determine appropriate locations for "big box" development in the City, particularly along Route 440 while discouraging their establishment along the Hudson River.

Promote Journal Square as the (CBD) Central Business District of Jersey City:

- Reduce the commercial zone boundaries to be consistent with the SID boundaries.
- Encourage and plan for retail, office, business service and residential development that promotes an increased mix of uses.
- Encourage the new identity promulgated by the Journal Square Redevelopment Corporation.
- Acknowledge its dual function as a transportation hub and CBD.
- Create linkages to adjacent activity centers (e.g. Hudson County government complex, Newark Avenue and McGinley Square).
- Create more pedestrian friendly design (e.g. wider sidewalks, more lighting, safer crossings, street trees, benches, public restrooms, kiosks, drinking fountains).
- Support the use of billboards and signage as a façade enhancement technique.
- Plan for parks.
- Capitalize on the presence of Hudson County Community college students.
- Encourage the development of a municipal civic center in Journal Square.

Acknowledge Exchange Place as the City's financial center:

- Create support amenities which strengthen Exchange Place's position as a financial center.
- Promote more weekend and evening activities so as to discourage the "Wall Street syndrome."
- Enhance open/green space through the extension of the waterfront walkway and refurbishment of J. Owen Grundy Park.
- Address the development of gap sites such as street shrubs along the waterfront walkway.

Address the changes in industrial land use related to the continuing loss of manufacturing in the region:

- Encourage and promote brownfield redevelopment in all sections of the City.
- Promote the development of industrial uses in the Greenville Yards area.
- Create performance and design standards for industrial uses and intensive commercial uses.
- Provide buffers for hazardous storage.
- Encourage development of "clean" industries.

- Encourage the redevelopment of the former Republic Container site at Seaview and JFK Boulevard to residential use.
- Redevelop vacant factories along West Side Avenue.
- Establish proper boundaries and buffer zones between industrial and residential zones.
- Promote the creation of incubator space.

Coordinate land use policies in sections of the City that are within the Hackensack Meadowlands District with the Hackensack Meadowlands District Commission.

Plan for continued waterfront development:

- Encourage compatible waterfront development in the vicinity of Liberty State Park.
- Continue the construction of the Hudson River Waterfront Walkway and address its relationship to industrial uses along the southern waterfront.
- Preserve significant waterfront view corridors and enhance waterfront access.
- Promote the development of the Hackensack River waterfront from the Pulaski Skyway on the north to City of Bayonne in the south.
- Address the opportunity for a Hackensack River waterfront walkway connecting to HMDC facilities planned to the north and those planned in Bayonne to the south.
- Promote waterfront development through supporting infrastructure.
- Promote the comprehensive redevelopment of the Route 440 corridor to take advantage of its proximity to the New Jersey Turnpike, Newark Airport, the Hudson Bergen Light Rail Transit System (HBLRTS) the Hackensack River, Lincoln Park and the overall highway network.
- Integrate waterfront development into the core of the City so that all areas of the City are coordinated and function as part of the City as a whole.
- Review redevelopment plans to ensure consistency among them. Revise and update obsolete redevelopment plans as necessary.

Create attractive landscaped gateways throughout Jersey City:

- Make Newark Avenue a gateway connecting Journal Square to Downtown through the use of signage, planting, banners, etc. and the development of a green gateway near the Turnpike, 6<sup>th</sup> Street, Division Street and Mary Benson Park.
- Explore Jersey Avenue as a potential gateway through Downtown.

- Capitalize on the New Jersey Turnpike Hudson County Extension as a scenic highway with unique view corridors and prohibit the use of billboards.
- Evaluate designating Palisade Avenue as a scenic corridor.
- Address the entry into the City at Route 440 and Communipaw Avenue as well as Tonnele Avenue and connector streets branching therefrom.
- Improve the gateway from the Holland Tunnel.
- Reinforce Manhattan Avenue and Congress Street as gateways to the commercial district in the Heights.

Encourage the development of a tourist destination in the Liberty State Park\Ellis Island area.

Encourage the expansion of Hudson County Community College, St. Peters College and New Jersey City University in relation to their impact on the adjacent residential neighborhoods.

Coordinate land use planning with the existing transportation network and planned improvements to it.

Address quality of life issues:

- Continue to utilize the SID's and NID's to address quality of life issues.
- Address substance abuse issues.
- Consider the need for more police and community police meetings.
- Consider the need for more community planners.

## **Housing**

Protect and preserve the character and stability of established residential neighborhoods through improved zoning, design guidelines and enforcement.

Acknowledge the need for a balance of housing options in the City, including affordable housing for low and moderate income households. Encourage the continued development of a variety of housing ranging from affordable to middle income and market rate units.

Encourage and promote greater home ownership opportunities through increased access to mortgage financing and increased production of for-sale housing.

Address substandard housing conditions and the need for housing rehabilitation.

Acknowledge the problem of illegal housing conversion and determine methods to address it (e.g. two-family to three-family or more).

Address the need for additional senior citizen housing, including nursing homes and assisted living facilities:

- Encourage senior housing near public transportation.
- Encourage senior housing near community facilities.

Address the need for special needs housing, including the homeless, disabled, persons with AIDS and persons with substance abuse problems.

Provide increased access to credit for current homeowners seeking to rehabilitate housing and first-time homebuyers seeking to purchase a house.

Encourage the development of middle income housing.

Promote student housing in and around the City's colleges and universities.

Discourage gated residential projects.

Maintain existing housing units through ongoing rehabilitation and renovation programs.

Selectively demolish vacant deteriorated residential buildings for residential redevelopment.

Eliminate lead based paint hazards.

Encourage the revitalization of units at public housing developments.

Where possible, encourage the use of stick built as opposed to modular housing.

### **Circulation**

Enhance and capitalize on Jersey City's status as regional transportation center with significant locational advantages.

Encourage the use of mass transit by improving and expanding transit service, facilities and infrastructure.

Address traffic congestion and improve circulation in Jersey City:

Recognize and address limited east-west connectors in Jersey City.

Improve mobility within Jersey City by strengthening the connections between neighborhoods and activity focus areas and providing a range of transportation alternatives.

Identify and plan for transportation improvements that will promote redevelopment and serve residential, commercial and industrial growth.

Acknowledge parking constraints in residential neighborhoods and commercial districts throughout Jersey City and identify strategies for parking management as well as areas for parking development.

Enhance the pedestrian environment and encourage improvements that increase safety and facilitate pedestrian circulation.

Promote the development and use of bicycle pathways and bike lanes on streets where possible throughout Jersey City.

Rationalize and reorganize the hierarchy of streets in Jersey City to improve circulation and facilitate the development of a comprehensive and integrated road network.

Identify and evaluate transportation improvements that will increase mobility, support anticipated development and improve the quality of life for residents.

Maintain and rehabilitate existing transportation infrastructure to preserve mobility, access to activity focus areas and the quality of life in residential neighborhoods.

Support and implement transportation improvements that increase access to major destinations and activity focus areas and promote the development of tourist, cultural and recreational attractions.

Evaluate Jersey City's system of goods movement and freight mobility and identify improvements necessary to develop a comprehensive intermodal network.

Address truck circulation in order to improve the quality of life and minimize the impact upon residential neighborhoods.

Improve the function and appearance of major gateways, transportation corridors and transportation facilities in Jersey City.

Enhance circulation and eliminate transportation “bottlenecks” in Jersey City through improvements to the existing transportation system.

Recognize and reinforce the function of Journal Square as the transportation and civic center of Jersey City.

Address the interrelationship and impact of HBLRT Station areas on adjacent residential neighborhoods.

### **Economic Development**

Prepare a marketing plan which provides a consistent and uniform message about the City’s potential from an economic development and quality of life perspective.

Promote the development of a diversified economy that will increase employment, strengthen the tax base and protect the City against cyclical downturns.

Encourage appropriate development in neighborhoods and in City-wide activity focus areas to provide an equitable distribution of jobs and services.

Support and promote brownfield redevelopment to return vacant and underutilized properties to productive use.

Retain existing manufacturers and recruit new manufacturers to preserve the City’s industrial base.

Acknowledge infrastructure improvements as an economic development asset and coordinate infrastructure improvements with development and redevelopment activities.

Recognize the City’s historic resources, cultural facilities and ethnic communities as tourism assets that can be used for economic development purposes:

- Consider the development of attractions such as a skating rink, a transportation museum, convention center, a water park, and concert venue/amphitheater.

Acknowledge deep channel access to port facilities as a competitive advantage and economic development asset; however, there is a corresponding need to improve the roadway and rail systems serving the port area.

Encourage the provision of sufficient land-side facilities in port areas to serve port growth and generate port-oriented development (e.g., adequate rail service, road connections and storage).

Create a greater variety of employment opportunities (e.g., semi-skilled and technical jobs in addition to professional positions).

Retain existing small businesses and attract new small businesses.

Provide job training, skills training and job readiness programs to reduce the “skills gap” in the local labor force.

Provide licensed childcare center with hours to complement working parents.

Encourage the creation of minority-owned businesses through available support programs.

Decrease the unemployment rate of young adults through job readiness, job training and education programs.

Target and recruit industries that can take advantage of the City's location, transportation linkages, extensive infrastructure, available labor pool and proximity to markets.

Link industrial development with local job training programs.

Establish an employment resource center to train residents and connect them with employers in the City and region.

### **Utilities**

Preserve and maintain existing utility infrastructure including water supply, wastewater and stormwater facilities.

Plan and implement the replacement and renovation of aging infrastructure that has reached the end of its useful effective life:

- Continue the proactive program to clean and rehabilitate existing sewers and water lines.
- Address wastewater and stormwater capacity issues.

Plan and provide new utility infrastructure to serve population growth and support areas experiencing residential, commercial and industrial redevelopment.

Plan and prepare for the high technology infrastructure needs of the future including advanced telecommunication facilities, data transmission capacity and adequate electrical power for computing.

Address the existence of combined sewer outfalls and take advantage of developer responsibility for same.

Preserve and protect the integrity of the public water supply including the City's reservoirs, watershed lands, treatment facilities and distribution system.

Create a long-term plan to bury overhead utility lines underground.

Modernize street lights taking into consideration the character of each district and increase lighting levels to make streets safer and more pedestrian friendly while at the same time improving the aesthetic appearance of the lighting.

Address existing flooding problems in low-lying sections of the City.

### **Conservation**

Continue to identify and remediate contaminated sites, especially those sites containing chromium and lead.

Preserve and enhance waterfront areas along the Hackensack River and Hudson River/Upper New York Bay for open space and natural resource purposes.

Preserve scenic vistas along the Palisades ridge, Hudson River/Upper New York Bay, Hackensack River and western slope of the Heights.

Protect environmentally sensitive land and endangered species habitat from overdevelopment.

Establish a wetlands enhancement area near the Hackensack River which could be linked to Lincoln Park.

Encourage uses and development that minimize pollution, conserve energy and efficiently utilize natural resources.

Promote and expand recycling to reduce the solid waste stream and increase the reuse of natural resources.

Adopt a steep slope protection ordinance for both the western and eastern sides of the city.

### **Community Facilities**

Maintain and/or upgrade, where necessary, existing community facilities including parks, schools, police and fire facilities, libraries and community centers.

Upgrade community facilities to accommodate population growth and address the changing needs of the population.

Provide a balance of City-wide community facilities that are accessible from every neighborhood and a core package of community facilities in every neighborhood to serve local residents.

Acknowledge and support the City's diverse cultural interests through expanded cultural programs and facilities.

Support and encourage the improvement of school facilities and educational programs.

Address the impact of charter schools on the public school system.

Encourage the completion of the Jersey City Medical Center facility at Grand Street and Jersey Avenue and link the new medical center to the HBLRTS.

Target the location of emergency service facilities including police, fire and first aid to efficiently allocate resources:

- Consider providing police substations at McGinley Square and Duncan Avenue/West Side Avenue and constructing a new West District facility.

Accommodate and capitalize on the growth of the City's colleges and universities, museums and Liberty Science Center:

- Encourage the City's Colleges and Universities to explore the manner in which they have integrated their facilities into the neighborhoods.

Encourage street festivals.

Expand and upgrade libraries where feasible and capitalize on the use of technology.

Expand the Farmers' Market in Journal Square and Hamilton Park.

Encourage the creation of community resource centers which will serve all neighborhoods.

Create activity centers for teenagers and senior citizens.

Coordinate with the Board of Education to jointly use schools as community centers wherever feasible.

Consider developing a skating facility along Route 440 to serve the southern portion of Jersey City.

Encourage the creation of after school programs for children (e.g. arts and music, sports, learning).

Encourage the redevelopment of Loew's Theater for cultural activities.

Develop a City-wide full service animal shelter.

### **Parks and Recreation**

Preserve and maintain existing parks and recreation facilities.

Develop appropriate recreation programs for the City's changing population.

Address the City's parks and open space deficit and promote the construction of new parks, especially in redevelopment areas such as Newport, Downtown and Journal Square.

Promote the full utilization and upgrade of existing parks and recreation facilities:

- Better lighting

- Better maintenance
- Better access for pedestrians and bicycles
- Better safety measures

Incorporate the requirement for parks and open space in large planned developments such as Newport and Society Hill at Droyer's Point.

Consider the creation of parks adjacent to the New Jersey Turnpike.

Encourage the completion of Liberty State Park.

Landscape and beautify access roads to the Park.

Enhance the Park's linkages to Downtown and Greenville. (e.g. Liberty State Park to Lincoln Park, Kennedy Boulevard, Hackensack Waterfront).

Promote the development of active recreational uses in and around the Park.

Create pedestrian access from Johnson Avenue to the Park.

Support the development of the Hudson River Waterfront Walkway and the Hackensack River Walk.

Promote access to, and the restoration of, the south end of Ellis Island.

Maximize the utilization of Lincoln Park.

Consider pocket parks with dog runs in all neighborhoods.

Create a City-wide sports league.

Expand the summer recreation programs for children.

Create a pedestrian walkway from Jersey Avenue to Liberty State Park whether or not accompanied by a roadway.

Coordinate with the Board of Education to jointly use school facilities for City recreation programs.

Create a separate zone for public open space and parks.

Encourage the development of greenways.

Redevelop Reservoir 3 in the Heights as a park.

Consider the development of a park at the bottom of Mountain Road.

Encourage the development of more swimming pools and renovate the existing pool near Grand and Harmon Streets.

Evaluate the reuse of the PJP landfill site for recreation.

Consider alternatives to supplement funding for park rehabilitation and construction including the creation of a parks conservancy, County parks and open space trust fund, open space plan for access to the \$1 billion dollar Green Acres initiative and public-private partnerships.

### **Historic Preservation**

Balance historic preservation with economic development.

Encourage appropriate development in historic districts through the use of design guidelines.

Consider obtaining Certified Local Government (CLG) status from the State Historic Preservation Office (SHPO).

Acknowledge the City's historic resources as an economic development and tourism asset.

Preserve the historic character of significant structures and areas.

Promote the proper restoration of historic structures and discourage the subdivision of historic buildings.

Consider identifying more neighborhoods and individual properties as Local Historic Districts and Landmarks.

## **II. LAND USE PLAN**

### **SECTION I: EXISTING CONDITIONS**

#### **INTRODUCTION**

The City of Jersey City is the largest municipality in Hudson County with a total area of approximately 21 square miles. It is a fully developed urban center with diverse land uses and a compact pattern of development, with the exception of approximately 1.4 square miles located in the northwest section of the City. This area is within the Hackensack Meadowlands District and has a dispersed, low-density pattern of development.

Jersey City contains well-established residential neighborhoods with detached one- and two-family homes; significant mixed-use redevelopment with high-rise apartment buildings and office towers along the Hudson River; increasingly specialized industrial activity such as the Tropicana Orange Juice plant that require proximity to markets, transportation and labor; and multiple cultural and recreational facilities including the Jersey City Museum and Liberty State Park. Jersey City is experiencing significant redevelopment and has entered a period of renewed growth. Although the physical character of the City is established, land uses are in transition in areas where new commercial, residential and recreational development is occurring on vacant and underutilized property.

Jersey City is, above all, a community of distinct neighborhoods that reflect its early development from several townships in the 19<sup>th</sup> century. Each neighborhood has its own unique character, land use pattern and development history. Current land use trends and development activity continue to reflect the unique origin of these areas. Despite the strong sense of neighborhood association, it is often difficult to physically distinguish between neighborhoods because of the disparate design elements and mixed-uses that characterize most of them. This is a challenge for the City and an issue that will be addressed in the Master Plan.

#### **EXISTING LAND USE**

Jersey City has a broad range of land uses and a mixed-use pattern of development as illustrated on the existing land use map that is characteristic of older urban areas settled prior to the implementation of zoning and master plans. The City's land uses are well-established, however, there has been a transition associated with structural changes in the local and regional economy. The service sector, including retail, entertainment, business services and finance/insurance/real estate, has experienced significant growth while the industrial sector, including manufacturing and railroad transportation, has experienced

significant decline since the 1966 Master Plan. This change in the economy has resulted in a pronounced shift in land use on the waterfront along the Hudson River and Upper New York Bay. There have also been smaller changes in land use in other sections of the City including the Route 440 corridor, Hackensack River waterfront and areas under the jurisdiction of the Hackensack Meadowlands Development Commission (HMDC). Changes in land use between 1972 and 1999 have occurred in virtually every category, with the exception of residential, which has remained relatively constant as shown in Table 1.

Table II-1 LAND USE TRENDS, 1972 TO 2000 City of Jersey City, NJ						
Land Use	1972		1999		CHANGE, 1972 – 2000	
	Acres	Percent	Acres	Percent	Acres	Percent
Residential	1,878	14	2,153	16	374	20
Commercial	628	5	728	5	100	16
Industrial	750	6	1,011	8	261	35
Public & Semi-Public	564	4	724	5	160	28
Parks & Open Space	455	3	1,554	12	1,099	245
Vacant	1,478	11	1,299	10	-331	-22
Streets/Rights of Way	3,637	27	2,024	15	-1,613	-44
Water	4,088	30	3,968	29	-120	-3
Total	13,478	100	13,478	100		

Source: 1974 Hudson County Land Use Plan and 1999 Consultant Survey.

### Residential

Residential use is the largest category of land use in Jersey City, with the exception of streets, rights-of-way and water. The City experienced some change in the amount of residential acreage between 1972 and 1999 due to the construction of a significant amount of new housing. The City had 2,153 acres of land in residential use in 1999. In comparison, there were 1,878 acres of land in residential use in 1972. This is an increase of 374 acres or 20 percent during the 27 year period. Significant residential development has occurred on the Hudson River waterfront and in Droyer's Point. There has been in-fill development throughout the City and a significant amount of rehabilitation and adaptive reuse in Downtown. Examples include the renovation of brownstone townhouses in Paulus Hook and the conversion of the former Dixon Crucible factory into apartments.

The prevalence of residential uses in Jersey City is confirmed by an analysis of the 46,275 properties that currently exist. There are 31,265 residential properties with a total assessed valuation of \$2,765,055,207 in the City. This represents approximately 68 percent of all the properties in Jersey City.

### **Commercial**

Commercial uses constitute the smallest category of land use in Jersey City after public and semi-public uses. The City experienced a moderate increase in commercial acreage between 1972 and 1999 as a result of the conversion of industrial and railroad property to retail, office and service use. The increase in commercial use has been concentrated along the Hudson River waterfront as property formerly used by various railroads was abandoned and redeveloped. The City had 728 acres of land in commercial use in 1999. In comparison, there were 628 acres of land in commercial use in 1972. This is an increase of 100 acres or 16 percent during the 27 year period. Significant commercial redevelopment including a regional shopping mall, hotel and multiple office towers has occurred at Newport, Exchange Place and Colgate. Additional commercial redevelopment, such as the construction of a Home Depot on the former Ryerson Steel site, has occurred elsewhere in Jersey City.

Jersey City has a relatively small amount of land in commercial use, however, there are a significant number of commercial properties. There are 3,558 commercial properties with a total assessed valuation of \$960,820,955 in the City. This represents approximately 8 percent of all the properties in Jersey City.

### **Industrial**

Industrial uses comprise the fifth largest category of land use in Jersey City after residential, streets and rights of way, vacant and water. The City experienced an increase in industrial acreage between 1972 and 1999 despite the erosion of its manufacturing base and the decline of railroads. The increase was caused primarily by the abandonment of railroad facilities and rights of way, which resulted in the reclassification of land as industrial. The City had 1,011 acres of land in industrial use in 1997. In comparison, there were 750 acres of land in industrial use in 1972. This is an increase of 261 acres or 35 percent during the 27 year period. Although Jersey City has experienced a significant loss of manufacturing, there has been limited industrial redevelopment generated by businesses that require proximity to markets, transportation and labor. For example, Tropicana Orange Juice has opened a distribution center in Greenville Yards Industrial Park and the New York Daily News has opened a printing plant in Liberty Industrial Park.

Jersey City has a limited number of industrial properties despite the increase in industrial acreage since 1972. There are 853 industrial properties with a total assessed valuation of \$579,086,400 in the City. This represents approximately 2 percent of all the properties in Jersey City.

### **Public and Semi-Public**

Public and semi-public uses represent the smallest category of land use in Jersey City. The City experienced an increase in public and semi-public acreage between 1972 and 1999, generated primarily by the development of Liberty Science Center. The City had 724 acres of land in public and semi-public use in 1999. In comparison, there were 564 acres of land in industrial use in 1972. This is an increase of 160 acres or 28 percent during the 27 year period. Other development activities that have increased land in public and semi-public use include the expansion of Hudson County Community College, New Jersey City University (formerly Jersey City State College) and the construction of the HBLRTS system.

Jersey City has a large number of public and semi-public properties that reflect its status as a regional center of government, education, health care and transportation. There are 3,938 public and semi-public properties with a total assessed valuation of \$3,407,016,575 in the City. This represents approximately 9 percent of all the properties in Jersey City.

### **Parks and Open Space**

Parks and open space uses represent the third smallest category of land use in Jersey City, after commercial and public and semi-public uses. The City experienced a significant increase in parks and open space acreage between 1972 and 1999 due primarily to the expansion of Liberty State Park. The City had 1,554 acres of land used for parks and open space in 1999. In comparison, there were 455 acres of land used for parks and open space in 1972. This is an increase of 1,099 acres or 245 percent during the 27 year period. Despite the increase in land used for parks and open space, Jersey City still has a parks and open space deficit according to State guidelines.<sup>1</sup> The State Green Acres program recommends 8 acres of parks and open space per 1,000 population, which translates into a minimum of 1,828 acres of parks and open space for Jersey City. The City is well below this recommended standard, resulting in a deficit. The continued development of facilities at Liberty State Park will help to address this need. The expansion of the Hudson River Waterfront Walkway and the HMDC's planned Hackensack RiverWalk are expected to increase the amount of land used for parks and open space in the future.

### **Vacant**

Vacant land comprises the fourth largest category of land use in Jersey City after residential, streets and rights of way and water. The City experienced a decrease in vacant land between 1972 and 1999 despite significant redevelopment along the Hudson River waterfront. This change was associated with the significant redevelopment activity in the City. The City had 1,299 acres of vacant land in 1999 compared with 1,478 acres of vacant land in 1972. This is a decrease of 331 acres or 22 percent during the 27 year period. Other factors contributing to the increase in vacant land were the demolition of deteriorated

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<sup>1</sup> See Parks and Recreation section for additional information.

homes and commercial structures, especially in Bergen and Greenville. Recent trends including new construction on the Hudson River waterfront, the development of in-fill housing on unused property and redevelopment associated with the Martin Luther King Drive HUB project are expected to reduce the inventory of vacant land.

Jersey City has a large number of vacant properties despite the significant redevelopment that has occurred since the 1966 Master Plan. There are 4,886 vacant properties with a total assessed valuation of \$365,124,451 in the City. This represents approximately 11 percent of all the properties in Jersey City.

### **Streets/Rights of Way**

Streets and rights of way constitute the second largest category of land use in Jersey City after water. The City experienced a significant decrease in land used for streets and rights of way between 1972 and 1999 as a result of the decline in railroad activity on the Hudson River waterfront. The northeastern railroad industry collapsed shortly after the 1966 Master Plan was adopted as the Penn Central Railroad, Erie-Lackawanna Railroad and Central Railroad of New Jersey went bankrupt. Railroad facilities including rights of way, yards and terminals were abandoned and made available for alternative uses. The City had 2,024 acres of land in use for streets and rights of way in 1999. In comparison, there were 3,637 acres of land in use for streets and rights of way in 1972. This is a decrease of 1,613 acres or 44 percent during the 27 year period. The decrease in land used for streets and rights of way has enabled Jersey City to reclaim the Hudson River waterfront and convert former railroad property to productive use. Recent redevelopment projects that have replaced railroad rights of way include Newport Centre Mall, Harborside Financial Center and Liberty Science Center. The amount of land in this category may increase in the future, however, with the completion of the HBLRTS through Jersey City.

### **Water**

Water is the largest category of land use in Jersey City as a result of its location on a peninsula bounded by the Hudson River, Upper New York Bay and the Hackensack River. The City experienced a decrease in land under water between 1972 and 1999, primarily because of filling for redevelopment along the Hudson River waterfront. The City had 3,968 acres of land under water in 1999 compared with 4,088 acres of vacant land in 1972. This is a decrease of 120 acres or approximately 3 percent during the 27 year period.

## **SPECIAL DEVELOPMENT AREAS**

### **Regulatory Framework**

The regulatory framework for land use and development in the City of Jersey City is complex and multi-layered. The City, as required under the Municipal Land Use Law (MLUL), regulates land use and development through the zoning ordinance. However, the HMDC regulates land use and development in the northwest section of the City within the Hackensack Meadowlands District. In addition, development along the Hudson River, Hackensack River and Upper New York Bay is subject to review by the New Jersey Department of Environmental Protection. There are also numerous redevelopment areas with separate development regulations that supersede the zoning ordinance.

Jersey City's current zoning ordinance was adopted in 1974, readopted in 1978 and has been amended multiple times over the past 25 years. It is based upon the standard zoning principle of segregating uses into uniform zones with controls to regulate bulk and density. There are 4 residential zones, 5 commercial zones, 3 industrial zones and 2 overlay zones with varying bulk and density standards. This approach is constrained by the City's unique characteristics and development pattern. Jersey City is comprised of distinct neighborhoods that were once separate municipalities prior to consolidation in 1873. The ordinance promotes uniform development in each zone that is often inconsistent with the physical character of the surrounding neighborhood. The City is also characterized by an established pattern of mixed-uses in many areas. The ordinance attempts to segregate these uses instead of promoting contextual in-fill development. Finally, the City is fully developed and future growth will result primarily from in-fill development and redevelopment. The ordinance lacks the design guidelines necessary to encourage in-fill development that is physically compatible with existing buildings and neighborhoods. The limitations of the current zoning ordinance are exacerbated by the age of the ordinance and the numerous amendments that have been made to it.

Jersey City's regulatory framework is further complicated by the numerous redevelopment plans that supersede the zoning ordinance. The redevelopment plans function as a surrogate master plan and zoning ordinance for certain areas of the City. They share the limitations of the City-wide zoning ordinance, however, their limited geographic scope enables City officials to encourage development that is physically compatible with existing buildings and neighborhoods. There are 58 redevelopment plans ranging from the Dixon Crucible Redevelopment Plan to the Newport Redevelopment Plan. They address the unique conditions in areas of the City that have been determined to be "an area in need of redevelopment" pursuant to the Local Redevelopment and Housing Law (P.L. 1992, c.79, s.1). This contributes to the multiple layers of regulation that characterize the City's development process.

## **Special Improvement Districts**

The City of Jersey City has utilized a variety of innovative techniques to promote economic development and the revitalization of major commercial districts, including the formation of Special Improvement Districts (SID's). As shown in Table 2 and identified on the SID map, the City has four SID's located in the Central Avenue, Journal Square, McGinley Square and Historic Downtown (Newark Avenue) commercial districts. The SID's are a public-private partnership between the City and property owners within each district.

Jersey City's SID's provide numerous services including security, sanitation, marketing and business recruitment. In addition, they provide a professional manager to oversee the district, administer programs and services and plan physical improvements in cooperation with the local business community. The SID's also provide funding for physical improvements such as facade upgrades, installation of trash bins and the enhancement of security gates used by stores. The Jersey City Economic Development Corporation (JCEDC) provides funding for major physical improvements such as new street furniture, pedestrian-scale lights, landscaping, new sidewalks and other amenities. It also provides construction management services for all major physical improvements in the SID's. The JCEDC and the Division of Engineering have completed a major streetscape project within the Central Avenue SID that includes new street furniture, pedestrian-scale lights, improved sidewalks and landscaping. The JCEDC is currently in the midst of an extensive \$7 million streetscape project within the Journal Square SID that includes street furniture, a pedestrian plaza, a fountain, an ornamental tower, new sidewalks and pedestrian-scale lighting. It is being funded through the Urban Enterprise Zone program and is expected to be completed in 1999. In addition, the JCEDC and McGinley Square SID are planning a series of streetscape improvements to be completed in conjunction with the expansion of Saint Peter's College.

Jersey City's SID's are a public-private partnership funded by tax assessments and grants from the City government. The tax assessment is levied on all commercial property owners within the boundaries of the SID. The rate of assessment differs in each district. The City provides a matching grant to each SID from Urban Enterprise Zone funds for a five year period. The matching grant is 4 to 1 in the first year, 3 to 1 in the second year, 2 to 1 in the third year, 1 to 1 in the fourth year and is phased out in the fifth year. This approach provides the SID's with sufficient funding for start-up expenses and gives them time to establish a presence in the local business community.

Table II-2  
SPECIAL IMPROVEMENT DISTRICTS (SID's), 2000  
City of Jersey City, NJ

<i>Name</i>	<i>Year Established</i>	<i>FY 1999 Budget</i>
Central Avenue SID	1992	\$89,380
Journal Square SID	1995	\$1,731,987
McGinley Square SID	1998	\$331,561
Historic Downtown SID	1998	\$349,934

*Source:* New Jersey Department of Community Affairs, 1998; Jersey City Economic Development Corporation, 1999.

**Neighborhood Improvement Districts**

The City of Jersey City has expanded its effort to revitalize communities and improve the quality of life throughout the City by creating the Neighborhood Improvement District (NID) program. The City has designated 32 NID's located in neighborhoods throughout the City. The purpose of the program is to improve and coordinate the delivery of services and capital improvements by identifying the needs of each NID through close coordination with neighborhood groups.

Each NID in Jersey City is assigned a manager, a community police officer and up to two code enforcement officers. The manager works with residents of the NID to determine community needs, establish project goals and coordinate the delivery of City services. The police officer patrols the NID on foot, by bicycle or by scooter. The code enforcement officers are authorized to issue tickets for quality of life violations such as litter, graffiti and illegal parking. The City has budgeted approximately \$3.4 million for the program in FY 1998. Typical projects and services include tree trimming, replacement of street signs and lights, graffiti removal, painting of fire hydrants and rodent control. The City provides some of these services, however, its also contracts with private firms for services such as security and neighborhood clean-up.

**Urban Enterprise Zone**

The City of Jersey City has capitalized on the Urban Enterprise Zone (UEZ) program to promote economic development and revitalization throughout the City. A UEZ is an area of a municipality that has suffered significant economic distress and qualifies for financial incentives intended to promote economic development under the New Jersey Urban Enterprise Zones Act of 1983 (N.J.S.A. 52:27H.60 et al.). The City's UEZ was authorized by the State in 1983 and was established in 1985. It began generating full tax benefits in 1992.

Jersey City's UEZ program provides a broad range of tax and other financial incentives to promote economic development in distressed areas of eligible municipalities. The incentives include a sales tax exemption for business related purchases, employee tax credits for hiring new employees, reduced unemployment insurance taxes and a 50 percent reduction in sales tax for qualified retailers. The sales tax collected by retailers in the UEZ is returned to the City by the State and is reinvested in business development programs. These include the SID matching grant program, the commercial facade program, the UEZ revolving loan fund, the blockfront program, the streetscape program, commercial district security, sanitation and litter collection and beautification. In addition, businesses located in the UEZ may qualify for reduced electricity and gas rates from Public Service Electric and Gas (PSE&G).

Jersey City's UEZ is one of the largest and most successful programs in the State as shown on the UEZ map, it runs from the Holland Tunnel in the north to the municipal border with Bayonne in the south and includes Journal Square, Newport, Newark Avenue, Bergen Avenue and Martin Luther King Drive. The UEZ encompasses approximately 80 percent of the City's commercial areas and contains more than 800 qualified businesses. It has generated approximately 18,834 full-time jobs and 716 part-time jobs since 1985, as shown in Table 3. It is anticipated that 3,294 full-time jobs will be created within the City's UEZ in 2000. The UEZ has also produced approximately \$14.5 million in tax revenue and attracted more than \$3.5 billion in private sector investment since its inception. The revenue generated by the UEZ is used by the Jersey City Economic Development Corporation to spur economic development throughout the City, from SID's to the HUB project on Martin Luther King Drive and the restoration of the Loew's Theater.

Table II-3  
 URBAN ENTERPRISE ZONE INFORMATION, 2000  
 City of Jersey City and New Jersey

	<i>Jersey City</i>	<i>New Jersey</i>	<i>City's Percentage of State Total</i>
Active Businesses	724	6,167	11.7
Total Employment	36,927	174,653	21.1
Full-Time Jobs Created	18,834	50,769	37.1
Part-Time Jobs Created	716	3,908	18.3
Projected Full-Time Jobs Created (2000)	3,294	13,273	24.8
Total Revenue Invested	\$3,573,486,849	\$8,793,441,493	40.6
Projected Revenue Invested (2000)	\$545,370,597	\$1,655,091,503	32.9

*Source:* New Jersey Urban Enterprise Zone Program Investment and Employment Summary Report, June 1999.

## **SECTION II: LAND USE PLAN**

### **INTRODUCTION**

The City of Jersey City has experienced significant land use changes since the adoption of its last complete Master Plan preparation in 1966. These changes reflect the City's transformation from a mature industrial and transportation hub to a dynamic commercial and residential center. The changes include dramatic waterfront development activity, the growth of office and retail activity, the contraction of manufacturing uses, the abandonment of large areas containing railroad facilities and rights-of-way and the stabilization of residential neighborhoods. The Land Use Plan addresses the changes that have occurred and reorganizes the land use districts to preserve the City's distinctive features while responding to the growth and redevelopment that is projected to occur over the next 6 to 10 years.

Jersey City's land use continues to reflect its historic development patterns and is organized around three district planning areas:

- the two waterfronts of the City (i.e. Hudson River/Upper New York Bay and Hackensack River)
- the central core running from the Heights in the north to Greenville in the south
- the Hackensack Meadowlands District

Within these areas, land uses vary by neighborhood depending upon local conditions, existing uses and redevelopment activity. Several general trends, however, are apparent despite the variations in land use. The northern section of the Hudson River waterfront has developed into a regional economic engine. In the middle, Liberty State Park and its environs have become a national tourist destination and to the south, the Port Jersey/Greenville Yards complex is emerging as a global economic node. The City has also preserved its residential identity as a community of neighborhoods with a broad range of housing as well as access to local shopping districts, community facilities and public amenities.

Despite change, Jersey City has retained many of the basic land use features that make it unique and contribute to its complex urban character. These include the prevalence of mixed-uses, a dense pattern of development, the existence of multiple activity centers, the presence of man-made and natural barriers between neighborhoods and a variety of design that results in a diverse streetscape. Further, there are many non-conforming industrial uses scattered throughout the City that provide jobs and tax revenues; however, they also create nuisances for surrounding residents. The sections that follow will address each land use category as detailed on the land use plan map and include an identification of major issues as well as recommendations for implementation.

## **RESIDENTIAL**

Residential land use districts consist of one-and two-family housing, multi-family attached housing (4 stories or less), multi-family mid-rise housing and multi-family high-rise housing. Residential uses are primarily located in the inner core of the City as well as residential enclaves along the Hudson River/Upper New York Bay and Hackensack River waterfronts. Due to the City's developed housing stock, land use districts are defined by housing unit type.

### **One- and Two-Family Housing District**

#### Existing Conditions

Jersey City contains areas of one-and two-family housing in every neighborhood. It is the largest and most prevalent land use in the City. One-and two-family housing is predominant in the Heights, Greenville and West Side. There is also a significant presence in Bergen/Lafayette and to a lesser extent in Journal Square and Downtown. One- and two-family housing has net densities of up to 35 units per acre and is characterized by existing one- and two-family structures of 35 feet or less.

The typical Jersey City house is located on a 2,500 square foot lot that is 25 feet wide by 100 feet deep. The primary exception is Greenville, which has larger lots with a total area of 3,000 square feet and more and West Side which have lots up to 5,000 square feet in size. Front yard setbacks vary widely from neighborhood to neighborhood. Some areas have front yard setbacks as small as 5 feet; others provide front yards with depths of 25 feet or more.

Parking is a significant issue in Jersey City's one- and two-family housing districts. The compact lot sizes, closely spaced houses and small yards make it difficult to accommodate automobiles and preserve the attractive urban streetscape that exists in many residential neighborhoods. Residents typically utilize a combination of on-street and off-street parking depending upon the type and age of the house as well as the neighborhood. Older homes, many of which predate the zoning ordinance and the automobile age, often lack off-street parking or utilize a shared driveway with parking in rear yard garages. This is the established pattern in most residential neighborhoods in the City.

Problems arise when residents convert the front yard into a parking area and create additional curb cuts, negatively affecting the streetscape and reducing on-street parking. The problems caused by parking are most acute with new residential development, especially two-family houses. Market demand places a premium on off-street parking and results in incompatible in-fill residential development. This type of development is characterized by excessive building setbacks, large garage doors which dominate the front façade, wide curb cuts that reduce on-street parking and front yards that are paved over for driveways and parking. As a consequence, the streetscape and character of existing residential

neighborhoods are adversely affected and on-street parking is eliminated. In addition, the proliferation of curb cuts results in the loss of on-street parking for the other residents along the street.

Historically, pedestrian oriented neighborhood commercial uses have coexisted with one and two family housing in residential neighborhoods throughout the City. These neighborhood commercial uses are scattered throughout these neighborhoods are also clustered in small pockets. Many of these commercial uses have thrived for years and have provided a convenient and accessible service to the immediate residential neighborhood. Those neighborhood commercial uses which are viable will continue to remain and have the status of a pre-existing non-conforming use. There is a growing trend towards conversion of commercial store fronts to residential units. Although conversions create residential units from non-conforming commercial space they often trigger use, density and parking variances. It is recommended that if the conversion results in a one for one replacement of a commercial unit for a residential unit, variances are not created for use, density and parking. Further, design standards should also be created which address the interrelationship between the conversion to the building and the surrounding area.

#### Existing Zoning

Jersey City's zoning regulations include two one and two family housing districts. Jersey City's R-1 zoning permits detached one- and two-family housing on small lots, creating a "cheek by jowl" pattern, in keeping with its urban character. The maximum permitted building height is 3 stories and 35 feet, theoretically allowing homes with up to 4,800 square feet of total building area.

The R-2 zone permits a mix of housing types including detached one- and two-family units, rowhouses/townhouses and garden apartments at a maximum height of 4 stories or 40 feet. Illegal conversion of one- and two-family homes to multi-family use is a widespread problem. It is most common for new 3 story houses, which are often converted into multi-family units with three or more apartments, soon after initial occupancy.

Jersey City's current zoning regulations permit retail sales and services on the ground floor of residential buildings on major streets as a conditional use in the R-2 residential district. It is recommended that retail sales and services be eliminated as a conditional use since these areas are in close proximity to neighborhood commercial districts. As a result, the existing neighborhood commercial districts will be strengthened and the residential character of the neighborhood will be reinforced. It is acknowledged, however, that viable pre-existing neighborhood uses will most likely remain.

#### Purpose of District

The purpose of the one- and two-family housing district is to accommodate existing housing and encourage compatible in-fill development with one- and two-family homes that preserve the streetscape,

utilize on-street parking where the frontages are narrow and maintain the low-rise character of the area. An intended consequence of this designation is preserving the integrity of residential neighborhoods, limiting non-residential uses to appropriate areas, increasing the availability of community resources and reinforcing the viability of existing neighborhood commercial districts.

### Issues

1. Preserving of the streetscape and character of the one- and two-family housing district. This includes minimizing curb cuts, preservation of street trees and retention of “green” areas in the front yard.
2. Encouraging compatible in-fill residential development including the preservation of prevailing building setbacks, prevailing building height and on-street parking.
3. Preventing and eliminating the conversion of one- and two-family houses into multi-family housing with three or more apartments.
4. Addressing the need for off-street parking and preserving the availability of on-street parking.

### Recommendations

1. Provide design guidelines to promote the development of high quality and compatible one- and two-family housing residential uses.
2. Provide for a “prevailing height” standard and where none exists, limit the permitted height in the one- and two-family housing district to 2.5 stories to reduce the potential for conversion of detached one- and two-family houses to multi-family housing with three or more apartments.
3. Provide for a prevailing setback standard.
4. Prepare alternative parking requirements for residential uses and seek an exemption from the State Residential Site Improvement Standards. The parking requirements should discourage off-street parking on narrow infill lots in the one- and two-family housing district to preserve the streetscape and promote the use of on-street parking. Where appropriate, the use of alleys and shaded driveways should be encouraged.
5. Regulate the width of driveways and garages integrated into the front façade to preserve front yard green space and enhance the appearance of one- and two-family houses. The suggested width is a maximum of 10 feet for the driveway and 12 feet for the garage.
6. Limit the number and width of curb cuts serving one- and two-family housing to preserve on-street parking, street trees and the streetscape and tighten requirements to obtain such cuts
7. Eliminate garden apartments and medium-rise apartments as permitted uses in the one- and two-family housing district.

8. Eliminate retail sales and services as a conditional use.

### **Multi-Family Attached Housing (4 stories or less)**

#### Existing Conditions

Jersey City contains two areas of multi-family attached housing (4 stories or less) and one adoptive reuse site. These include Palisade Avenue and Downtown from 12<sup>th</sup> Street to 14<sup>th</sup> Street and the Whitlock Cordage site in the Morris Canal Redevelopment Area. These areas (excluding the Whitlock Cordage site) are characterized by townhouses, row homes and multi-family buildings which are 3 and 4 stories in height. Densities range from 36 to 60 units per acre. Most residential parking is accommodated on street.

The Palisade Avenue area is characterized by a mixture of housing types. The predominant housing type is multi-family housing of 4 stories or less in height. Commercial uses are scattered throughout the area.

The primary land use pattern in the Downtown area is townhouses and rowhouses which are 3 and 4 stories in height. The Downtown area is adjacent to a historic district. Therefore, any new development in this area can potentially have an impact on the historic district.

The Whitlock Cordage area contains low-scale industrial buildings.

#### Existing Zoning

Palisade Avenue is located in the R-2 and R-4 zones. The R-4 zone on the east side of Palisade Avenue permits high-rise multi-family housing while the west side of the street permits one- and two-family housing, townhouses and garden apartments. The Downtown area is located within a redevelopment area.

The Whitlock Cordage area is within the Whitlock Cordage Adaptive Reuse District of the Morris Canal Redevelopment Area. The Adaptive Reuse District permits residential development at a maximum density of 50 units per acre and a maximum height of 40 feet.

#### Purpose of the District

The purpose of the multi-family attached housing (4 stories or less) district is to recognize the existing pattern of housing development, to preserve the low-rise character of the areas and to promote compatible infill development. Further, this district promotes the adaptive reuse of the Whitlock Cordage site.

### Issues

1. Preservation of existing neighborhood character.
2. Upgrade of neighborhoods.
3. Compatibility with the adjacent historic district in the Downtown area.
4. Adaptive reuse of the Whitlock Cordage buildings.
5. Preservation of the historic character and unique identity of Palisade Avenue.

### Recommendations

1. Eliminate the existing R-4 zoning on the east side of Palisade Avenue.
2. Adopt more stringent design standards along Palisade Avenue that reflect the historic nature and mixed use character of many of the structures.
3. Address the extent of commercial uses along Palisade Avenue and prohibit amusement arcades as a principal permitted use.
4. Prohibit front yard parking.
5. Provide design guidelines to promote high quality development of multi-family attached housing and respects, where appropriate, the adjacent historic district.
6. Request a waiver of the parking requirements of the State Residential Site Improvement Standards.

## **Multi-Family Mid-Rise District**

### Existing Conditions

Jersey City contains areas of multi-family mid-rise residential development in Journal Square, along Routes 1 and 9, in a corridor along John F. Kennedy Boulevard and Bergen Avenue, in Port Liberte and between the west side of Manila Avenue and Marin Boulevard. Multi-family mid-rise residential uses have a density of 36 to 60 units per acre and are characterized by structures ranging from attached townhouses and row houses containing 4 units or more to multi-family mid-rise buildings of 3 to 7 stories. Multi-family mid-rise residential uses are also incorporated into several adopted redevelopment plans such as Dixon Crucible. Many of these structures are older elevator buildings characterized by zero lot lines in the front yard, limited or non-existent on-site parking and ground level retail or office uses.

### Existing Zoning

The current R-3 and R-3A zoning regulations conflict with the established pattern of existing multi-family mid-rise residential development. The zoning requires a multi-family mid-rise building to be located on a 40,000 square foot lot with a minimum depth of 100 feet and minimum lot width of 200 feet. The yard

requirements prohibit development on approximately one-third of the lot and result in a maximum building envelope of 25,500 square feet. The maximum floor area ratio (FAR) of 1.1 and building coverage of 25 percent, in conjunction with the requirement for on-site parking and recreation space, results in multi-family mid-rise residential buildings with excessive setbacks, off-street parking and/or on-site recreation space. These constraints can create breaks in the street wall on major arterials, a diminished streetscape, inefficient use of scarce land and in-fill development that is incompatible with surrounding buildings.

### Purpose of the District

The purpose of the multi-family mid-rise residential district is to provide a broad range of multi-family housing in areas served by arterial streets, mass transit, neighborhood commercial uses and community facilities. The multi-family housing district includes rowhouses and attached townhouses containing 4 units or more and mid-rise buildings of 3 to 7 stories. The location of this district in close proximity to neighborhood shopping districts and community facilities is intended to recognize and enhance the mixed use character of the City's neighborhoods, especially those served by major arterial streets.

### Issues

1. The current R-3 and R-3A zoning regulations have floor area ratio and building coverage standards that are too low and promote the creation of surface parking lots.
2. The current R-3 and R-3A zoning regulations permit incompatible housing types in the multi-family mid-rise residential district including garden apartments. Garden apartments are a low density form of residential development suitable for suburban locations with a low-rise character, available land and limited mass transit. They are inappropriate in an urban center such as Jersey City where land is scarce, population densities are high and extensive mass transit is available.
3. The current R-3 and R-3A zoning regulations provide a density bonus for the provision of private recreational space.
4. The absence of design guidelines in the zoning ordinance creates the potential for multi-family mid-rise residential buildings of less than optimal design.
5. The current off-street parking requirements conflict with the State Residential Site Improvement Standards.

### Recommendations

1. Increase the permitted FAR, building coverage and lot coverage in the multi-family mid-rise residential district to encourage appropriate redevelopment and contextual in-fill development that recognizes the urban environment through the use of zero lot lines, ground floor retail, where

appropriate, and structured or underground parking. It is recommended that the maximum building coverage be increased to 65 percent and the maximum lot coverage be increased to 75 percent. This creates incentives for providing structured parking. It is desirable to “wrap” first floors of parking structures with a “veneer” of retail uses to improve their streetscape impact. Wider sidewalks of perhaps 15 to 20 feet on major streets are also encouraged.

2. Permit ground floor office uses including medical, in multi-family mid-rise residential development along John F. Kennedy Boulevard.
3. Eliminate garden apartments in the multi-family mid-rise district.
4. Revise the height standards to permit three to seven stories.
5. Amend the zoning ordinance to require the provision of recreational space.
6. Provide design guidelines to promote the development of high quality multi-family mid-rise residential uses.
7. Request a waiver of the parking requirements of the State Residential Site Improvement Standards.

### **Multi-Family High-Rise District**

#### Existing Conditions

Jersey City contains several areas of multi-family high-rise residential development in Downtown and Journal Square. This district is the smallest and least common residential district in the City. Multi-family high-rise development has a density of 61 units per acre or greater and is characterized by buildings of 8 stories or greater.

#### Existing Zoning

Jersey City’s current R-4 high density zoning regulations permit multiple residential uses. These include garden apartments, townhouses and rowhouses.

Further, Jersey City’s R-4 zoning regulations have promoted high density and high-rise residential development in an outmoded form known as the “tower in the park.” This land-intensive form of residential development is often inappropriate in a dense urban center and is incompatible with most existing structures and neighborhoods. The R-4 zone requires a minimum lot area of 60,000 square feet for a high-rise apartment with a minimum depth of 200 feet and a maximum width of 300 feet. The yard requirements prohibit development on one-third of the lot and result in a maximum building envelope of 40,000 square feet. The maximum floor area ratio (FAR) of 2.0 and building coverage of 25 percent, in conjunction with the requirement for on-site parking and recreation space, combine to produce high-rise residential buildings surrounded by parking and/or recreation space. This results in numerous impacts

including breaks in the “urban street wall,” a diminished streetscape, inefficient use of scarce land and in-fill development that is out of context with its surroundings.

In contrast, there are recent examples of more appropriate high density residential development in redevelopment areas with regulations and design guidelines that supercede the zoning ordinance. They represent contextual in-fill development and are noteworthy for the use of design elements that reflect their urban location including a zero lot line along the front yard, ground level retail and structured parking.

### Purpose of the District

The purpose of the multi-family high-rise district is to accommodate high-rise multi-family housing in appropriate locations that are served by mass transit, off-street parking and adequate public infrastructure. The location of this district in close proximity to shopping, employment and recreational amenities is intended to promote the increased mix of uses, twenty-four hour activity and pedestrian traffic characteristic of dense urban centers.

Most of the delineated areas reflect existing multi-family high-rise development. One of the new areas which has been designated multi-family high-rise is the area near the Holland Tunnel, which is affected by the Jersey Avenue Redevelopment Plan. This area is well suited for higher density residential development due to its proximity to the waterfront and to the HBLRT stations. A mix of low rise, mid rise and high rise residential units should be encouraged to create a vibrant streetscape. Any development should be sensitive to preserving view sheds. The Jersey City Medical Center on Montgomery Street has also been designated in this category.

### Issues

1. Current R-4 zoning regulations promote the development of “tower in the park” multi-family high-rise residential buildings with impacts upon the streetscape and the inefficient use of land.
2. Current R-4 zoning regulations permit residential housing types, including garden apartments, townhouses and row houses in the high density residential district.
3. Current R-4 zoning regulations for off-street parking promote the creation of surface parking lots instead of structured lots or underground parking lots.
4. The absence of design guidelines in the zoning ordinance creates the potential for multi-family high-rise buildings which are not as sensitive to their environs as they could be.
5. The current R-4 zoning regulations provide a density bonus for the provision of private recreational space.

6. The current off-street parking requirements conflict with the State Residential Site Improvement Standards.

### Recommendations

1. Increase the permitted FAR and building coverage in the multi-family high-rise district to encourage appropriate redevelopment and contextual in-fill development that recognizes the urban environment through the use of zero lot lines, ground floor retail and structured or underground parking.
2. Eliminate garden apartments, as a permitted uses in the multi-family high-rise district.
3. Define height as 8 stories and greater.
4. Provide zoning incentives such as a density bonus for the provision of underground or structured parking in conjunction with multi-family high-rise residential development. It is desirable to “wrap” the first floor of parking structures with a “vener” of retail uses to improve their streetscape impact.
5. Provide design guidelines to promote the development of high quality multi-family high-rise residential uses.
6. Amend the zoning ordinance to require the provision of recreational space.
7. Request a waiver of the parking requirements of the State Residential Site Improvement Standards.
8. Amend the Jersey Avenue Redevelopment Plan to incorporate a mix of multi-family residential as the primary use.
9. Protect view corridors by regulating height and building placement through preparation of visual impact assessments. These should be required site plan submissions for development on critical parcels.
10. Shadow analyses should be performed for all high rise buildings.

## **WALDO**

### Existing Conditions

Jersey City has an emerging artistic community, largely concentrated in Downtown, that has chosen to settle in the City. The WALDO district is bordered by Second Street on the north, Bay Street and Morgan Street on the south, Washington Street on the east and Luis Munoz Marin Boulevard on the west. Artists have been attracted by the City's growing reputation as a cultural enclave with relatively affordable housing, a large inventory of old industrial buildings that can be adapted to studios, extensive mass transit service, and proximity to New York City. In turn, the City has recognized the significant contribution that the artistic community makes to its cultural life as well as the potential for artists to work and live.

### Existing Zoning

In order to accommodate the special needs of artists and promote the redevelopment of the Warehouse District in Downtown, the City has established an arts district known as the Artists' Work and Live District Overlay or WALDO. The WALDO provides for a series of permitted uses which promote the development of an Art District. These uses are in addition to the underlying industrial and warehousing I-2 zone.

### Purpose of the District

The purpose of this district is to establish an artist's settlement in the heart of Downtown where artists may work and live and, in the process, enliven a 7.5 block area adjacent to the Hudson River waterfront. Since the WALDO district is relatively new, originating in 1996, it is a work in progress that requires significant investment and redevelopment to become a reality.

Jersey City's WALDO district is divided into a core area and a fringe area, both of which permit artist's work and live space. The core area is located in the center of the district, set back from Luis Munoz Marin Boulevard and Washington Street, and is devoted primarily to art production. Art related activities including galleries, performance venues, arts supply stores and small restaurant and bars are also permitted and encouraged. The fringe area is located on the periphery of the district, fronting on Luis Munoz Marin Boulevard and Washington Street, and is a transitional area devoted to arts production, arts related uses and limited commercial uses. It accommodates those uses permitted in the core area as well as retail stores that capitalize on the access provided by higher order streets such as Luis Munoz Marin Boulevard and Washington Boulevard.

### Issues

1. Implementing the first artist's work and live project to serve as a catalyst for further redevelopment in the WALDO district.
2. Accelerating the pace of redevelopment and attracting artists to the WALDO district.

### Recommendations

1. Determine whether the WALDO district qualifies as an "area in need of redevelopment" and establish a redevelopment plan to provide incentives that promote redevelopment including tax abatements and payments in lieu of taxes.
2. Eliminate the underlying industrial I-2 zoning, specifically prohibit cyberhotels.

3. Implement a “percent for arts” ordinance that would fund a public arts program in the City, with an emphasis on the WALDO district.
4. Plan for and recruit arts organizations and arts related uses that would anchor the WALDO district and serve as a catalyst for redevelopment. Potential anchor organizations and uses include museum branches, performing arts companies, performing and fine arts programs of local colleges and universities, performing arts venues, galleries, auction houses, libraries and arts related retail.
5. Encourage additional linkages between WALDO and the rest of the City’s population, especially educational and hands-on workshop programs for school-age children.
6. Encourage the potential construction of a performing and a visual arts high school in close proximity to WALDO, if feasible.
7. Coordinate the redevelopment of the Washington Street powerhouse with WALDO and recognize adaptive reuse as a preferable approach.

## **COMMERCIAL**

### **Neighborhood Commercial/Residential**

#### Existing Conditions/Zoning

The City of Jersey City has multiple neighborhood activity districts that anchor the residential areas surrounding them and serve as a local destination for shopping, services and entertainment. These include portions of Central Avenue, Martin Luther King Drive, McGinley Square, Newark Avenue, West Side Avenue, the intersection of Pacific and Communipaw Avenues and lower John F. Kennedy Boulevard. The City has designated these areas as the neighborhood commercial/residential district in recognition of their limited market area and mixed-use character. In many instances, the district is comparable to a traditional downtown area with retail stores, restaurants, professional offices, multi-family housing and limited government services such as a post office. The development pattern that prevails throughout the neighborhood commercial/residential district is ground floor retail with offices and apartments on the upper floors. This results in an intensive, low- to mid-rise and pedestrian-oriented environment. The district is confronted by significant challenges including competition from regional malls, limited parking, an uninviting streetscape and the need for additional investment.

Jersey City’s neighborhood commercial/residential districts are found in almost every neighborhood in the City. Conditions vary from district to district depending upon the location, mix of goods and services, extent of recent revitalization efforts and stability of the surrounding residential neighborhood.

### *Central Avenue*

The neighborhood commercial/residential district in the Heights is located on Central Avenue between North Street and Manhattan Avenue. The district's boundaries correspond to those of the Central Avenue Special Improvement District (SID), which is a public-private partnership created for revitalization purposes. Central Avenue has been significantly improved over the past several years, resulting in an economically viable and physically attractive district. The major issues relating to Central Avenue include shopper's parking and the mix of retail goods and services.

### *Newark Avenue*

The neighborhood commercial/district serving Downtown and Journal Square is located on Newark Avenue between Tonnele Avenue and Christopher Columbus Drive. The district is an extended contiguous corridor that consists of several distinct areas including the Historic Downtown SID east of Varick Street, the area around the Hudson County government complex between Central Avenue and Baldwin Avenue and an area west of J.F.K. Boulevard. The district has a multi-ethnic character and is proposed as an international corridor and gateway to the City.

The eastern portion of the district, including the Historic Downtown SID, has been approved by City Council for the creation of a "restaurant row" that capitalizes on its proximity to waterfront offices and residential neighborhoods. The recently created SID will address the need for improved business marketing, streetscape enhancements and reinvestment in commercial properties. Appropriate uses include restaurants, niche retail, services and residences on the upper levels of buildings. This section of Newark Avenue has significant potential as a revitalized activity center and destination.

The central portion of the district is oriented towards the County government complex and courthouse. This area is envisioned as "government row" with commercial uses that serve and are supported by nearby governmental activity as well as residential uses on the upper floors of buildings. Targeted uses include professional offices, services, restaurants and public facilities. Major issues include parking, streetscape improvements and increasing activity after government offices close at 5:00 p.m. Linkages to the western and eastern sections of Newark Avenue as well as parking in Journal Square are important.

The western portion of the district contains a thriving ethnic activity center known as "Little India." This area attracts local and regional visitors to the numerous South Asian restaurants, clothing stores, niche retail shops and immigrant oriented services found between John F. Kennedy Boulevard and Tonnele Avenue. The western portion of Newark Avenue is targeted for further development and strengthening of its unique ethnic commercial character. Recommended uses include niche retail, restaurants and entertainment. The major issues to be addressed include parking, streetscape improvements and

linkages to Journal Square as well as lower Newark Avenue. The City may wish to consider a public-private partnership such as a SID to address these issues.

### *Martin Luther King Drive*

The neighborhood commercial/residential district serving Bergen/Lafayette and Greenville is located on Martin Luther King Drive between Communipaw Avenue and McAdoo Avenue. The district's boundaries coincide with the limits of the Martin Luther King Drive Redevelopment Area and Plan, which was adopted in 1994 for the purpose of revitalizing this once thriving commercial corridor. The district is divided into three distinct commercial sub-areas; the Communipaw Commercial District in the north, the Community HUB District in the central section and the Neighborhood Shopping District in the south. The Community HUB District, which will anchor the area, is the most advanced in terms of the revitalization effort and physical redevelopment. An eighteen (18) acre shopping center containing a 50,000 square foot Citimarkets supermarket, Ponderosa Steakhouse and neighborhood retail space has recently been completed. The HUB district also contains a new church and fire house and a station on the HBLRTS that opened in April, 2000. The post office is almost complete. Other uses planned for this area include new housing, additional retail, a park and a credit union.

The Communipaw Commercial District will serve as a gateway to the neighborhood commercial/residential district and contain mixed-uses including retail, offices, residential on upper floors and civic uses such as a community center. This area is also proposed for a new West District Police building.

The Neighborhood Shopping District is also a mixed-use area intended to provide convenience goods and services to the adjacent residential neighborhood. Design guidelines are in place to preserve the traditional pattern of development, which is ground floor retail with residential uses on the upper floors.

The major issues relating to Martin Luther King Drive include completing the primary elements of the Community HUB district, extending revitalization into the Communipaw Commercial District to the north and Neighborhood Shopping District to the south, promoting reinvestment in properties and businesses, enhancing the streetscape, increasing the mix of available goods and services, rehabilitating apartments above commercial uses and configuring the model block front program.

### *McGinley Square*

The McGinley Square neighborhood commercial/residential district serves portions of Bergen/Lafayette, Journal Square and West Side and is located at the intersection of Bergen Avenue and Montgomery Street. The district is characterized by ground level retail uses with multi-family residential uses on the upper floors. Its boundaries correspond to those of the McGinley Square SID, which is a public-private

partnership created to revitalize the area. The revitalization effort is in the early stages of development, however, the City and the SID have plans to make streetscape improvements, rehabilitate substandard buildings, enhance the retail mix and expand business marketing.

The district also benefits from the presence of institutional and public anchors such as Hudson Catholic High School, Saint Peter's College and the Jersey City Armory. The College has developed a plan to expand eastward into the McGinley Square district that will complement the efforts of the City and SID to improve the area. The plan includes a new parking deck with ground level retail, improvements to McGinley Square Park and collaboration with the City on the adaptive reuse of the Armory.

In the long-term, the redevelopment of the Jersey City Medical Center on the periphery of the district is anticipated to boost revitalization efforts. The Medical Center has been targeted for high density residential use, which would introduce a large group of new residents and potential shoppers to the area in and around McGinley Square.

#### *West Side Avenue*

The neighborhood commercial/residential district that serves the West Side is located on West Side Avenue between Montgomery Street in the north and Pollock Avenue in the south, divided by Lincoln Park. The district's boundaries are roughly coterminous with those of the C-2 commercial zone on West Side Avenue. It is a traditional neighborhood shopping area characterized by ground floor retail and service-oriented commercial uses with multi-family residential uses on the upper floors. West Side Avenue was once a prosperous commercial district, however, it has been weakened by the dispersion of retail activity to suburban locations, the decline of the surrounding neighborhood and disinvestment. There is a significant need for streetscape improvements, renovation of substandard buildings, coordinated marketing and business recruitment and retention to revitalize the district. Other potential issues include parking, sanitation and security.

The City is considering the establishment of a SID to assist in the revitalization of the district. The opening of the HBLRTS West Side Avenue Station may also boost revitalization efforts by increasing activity and attracting commuters to the district. A station area plan encompassing the southern portion of West Side Avenue is recommended to capitalize on the presence of this facility. Partnerships with Saint Peter's College and New Jersey City University, which anchor the northern and southern ends of the district, should be explored to promote the revitalization of West Side Avenue.

### *Pacific and Communipaw Avenues*

The neighborhood commercial/residential district serving the Lafayette neighborhood is located at the intersection of Communipaw Avenue and Pacific Avenue. The district's boundaries correspond to those of the Mixed Use A zone of the Morris Canal Redevelopment Plan, which radiates outward from the intersection of Communipaw and Pacific Avenues to Maple Street in the north, Woodward Street in the west and Monitor Street in the east.

This district is the historic commercial center of the Lafayette neighborhood and has a mix of uses organized around ground level commercial uses interspersed with residential uses, including multi-family housing on the upper floors of buildings. It is in need of revitalization due to the economic and physical decline experienced by the surrounding Lafayette neighborhood. This need is addressed through the Morris Canal Redevelopment Plan, which has been adopted by the City to promote the revitalization of the area.

The Plan calls for the preservation and encouragement of the district's mixed-use character, pedestrian-oriented streetscape and historic features. The implementation actions contemplated by the Plan include building rehabilitation, clearance of substandard structures, assembly of property for redevelopment, construction of new buildings, infrastructure improvements and increased green space. Redevelopment of the district may be further assisted by the presence of the HBLRTS Liberty State Park Station Park-and-Ride nearby. This will increase activity in the area and create opportunities for transit-oriented commercial and residential development.

### *Lower John F. Kennedy Boulevard*

The southern section of John F. Kennedy Boulevard, between Winfield Avenue and the municipal border with Bayonne, has been designated a neighborhood commercial/residential district. This is in recognition of the area's existing mixed-use character and potential for further development as a local shopping district for residents of southern Greenville. The district's boundaries coincide with those of the existing C-2 commercial zone, which permits a broad range of neighborhood-oriented retail and service uses. It has a greater automobile orientation than other neighborhood commercial/residential districts in the City because of this section of John F. Kennedy Boulevard, which is a principal arterial carrying a high volume of local and intra-County traffic and proximity to a major highway interchange.

There are opportunities for redevelopment in the southernmost portion of the district below Seaview Avenue where lot sizes are relatively large and there is sufficient space for off-street parking. Current projects that are expected to positively impact the district include the redevelopment of the Republic Container site and Curries Woods public housing complex. They will enhance the southern Greenville neighborhood and provide a source of potential customers for businesses in the district. Major issues to

be addressed in the future include streetscape enhancements, pedestrian improvements and optimizing the retail mix in the district to create a more pedestrian friendly and improved commercial area.

### Purpose of the District

The purpose of this district is to recognize the existence and importance of neighborhood activity districts and promote continued efforts to strengthen and revitalize them through public-private partnerships.

### Issues

1. Increasing business investment in the district.
2. Improving the mix of goods and services provided by the district.
3. Providing opportunities for residential and office uses on the upper floors of underutilized buildings in the district to provide increased foot traffic and activity.
4. Promoting and implementing streetscape improvements in the district.
5. Enhancing pedestrian access and circulation to the district.
6. Addressing the need for additional shopper's and merchant's parking in the district.
7. Protecting the adjacent residential neighborhood to the north of Newark Avenue and west of Kennedy Boulevard from the intense commercial uses along Newark Avenue.
8. Changing the trend along Lower Kennedy Boulevard from more auto oriented to more pedestrian oriented development.

### Recommendations

1. Implement streetscape improvements, traffic calming, bicycle parking and continue the facade program.
2. Promote more neighborhood commercial uses through active marketing.
3. Evaluate the provision of sidewalk dining through widening of sidewalks where feasible and provide standards for such uses.
4. Revise signage standards to provide compatible, attractive pedestrian-oriented signage.
5. Revise the ordinance to define various types of restaurants and to include drive through restaurants as conditional uses.
6. Create a stronger pedestrian linkage between the Communipaw Avenue neighborhood commercial corridor in Lafayette and Liberty State Park.
7. Address parking deficiencies through development of infill municipal lots.

8. Conversion of first floor storefronts should be sensitive to the neighborhood and to the building.
9. Create a streetscape that minimizes breaks in the building line.
10. Create a stronger pedestrian linkage between Newark Avenue and Exchange Place.
11. Provide appropriate buffering adjacent to the residential neighborhood north of Newark Avenue and west and east of Kennedy Boulevard.
12. Provide on-site parking to the rear or side of the buildings.

## **Office/Residential**

### Existing Conditions

The City of Jersey City has an office/residential district located on the periphery of the central business district. This district is physically and economically linked to Journal Square but lacks the mix of uses and intensity of activity that characterize the central business district. The office/residential district has a preponderance of government and office uses interspersed with residential uses and ground level retail and has a low- to mid-rise character. The district functions as a transition area between the central business district and residential areas to the north, east and west.

### Existing Zoning

Jersey City's office/residential district is currently governed by several zones, including C-2, C-1 and R-2. A mix of uses is permitted in these districts including office, retail, low and medium density residential, auto sales and service, theaters and recreation facilities and parking garages. It is recommended that the zoning be amended to consolidate this district into one zone. It is also recommended that inappropriate uses such as garden apartments, auto sales and service and automatic amusement device arcades should not be permitted in the new zone in order to preserve and reinforce the existing pattern of development.

The office/residential district can be further strengthened by improving its physical connections to the central business district. This connection is necessary to overcome the barrier created by the PATH right-of-way and provide office tenants and residents with access to shopping, services and mass transit in Journal Square. Conversely, the improved physical connections are necessary to make the office/residential district more accessible to those visiting the Hudson County government complex, professional offices and residents from Journal Square. The improved connections will also increase the level of street activity in the office/residential district, which is relatively quiet during the evening due to the large government presence. This will benefit the neighborhood retail uses in the district, which depend upon walk-in traffic for a significant portion of their business.

Future development in the office/residential district is anticipated to consist of in-fill projects and selective redevelopment. The juxtaposition of office uses with residential uses in this district creates a need for careful site planning and appropriate screening and buffering of commercial structures and off-street parking areas from residential uses.

#### Purpose of the District

The purpose of the office/residential district is to accommodate government office and professional office uses in close proximity to Journal Square as well as low rise and mid rise residential uses and neighborhood retail.

#### Issues

1. Enhancing the physical connection between the district and the central business district.
2. Increasing the level of street activity and foot traffic in the district, especially during the evening.
3. Providing opportunities for ground level neighborhood retail in the office/residential district to serve workers and residents.

#### Recommendations

1. Improve the physical connection among the office/residential district, the Hudson County government complex, and the central business district by implementing streetscape improvements. Such improvements should include wayfinding or directional signage.
2. Promote the development of more neighborhood commercial uses, including restaurants, night clubs and bars, that generate street activity during the evening and are compatible with the office and residential uses that predominate in the district.
3. Provide more incentives for the development of ground level neighborhood retail to serve workers and residents of the office/residential zone by eliminating the requirement for off-street parking and utilizing on-street parking for first floor retail only.
4. Provide adequate parking in the district through a combination of public lots, structured parking and residential parking on site.

### **Highway Commercial District**

#### Existing Conditions/Zoning

Jersey City is linked to New York City by the Holland Tunnel, which is a major regional travel route between northern New Jersey and lower Manhattan. The Holland Tunnel has a significant influence upon

the area immediately to the west because of its vehicular orientation, high volumes of traffic and street level entrance and exit. This contributes to a land use pattern with a predominance of auto-related commercial uses and an environment that emphasizes circulation over streetscape design, balanced development and buffering of adjacent neighborhoods. This area is, however, a high visibility gateway to Jersey City and has the potential to be upgraded with commercial uses that capitalize on highway access and proximity to the Holland Tunnel. In recognition of this, the area bordered by 14<sup>th</sup> Street/Boyle Plaza to the north, 12<sup>th</sup> Street to the south, Luis Munoz Marin Boulevard to the east and the New Jersey Turnpike/Route 139 to the west is designated the Highway Commercial District.

The Highway Commercial District is located within an area of Jersey City that has been the focus of redevelopment planning for several decades. The District is comprised of the Holland Tunnel Redevelopment Area and a portion of the Jersey Avenue Redevelopment Area. The Holland Tunnel Redevelopment Area is located at the core of the Highway Commercial District and is one of the oldest redevelopment plans in the City. It is also the first to have expired. As a result, there is a significant opportunity to provide for new uses, bulk standards, buffer requirements and streetscape improvements that will upgrade the central area of the District. The Jersey Avenue Redevelopment Area is located on the periphery of the Highway Commercial District and the redevelopment plan is currently being reevaluated. It has significant redevelopment potential and is being considered for high density residential uses. Improvements in the Highway Commercial District will provide buffering and a transition to the high density residential development planned in the area to the north of the District.

#### Purpose of the District

The purpose of the Highway Commercial Residential District is to promote the development of desirable highway commercial uses, improve the appearance of the streetscape, buffer adjacent neighborhoods and reinforce the area's function as a gateway to Jersey City. Commercial uses in the District should take advantage of the large commuter market and convenient access to New York City. Uses that are appropriate include niche retail, commuter-oriented services, hotels, restaurants and gasoline service stations. Auto uses are recommended to be limited to facilities which dispense fuel and contain accessory convenience retail. Infrastructure and streetscape improvements are recommended to strengthen the District as a gateway to the City. These include new sidewalks, street trees, way-finding signage, public art and a visitor's center.

#### Issues

1. Determining whether the Highway Commercial District meets the statutory criteria for designation as an "area in need of redevelopment" and the appropriateness of preparing a redevelopment plan for the District.

2. Identifying an appropriate mix of commercial uses for the Highway Commercial District that capitalize on its unique locational advantages without adversely impacting established commercial districts located in Downtown.
3. Providing adequate access to the Highway Commercial District while limiting the conflict between local and regional traffic.
4. Ensuring adequate buffers between the Highway Commercial District and the established residential neighborhood to the south and the planned high density residential neighborhood to the north and northwest.
5. Acknowledging and strengthening the Highway Development District as a gateway to Jersey City.
6. Coordinating with the Port Authority of New York and New Jersey on improvements within the Highway Development District.

### Recommendations

1. Implement the Highway Development District through a redevelopment plan. Give consideration to the creation of a transportation development district to implement necessary infrastructure and streetscape improvements.
2. Provide for a mix of commercial uses in the Highway Commercial District that serve local and regional needs, including niche retail, commuter services, hotels and restaurants.
3. Improve the relationship of the Highway Commercial District to adjacent Downtown neighborhoods by providing increased buffering, improved screening and upgraded urban design.
4. Promote the Highway Commercial District as a gateway to Jersey City through the creation of a visitor's center, installation of streetscape improvements, provision of way-finding signage and usage of public art.
5. Create a partnership with the Port Authority of New York and New Jersey to plan and implement infrastructure, streetscape and signage improvements in the Highway Development District.

### **Central Business District/Journal Square**

#### Existing Conditions

Historically, the City of Jersey City's principal activity district was its central business district, located at Journal Square. This area has a mixed-use pattern of development in keeping with its historic function as a business, shopping and transportation center. The central business district contains numerous commercial, residential, institutional and government/public uses and has a low-rise character in the core. The availability of mass transit has shaped development in Journal Square and contributed to its high density and intense activity. In order to concentrate activity and enhance the viability of Journal Square,

the boundaries of the central business district have been reduced to coincide with those of the Journal Square Special Improvement District (SID). The SID is a public-private partnership dedicated to revitalizing Journal Square and this revision will ensure that the recommended uses and improvements for this district are supported by the activities of the SID.

### Existing Zoning

Jersey City's central business district is currently governed by the C-1 zoning regulations. A portion of the district is also within the area of the recently expanded Journal Square Redevelopment Plan. A broad range of residential, commercial and government/public uses are permitted including mid- and high-rise apartments, offices, transportation centers and colleges. The mix of uses is appropriate and reflects the historic intermingling of uses throughout the City, Journal Square's traditional role as the central business district, the dense pattern of development and the extensive mass transit network that serves the area.

To further the goal of consolidating and strengthening the central business district, several currently principal permitted uses are recommended to be eliminated. These include auto sales, narcotic and drug abuse treatment centers and automatic amusement device arcades. Auto sales are a land-intensive form of development that generates significant visual and nuisance impacts, especially from service and repair activities. Narcotic and drug abuse treatment centers are an essential and beneficial element of the City's social service network, however, they are more appropriately located within medical districts containing hospitals. Automatic amusement device arcades are low-end commercial uses that contribute little to the enhancement of the central business district and create potential nuisance issues such as loitering.

The recommended uses for this district are limited to high density residential around the periphery of the district, government/public facilities including colleges, parking and transportation related uses, commercial including offices and retail, hotels and conference centers, restaurants and bars as well as theaters and other forms of entertainment. Further, the use of billboards and signage as a facade enhancement technique should be promoted. This is intended to support revitalization efforts and reinforce the creation of an identity for Journal Square.

### Purpose of the District

The purpose of the central business district is to foster the development of a vibrant and accessible Citywide activity district that is a center of commerce and civic activity. It functions as a local and regional destination for business, retail, education, government services, entertainment and transportation.

### Issues

1. Consolidating the central business district to create a viable core area, increase the mix of uses and intensify the level of activity.
2. Strengthening and reinforcing Journal Square as the central business district through an increased mix of uses and additional development of retail, office, business service, County and college uses.
3. Establishing and promoting a new identity for the central business district as the primary City-wide activity district.
4. Creating linkages between the central business district and adjacent activity districts such as the Hudson County government complex, McGinley Square and Newark Avenue that support and complement the uses and activities in Journal Square.
5. Enhancing the appearance of the central business district to promote an increased level of activity, additional commercial redevelopment and improved public safety.
6. Providing adequate off-street parking to serve existing commercial development and support future projected commercial development.
7. Recognizing and capitalizing on the dual function of Journal Square as a central business district and transportation hub.

### Recommendations

1. Reduce the boundaries of the central business district to coincide with those of the SID known as the Journal Square Restoration Corporation.
2. Determine whether the entire central business district is an “area in need of redevelopment” and, if so, prepare and adopt a redevelopment plan that provides for a full range of retail, office and business service uses.
3. Plan for and capitalize upon the presence of major institutional uses in and around the central business district including the Hudson County Community College, Loew’s Theater, Port Authority of New York and New Jersey and the Hudson County government complex.
4. Support the efforts of the Jersey City Economic Development Corporation and the Journal Square Restoration Corporation to enhance the appearance and marketing of the central business district.
5. Plan for high-profile destination uses that establish the central business district as a center of City-wide and regional significance.
6. Improve the connection between the central business district and adjacent activity districts through streetscape improvements, providing for complementary uses and increasing the levels of activity.

7. Enhance the appearance of the central business district through aesthetic improvements to existing structures, high quality design in new development, streetscape improvements including street furniture and additional pedestrian amenities.
8. Encourage high-rise residential development on the periphery of the District.
9. Capitalize on the central business district's function as a transportation hub by encouraging high density development that is served by mass transit and promoting uses that serve the large commuter population that passes through Journal Square daily.

## **Regional Commercial**

### Existing Conditions/Zoning

Jersey City has one regional commercial district that functions as a retail destination for residents of the City, Hudson County and the northern New Jersey/New York City region. This district consists of the Newport Centre Mall, which is located in Downtown within the Newport Redevelopment Area. The regional commercial district is bounded by Luis Munoz Marin Boulevard on the west, Washington Boulevard on the east, Newport Parkway on the north and Sixth Street on the south. The district contains 160 retail stores, including three anchor department stores, parking for several thousand automobiles and is located in close proximity to the Pavonia/Newport PATH station. One pad remains for a fourth anchor department store.

### Purpose of the District

The purpose of the district is to provide a broad range of shopping, service and entertainment opportunities in a single, highly accessible location that is part of a mixed-use planned development.

### Issues

1. Mitigating the local and regional traffic generated by the regional commercial district.
2. Addressing the potential impacts associated with future expansion of the regional commercial district, should it occur.
3. Improving the integration of the regional commercial center into the adjacent waterfront planned development district and adjacent residential districts.

### Recommendations

1. Encourage the increased use of mass transit, especially the adjacent Newport HBLRTS station, as an alternative to driving and identify methods of increasing regional access.

2. Utilize streetscape improvements, including pedestrian amenities, to enhance the connection of the regional commercial district to residential and commercial nodes in the waterfront planned development district as well as the low density residential district to the west. Encourage the use of exterior design elements that integrate the regional commercial district with surrounding areas.

## **Community Commercial**

### Existing Conditions/Zoning

The community commercial district includes four areas in the City. One area parallels Route 440 through West Side and Greenville, beginning at Communipaw Avenue in the north and following the eastern side of Route 440 to the vicinity of Danforth Avenue in the south. It is essentially coterminous with the current I-2 Intensive Industrial zone and Route 440 Industrial Reuse Overlay zone with the exception of the area between Communipaw Avenue and Clendenny Avenue, which is in the C-2 Office and Retail zone. The second area is located at the intersection of Routes 1 and 9T and Sip Avenue and currently contains underutilized parcels dominated by auto and truck related uses.

The third area is along Tonnele Avenue. The HMDC boundary line defines the area to the west. The area also includes the frontage lots to the east of Tonnele Avenue. This area is characterized by declining and underutilized industrial uses, scattered commercial development, and auto related uses.

The fourth area contains the existing Twin Cities Shopping Center in the southern section of the City adjacent to the City of Bayonne boundary.

The community commercial district is influenced by the presence of Routes 1 and 9, Tonnele Avenue and 440, which results in auto-dependent access and an uncoordinated streetscape. This district is in transition and is characterized by declining manufacturing uses, highway-oriented commercial development and vacant or underutilized former industrial auto-related property. There are significant opportunities to revitalize these areas while improving the function and appearance of the Routes 440, Tonnele Avenue and 1 and 9 corridors.

### Purpose of the District

The purpose of the community commercial district is to promote the commercial redevelopment of these areas that incorporate high-quality design and capitalize on access to Routes 440, Route 1 and 9 and Tonnele Avenue. It is also the intent of this district to provide for streetscape, pedestrian and mass transit improvements in the Routes 440, 1 and 9 and Tonnele Avenue corridors that enhance their appearance, function and accessibility.

The future of Jersey City's community commercial district through Greenville and West Side is as a retail destination that serves residents of the City as well as nearby areas of adjacent municipalities including Bayonne and Kearny. This transition has already begun with the development of a Home Depot store on the former Ryerson Steel site. As a result, the I-2 zoning designation for this district is obsolete and should be replaced by the community commercial designation.

Careful consideration must be given to protecting the residential neighborhood immediately to the east, across West Side Avenue, from excessive traffic, noise and visual impacts associated with large-scale retail uses. Pedestrian access should also be provided to connect the residential neighborhood to the east with retail uses in the community commercial district, especially for those who lack an automobile or are transit dependent. In addition, there is a need for improved access to this district from the Society Hill residential development, either in the form of a pedestrian overpass or an enhanced grade crossing.

The community commercial district at Sip Avenue and the east side of Tonnele Avenue are more confined in area and therefore generally cannot accommodate the larger retail facilities. These areas, however, are appropriate for a community commercial center.

In conjunction with anticipated retail redevelopment in the community commercial district, improvements to the Route 440 corridor should be undertaken to enhance the streetscape, improve pedestrian access and increase mass transit service. Particular attention should be given to providing street trees and landscaping, improving the quality of signage, creating a continuous sidewalk network and upgrading bus stops. These improvements should be coordinated with improvements on the western side of Route 440, which is in the waterfront planned development district and has similar aesthetic, pedestrian access and mass transit issues. In addition, access from the community commercial district through West Side and Greenville to the West Side Avenue station and proposed Route 440 station on the Hudson Bergen Light Rail Transit System (HBLRTS) is an issue that requires further evaluation. Retail redevelopment in the district should attempt to capitalize on the presence of these stations and, at a minimum, should preserve access to them.

The community commercial district through West Side and Greenville is intended for large-scale retail sales and service uses, however, the current Route 440 Industrial Reuse Overlay zoning restricts the development of a typical large scale retail building. The problem centers on the gap between building coverage and lot coverage, which is 25 percent and 90 percent respectively. A conforming lot with a minimum total area of 5 acres will yield a one-story building with a total area of 54,450 square feet. This is relatively small for a large scale retail use and limits the ability to assemble several "big box" retail uses on one site in what is often referred to as a power center. In addition, the maximum lot coverage of 90 percent encourages large parking lots that over-provide parking. Consideration should be given to

revising the maximum building coverage and reducing the maximum lot coverage, especially where multiple retail uses are proposed for one location.

### Issues

1. Protecting the residential neighborhoods adjacent to the community commercial district from impacts generated by retail redevelopment. Potential impacts include traffic, noise and visually obtrusive design.
2. Improving the appearance and function of the Routes 440, 1 and 9 and Tonnele Avenue corridors.
3. Providing appropriate zoning standards that encourage the development of retail sales and service uses.

### Recommendations

1. Eliminate the I-2 Intensive Industrial zone. The community commercial district should contain extensive urban design, buffering and screening, pedestrian circulation and highway access requirements. The standards should protect adjacent residential neighborhoods.
2. Plan and implement improvements to the Route 440 corridor that enhance its appearance and function including street trees and landscaping, continuous sidewalks and crosswalks and improved bus stops with new shelters.
3. Amend zone standards to encourage the development of retail uses by increasing the maximum permitted building coverage, especially for the development of power centers containing multiple buildings. A maximum building coverage of 30 percent is recommended for properties containing one structure and 45 percent for properties containing multiple structures. The provision of shared parking for retail projects that contain multiple structures is encouraged.

## **Commercial Automotive**

### Existing Conditions

The commercial automotive district along Communipaw Avenue recognizes the unique planning challenges that exist in this area. These include the presence of well-entrenched and undesirable automotive uses on small and irregularly configured lots that conflict with the district's dual function as a major east-west transportation corridor and gateway to the City. The district extends along both sides of Communipaw Avenue from Route 440 in the west to Martin Luther King Drive and Monticello Avenue in the east. It is characterized by a predominance of low-end automotive uses including service stations, repair shops, body shops and used car sales. These uses generate significant nuisance impacts caused

by the lack of screening, inadequate off-street parking and the industrial nature of the activities occurring on the premises.

### Existing Zoning

The District follows the current boundaries of the C-2 Office and Retail zone. The zone permits a broad mix of uses including offices, retail sales, garden and mid-rise apartments, auto sales and service and theaters.

### Purpose of the District

The purpose of the commercial automotive district is to upgrade the appearance and function of Communipaw Avenue through screening and buffering, sensitive site planning, selective acquisition of properties and the relocation of parking. Jersey City's commercial automotive district seeks to accommodate existing automotive uses in an improved setting while enhancing Communipaw Avenue's function as a major east-west transportation corridor. This represents a difficult balancing act that will require careful planning, new investment and a phased approach to implementation.

A comprehensive approach to improving conditions in the district is warranted and it is recommended that a study be conducted to determine if Communipaw Avenue qualifies as "an area in need of redevelopment." Any plan that arises out of this study should address screening and buffering of automotive uses from Communipaw Avenue as well as homes to the rear of these uses. The selective acquisition of property for redevelopment, parking and the reduction of curb cuts should also be considered. In order to facilitate the district's function as an east-west transportation corridor, on-street parking should be reduced or eliminated and improvements such as intelligent traffic control signals and left-turn lanes should be implemented. Given the commercial automotive district's intensive activity and heavy traffic, residential uses are considered inappropriate and should not be permitted.

### Issues

1. Determining whether the commercial automotive district qualifies as an "area in need of redevelopment."
2. Improving the appearance of the commercial automotive district from Communipaw Avenue and residences to the rear of properties fronting on Communipaw Avenue.
3. Improving traffic conditions in the commercial automotive district and enhancing the function of Communipaw Avenue as a major east-west transportation corridor.
4. Recognizing Communipaw Avenue as a gateway into Jersey City from points to the west.

### Recommendations

1. Designate the commercial automotive district as an “area in need of redevelopment” and prepare a redevelopment plan to improve the appearance and function of the district. The plan should include urban design, signage and screening requirements for new development.
2. Provide streetscape improvements such as street trees and landscaping that enhance the appearance of the commercial automotive district and require new development to provide adequate screening and buffering from Communipaw Avenue and adjacent properties. Consider the use of grants and other financial incentives to retrofit existing properties with screening and buffering.
3. Pursue the selective acquisition of properties to eliminate inappropriate uses, provide off-street parking and reduce the number of curb cuts.
4. Eliminate on-street parking on Communipaw Avenue to improve traffic conditions in the commercial automotive district and implement improvements such as intelligent traffic control signals and left turn lanes to enhance Communipaw Avenue’s function as a major east-west transportation corridor.
5. Plan and implement streetscape and signage improvements in the western portion of the commercial automotive district in recognition of its function as a gateway into Jersey City.

### **Industrial**

#### Existing Conditions/Zoning

The City of Jersey City’s historic status as a manufacturing center and its mixed-use pattern of development has resulted in the presence of industrial uses in almost every neighborhood throughout the City. However, the number and concentration of industrial uses in the City has decreased significantly because of the decline of manufacturing in the region, the redevelopment of former industrial properties and areas and the limited amount of available land for expansion.

The largest of the industrial districts is located in the northwest section of the Jersey City in an area bordered by Tonnele Avenue on the east, the Hackensack River and Penhorn Creek on the west, Secaucus Road on the north and the PATH right-of-way on the south. The majority of this district is located in the Hackensack Meadowlands District and is under the jurisdiction of the Hackensack Meadowlands Development Commission (HMDC). The area within the HMDC contains existing industrial uses including a Public Service Electric and Gas generating station, Conrail’s Croxton Yard and the U.S. Postal Service Bulk Mail Facility.

The HMDC designates this area for future industrial development, consisting of warehouses and distribution terminals. A portion of the industrial district, the area east of Conrail’s Northern Branch Line and south of the Pulaski Skyway, is outside the HMDC and contains manufacturing, warehousing and

trucking uses. This majority of this area is within Jersey City's I-2 Intensive Industrial zone which permits warehousing, manufacturing, terminal facilities and scrap metal processing. These uses are proposed to continue, however, careful site planning is required to adequately screen industrial activity and buffer adjacent residential and commercial districts. Automotive service stations (excluding bus and truck repair facilities) should be added as a permitted use.

Another industrial district is located in the east-central section of Jersey City in an area bordered by Grand Street to the east, Cornelison Avenue to the west, Bright Street to the north and Westervelt Street to the south. The City has received a Brownfield Economic Development Initiative Grant for this area. A significant portion of this district is located within the recently adopted Morris Canal Redevelopment Area and contains warehouse and distribution uses. The Morris Canal Redevelopment Plan designates the area south of Fairmount Avenue as Industrial A for continued light industrial use. The permitted uses include warehousing and distribution, assembly of goods, light industry, research and development and business incubators. The area north of Fairmount Avenue is within the Montgomery Street Redevelopment Area and contains existing warehouse, distribution and light industrial uses. These uses remain viable and are proposed to continue for the foreseeable future. This industrial district requires careful site planning because it is located in close proximity to residential development and adjoins the Jersey City Medical Center to the west. Particular attention should be given to urban design and performance standards, screening and buffering and vehicular access. Development of Garfield Avenue as an industrial park from Communipaw Avenue to Bayview Avenue, with a dedicated road to the Turnpike entrance at Exit 14B is encouraged.

A third area is in the eastern portion of the City adjacent to Liberty State Park. This area includes the existing Daily News and Tropicana facilities. These are viable industrial uses which should remain as a component of the industrial employment base of the City. The development of tourist destination uses surrounding this area should be considered and factored into site planning such as buffering.

Another area of existing industrial uses is north of Montgomery Street and east of Baldwin. Finally, the area east of Garfield Avenue which is located in the Morris Canal Redevelopment Area is designated industrial. This is consistent with the Redevelopment Plan which proposes a mix of industrial uses.

#### *Purpose of the District*

The City has established a general industrial district to acknowledge areas where there is an existing concentration of industrial activity or where future industrial activity is planned. The purpose of this district is to accommodate a broad range of industrial uses in appropriate locations with enhanced provisions for screening and buffering to protect nearby development.

### Issues

1. Coordinating with the HMDC to ensure appropriate industrial development in the Hackensack Meadowlands District.
2. Preserving desirable industrial uses subject to development standards that protect adjacent residential and commercial uses and future tourist destination uses.
3. Providing opportunities for the development of industrial uses in appropriate locations where Jersey City has a competitive advantage, such as printing, apparel, warehousing and distribution.
4. Coordinating public transportation linkages to industrial employment locations within the HMDC.
5. Addressing noise, emissions and truck nuisances in areas where industrial uses are in close proximity to existing and planned residential uses.

### Recommendations

1. Continue frequent consultation with the HMDC about planning issues and development within the Hackensack Meadowlands District. Ensure that the HMDC Special Area Management Plan is consistent with the Jersey City Master Plan in those areas where jurisdictions overlap and abut each other.
2. Evaluate the findings of the Industrial Retention Study prepared by the Rutgers University Project on Regional and Industrial Economics and implement its recommendations, where feasible and appropriate.
3. Amend the zoning ordinance to provide enhanced requirements for performance standards, urban design, screening and buffering and vehicular access in conjunction with industrial development. Consider the selective acquisition of industrial properties to eliminate inappropriate uses and adverse nuisance impacts.
4. Preserve existing industrial uses and promote the development of desirable industrial uses where Jersey City has a competitive advantage by assisting in land assembly and acquisition, participating in job readiness and skills training for workers, improving public infrastructure and promoting the remediation of contaminated sites.
5. Add automotive service stations (excluding bus and truck repair facilities) as a permitted use.

## **Port Industrial**

### Existing Conditions

The City of Jersey City has historically been a transportation center with port facilities and terminals located along the entire length of the Hudson River/Upper New York Bay waterfront. The majority of

these port facilities and port-related activities, however, have disappeared or migrated elsewhere in the region because of the advent of containerized shipping, the decline of the railroads that served the City and the emergence of Port Newark/Port Elizabeth. Jersey City's last remaining port area, known as Port Jersey, is located in Greenville in the southeastern section of the City. It is bordered by Port Liberte to the north, the City of Bayonne to the south, Upper New York Bay to the east and the New Jersey Turnpike to the west. The district is distinguished by intensive maritime and industrial uses supported by intermodal transportation facilities.

Jersey City's port industrial district is currently an active but secondary destination for maritime commerce within the larger Port of New York and New Jersey complex. The district contains the Global Marine Terminal and the Auto Marine Terminal, which handle the shipment of cargo containers and automobiles respectively. These terminals are served by the Port Jersey Railroad, which provides connections to the national freight rail network, and Greenville Yards Industrial Park, which contains warehouse and distribution uses. The New York Cross-Harbor Railroad, which transfers rail cars via barge between New Jersey and Brooklyn, is also located within the district.

The Port Authority of New York and New Jersey projects that cargo volumes to the region will double by 2010 and quadruple by 2040. Additional marine terminal capacity will be necessary to accommodate such increases in maritime commerce and the Port Authority has proposed improvements to several port facilities, including Port Jersey, for this purpose. In the short-term, the Port Authority plans to expand the Global Marine Terminal into a portion of the Auto Marine Terminal by 2005 in order to increase container handling capacity. This will require that part or all of the Auto Marine Terminal be relocated. In the long-term, the Port Authority proposes to expand Port Jersey by filling the Greenville Channel and "squaring off" the peninsula. This will expand Port Jersey by 300 acres and enable it to accommodate up to eight container ships simultaneously.

#### *Purpose of the District*

The purpose of the port industrial district is to provide an area for current port activity and future port development in an appropriate location served by extensive transportation facilities and with adequate buffering to protect nearby residential neighborhoods. It is also the intent of the City to capitalize on the presence of the port for economic development purposes, including projects which generate employment and tax ratables.

The expansion of Port Jersey and the adjacent Military Ocean Terminal - Bayonne will require transportation improvements to safely and efficiently handle increased freight volumes. The N.J. Department of Transportation's Portway project will identify and implement the road and rail infrastructure improvements necessary to serve port growth. The upgrades proposed for the port industrial district

include a new interchange on the New Jersey Turnpike for trucks, an expanded rail yard and improved connections to the national freight rail network.

The port industrial district requires careful planning to control and minimize the impact of intensive industrial uses. The impacts frequently associated with port activity include truck traffic, noise, light, vibrations and visual obstructions. These impacts have the potential to become nuisances if they are not adequately addressed and planned for. Careful consideration must be given to providing a buffer around the district that protects the residential neighborhoods to the north and west from port uses and activities. Truck routes should be established and enforced to prevent trucks from traveling through residential neighborhoods. Rail lines and yards are frequently a source of noise and vibration that can be mitigated through controls on night-time operation or the installation of sound barriers. Visual impacts, such as the stacked storage of containers, should be addressed to protect views of Upper New York Bay and scenic corridors such as the New Jersey Turnpike Hudson County Extension. Finally, public access to the waterfront as required by the N.J. Department of Environmental Protection should be promoted. Since port uses conflict with the goal of parallel access to the water' edge, alternative methods of access such as viewing platforms should be encouraged.

#### Issues

1. Balancing port activities and port development with the protection of adjacent residential neighborhoods.
2. Capitalizing on port growth to promote economic development that generates employment and tax ratables.
3. Identifying transportation infrastructure improvements necessary to serve existing port activities and future port growth.
4. Determining how to provide public access to the waterfront in the port industrial district.
5. Identifying the environmental impact of further port development.

#### Recommendations

1. Create urban design, screening and buffering and access requirements for the port industrial district that protect residential neighborhoods to the north and west.
2. Permit light industrial uses that require proximity to port facilities such as warehouses, distribution, assembly and food preparation in the port industrial district to promote the creation of jobs and tax ratables.

3. Participate in and support the Portway project to improve transportation infrastructure in the port industrial district.
4. Encourage the N.J. Department of Environmental Protection to provide alternative methods of access to the Hudson River/Upper New York Bay waterfront in the port industrial district including raised viewing platforms.
5. Provide for an acceptable balance between economic growth and environmental concerns.

## **University**

### Existing Conditions

The City of Jersey City is a regional center of higher education with three colleges and universities that attract students from the City, Hudson County and northern New Jersey. The City's institutions of higher education are Hudson County Community College, New Jersey City University (formerly Jersey City State College) and Saint Peter's College. They currently have a total student population of 16,230 and are experiencing enrollment and facilities growth. The City's colleges and universities are a unique land use that have special needs and create special planning challenges in the neighborhoods where they are located. It should be noted that Hudson County Community College, which is located within the Central Business District, has the same issues as New Jersey City University and Saint Peter's College.

### Purpose of the District

The purpose of this district is to encourage and accommodate the growth of colleges and universities while preserving neighborhood stability and residential quality of life, especially in the areas bordering institutions of higher education.

Jersey City's colleges and universities share a similar set of land use and planning issues despite significant differences in their missions and locations. Each institution has a large population of students, faculty and staff who commute to their respective campuses. Many of these commuters drive and compete with local residents and businesses for parking. The provision of off-street parking to serve students, faculty and staff should be encouraged because there is limited parking throughout the City, including in the university districts. All parking areas should be adequately screened and structured parking that fronts on public streets should include ground floor uses to serve the college or university as well as the surrounding neighborhood.

The institutions also have expansion plans to accommodate enrollment growth, upgrade academic facilities and create residential housing. The proposed expansions require additional land, which is limited in supply, and will intensify the level of activity, which is a concern where campuses adjoin residential neighborhoods. Careful consideration must be given to how expansion plans are carried out in

order to preserve the integrity of residential neighborhoods and provide opportunities for appropriate in-fill development. In addition, quality of life issues arising from increased levels of activity and new residential housing at the City's colleges and universities should be addressed. The presence of these institutions is beneficial to the City and the neighborhoods surrounding them, however, issues such as noise, safety and "town-gown" relations warrant further attention.

### Issues

1. Balancing the expansion plans of colleges and universities with the need to preserve residential stability.
2. Enhancing "town-gown" relations on issues such as parking, intensity of activities and quality of life.
3. Capitalizing upon the presence of colleges and universities, and their expansion plans, to promote redevelopment and neighborhood revitalization.

### Recommendations

1. Encourage colleges and universities to submit campus master plans for review and approval in conjunction with applications for development.
2. Amend the zoning ordinance to better address "town-gown" issues such as parking, permitted activities and quality of life/nuisance problems.
3. Recognize colleges and universities as anchors for stability and redevelopment in the neighborhoods where they are located and establish joint planning to address areas of mutual concern including parking, safety, streetscape and redevelopment.

## **Medical**

### Existing Conditions/Zoning

The medical district encompasses Christ Hospital in the Heights, Greenville Hospital in Greenville, Saint Francis Hospital in Downtown and the proposed Jersey City Medical Center. Although the Jersey City Medical Center is the largest hospital in the City, it is omitted from the medical district because of plans to close the current facility and replace it with the new Jersey City Medical Center near the intersection of Grand Street and Jersey Avenue. The site of the current Jersey City Medical center will be redeveloped with a non-medical use(s).

Jersey City's medical district has unique characteristics depending upon the hospital, its activities and the neighborhood in which it is located. Christ Hospital occupies a large medical area along the east side of Palisade Avenue from Prospect Street in the north to approximately Fleet Street in the south. It is the largest community hospital in the City and provides a broad range of in-patient and out-patient treatment

as well as specialized services including a cancer treatment center. The primary issue in this area is providing an opportunity for additional hospital facilities, especially parking, within current hospital boundaries while preserving the integrity of the adjacent residential neighborhood to the west. It is located in the R-4 high density residential zone which permits hospitals.

Greenville Hospital shares a moderately sized area with the Franciscan Home and Rehabilitation Center on the west side of John F. Kennedy Boulevard between Van Nostrand Avenue in the north and McAdoo Avenue in the south. It is a small community hospital that provides limited in-patient and out-patient treatment including an emergency room. The primary issue in this area is providing sufficient parking and buffering residential properties, which are located in close proximity to the hospital. It is located in the R-2 low density residential zone which does not permit hospitals.

Saint Francis Hospital occupies a small area that fronts on Hamilton Park between Msgr. Mc Williams Place and Erie Street. It is a medium-sized community hospital that offers a broad range of in-patient and out-patient treatment and operates a school of nursing. The primary issue is preserving the character of the adjacent residential neighborhood, which is located in the Hamilton Park Historic District. It is located in the Hamilton Park Historic District which does not permit hospitals.

#### Purpose of the District

The primary issues connected with medical uses are providing sufficient parking, buffering the intense “round the clock” activity and accommodating the growth of hospitals in an appropriate manner. It is the intent of the medical district to address these issues in order to preserve existing hospitals and the essential community services they provide while protecting the largely residential neighborhoods that adjoin them.

The hospitals are also being affected by changes in the national health care system, especially the trend towards large group practices offering specialized health care that are being formed in response to managed care. These group practices often require a significant amount of office space in close proximity to the hospitals that they are affiliated with. An emerging issue in Jersey City’s medical district is how to accommodate group practices near hospitals while preserving the integrity and quality of life of residential neighborhoods.

#### Issues

1. Providing sufficient parking for patients, staff and visitors in the medical district in order to preserve on-street parking in adjacent residential neighborhoods in an attractive manner.

2. Buffering residential neighborhoods that are adjacent to the medical district from the intensive “round the clock” activity of hospitals.
3. Accommodating the necessary growth of hospitals, particularly outpatient facilities, while preserving the integrity and quality of life in adjacent residential neighborhoods.

#### Recommendations

1. Amend the zoning ordinance to provide an incentive for the provision of structured parking including an increase in the permitted floor area ratio, building coverage and lot coverage.
2. Eliminate hospitals and related health facilities as permitted uses in other than the medical district. Provide an incentive for hospitals to expand facilities within their current boundaries by increasing the permitted floor area ratio, building coverage and lot coverage.
3. Designate medical offices as a permitted use in the medical district and consider medical offices as a permitted conditional use on major arterials in adjacent districts.
4. Increase the permitted intensity of use within the medical district to encourage hospitals to expand vertically within their boundaries instead of horizontally into adjacent residential neighborhoods.

#### **Government**

##### Existing Conditions

Jersey City has established the government district to identify areas where government facilities are located. The district includes facilities such as City Hall, the Hudson County government complex and the Hudson Bergen Light Rail Transit System. Also shown is the Jersey City Justice complex that is currently under construction on Summit Avenue between Academy Street and Newkirk Street.

##### Purpose of the District

The purpose of this district is to recognize the presence of government uses in neighborhoods throughout the City and identify existing and planned government facilities of City-wide significance.

##### Issues

1. Providing a balance of accessible City-wide and neighborhood-oriented government uses and facilities.
2. Determining the adequacy of government uses and facilities to serve the needs of current and future residents, businesses and visitors.

### Recommendations

1. Where new City-wide government uses and facilities are necessary, provide them in locations that are accessible to mass transit.
2. Evaluate the adequacy of government facilities to support continued population and employment growth and prepare a facilities plan to identify necessary long-term improvements.
3. Consolidate Jersey City government, administrative functions and major community facilities in a central location such as Journal Square, where it will be accessible from all points in the City.

### **Parks/Open Space**

#### Existing Conditions

The City of Jersey City has a diverse system of recreational facilities and open space areas which totals approximately 1,554 acres. There are currently 55 municipal parks, 2 County parks, 1 State park and 1 National Historic Monument in the City. Those facilities and areas that are greater than one (1) acre in size comprise the parks and open space district. The only exception is Liberty State Park, which is the centerpiece of the destination tourism district. The character of the City's parks ranges widely; municipal facilities tend to be smaller with fewer amenities while County and State facilities tend to be larger with greater amenities. The relatively small size of the City's parks contributes to a parks and open space deficit that varies from neighborhood to neighborhood.

The system of parks and open space is essential to Jersey City's quality of life because it is one of the most densely populated municipalities in the State. Parks and open space provide an outlet for active and passive recreation as well as a respite from the intensely urban environment that exists throughout most of the City. The system of parks and open space consists of neighborhood, community and regional facilities designed to meet the needs of the City's diverse population. The facilities are classified according to size, amenities and service area. The majority of the City's parks are neighborhood or community facilities that are relatively small with modest amenities and a limited service area. These types of parks typically serve the residents of an area such as a street, block or neighborhood. The neighborhood and community parks are complemented by larger municipal facilities such as Bright Street Gateway Recreational Facility, Caven Point Recreational Facility and Pershing Field.

The County's parks are regional facilities that are relatively large with significant amenities and an extensive service area. These types of parks typically serve the residents of the entire City as well as the County. Lincoln Park, in particular, is a major regional facility with a total area of 273 acres that is intensively used for active and passive recreation.

### Purpose of the District

The purpose of the parks and open space district is to acknowledge the City's existing inventory of parks and open space to highlight major recreational facilities and open space areas of greater than 1 acre and to illustrate the geographic distribution of parks and open space.

### Issues

1. Addressing the parks and open space deficit, especially the limited availability of parks and open space in under-served neighborhoods of the City.
2. Increasing access to existing parks and open space from residential neighborhoods.
3. Providing enhanced recreational opportunities by completing existing parks and encouraging the development of new parks and open space.

### Recommendations

1. Plan for and promote the development of additional parks and open space areas, especially small neighborhood parks that serve residential neighborhoods.
2. Provide improvements that increase access to existing parks and open space including enhanced mass transit to regional parks, pedestrian connections to neighborhood and community parks and greenways that connect residential neighborhoods to major park and open space destinations.
3. Use parks as buffers to railroads and highway uses where appropriate.

## **Waterfront Planned Development**

### Existing Conditions/Zoning

The City has been shaped and influenced by the presence of extensive waterfronts along the Hudson River/Upper New York Bay and the Hackensack River. The waterfronts were originally used for commerce, transportation and industry in an era when access to the water was necessary for the movement of people, raw materials and manufactured goods. At one time they were almost exclusively utilized for railroad terminals, factories and port activities including shipping and warehousing. These uses have largely disappeared over time and are currently being replaced by a mix of commercial, residential and recreational uses and activities.

The conversion of the City's waterfront is well-underway and is progressing quickly, especially along the Hudson River and Upper New York Bay. The district extends inland for several blocks along the Hudson River/Upper New York Bay from the municipal border with Hoboken in the north to the Morris Canal Big Basin and Tidewater Basin in the south. Along the Hackensack River, it extends inland to Routes 1 & 9

from the HMDC boundary in the north to Society Hill in the Droyer's Point Redevelopment Area in the south.

Jersey City's waterfront planned development district consists of two distinct areas with significantly different characteristics.

#### Hudson River/Upper New York Bay

The Hudson River/Upper New York Bay portion of the district is in an advanced state of redevelopment. It is distinguished by an intense mix of uses and the presence of large planned developments, significant employment generators, an intermodal transportation system, and waterfront recreational amenities. The issues to be addressed in this area include expanding the mix of uses to increase weekend and evening activities, preserving the residential quality of life, improving local and regional access, providing sufficient parking, completing the Hudson River Waterfront Walkway and promoting appropriate in-fill development. All waterfront developments should be integrated into the core of the City. The growth of the Hudson River/Upper New York Bay portion of the waterfront planned development district has been governed by redevelopment plans that have produced a diverse array of uses and development patterns, as described below:

#### *Newport*

Newport is a large mixed-use development along the northern waterfront with a projected buildout of 10 million square feet of office and retail space as well as 9,000 housing units. It is more than 50 percent redeveloped. The primary issues as they relate to Newport include promoting development with a more urban design style, improving the connections between the various uses and elements and completing unfinished segments of the Hudson River Waterfront Walkway.

#### *Hudson Exchange*

Hudson Exchange is a large area planned for mixed-use development immediately south of Newport that currently contains several hundred housing units at Avalon Cove. An additional 2.2 million square feet of commercial space and 146 residential units are proposed. The primary issues as they relate to Hudson Exchange are promoting a more urban density of development than currently exists and enhancing waterfront access.

#### *Exchange Place*

Exchange Place is the large commercial district centered on the PATH Exchange Place station with several million square feet of office space, including Harborside Financial Center. Additional development in Harborside is planned to include 300 residential units, 4 million square feet of office space and a 350

room hotel. The primary issues as they relate to Exchange Place include increasing the diversity of uses to create after-hours activity and accommodating the density and intensity of development.

### *Colgate*

Colgate is the large mixed-use redevelopment area along the waterfront immediately east of the Paulus Hook Historic District and north of Liberty State Park. The project calls for the total development of 6 million square feet of office space, a 300 room hotel and 1,500 residential units. The redevelopment plan requires the extension of the City's street grid to preserve the streetscape and urban character of this section of Downtown. The primary issues as they relate to Colgate include promoting development of the appropriate scale and design as well as buffering and protection of the Paulus Hook Historic District immediately to the west.

### *Liberty Harbor North*

Liberty Harbor North is the redevelopment area immediately north of the Tidewater Basin and Liberty State Park. It is the subject of a proposal for a large mixed-use development with approximately 10,000 housing units at very high residential densities with supporting community retail and a "new urbanist" design. The primary issues as they relate to Liberty Harbor North are determining the appropriate density for the site, addressing environmental concerns and the proposed project's relationship to Liberty State Park, the existing street grid system, the medical center, the walkway, the LRT and its interface with the two historic districts (i.e. Paulus Hook and Van Vorst).

### *Grand Jersey*

The Grand Jersey is the planned mixed-use redevelopment area between the New Jersey Turnpike Hudson County Extension and Liberty Harbor North to the north of Liberty State Park. It is also the proposed site of a new hospital to be constructed and operated by Jersey City Medical Center. No redevelopment activity has occurred in this area at present, although the hospital project will be implemented within the coming years. The primary issues as they relate to Grand Jersey include addressing potential environmental concerns and future access, including the use of Jersey Avenue.

### *Hackensack River*

In contrast, the Hackensack River portion of the waterfront planned development district has considerable redevelopment potential but has experienced little actual redevelopment. It is distinguished by an incompatible and obsolete mix of uses and the presence a large planned residential development, significant retail uses including an older strip center, an auto dependent transportation system, a County park and the lack of waterfront recreational amenities. The issues to be addressed in this area include expanding the mix of complementary uses, eliminating incompatible industrial uses, encouraging additional residential development, improving the appearance and function of Route 440, providing

increased pedestrian and mass transit access, better auto access from the west (NJ Turnpike Exit 15E), developing a Hackensack River Waterfront Walkway and addressing the constraints to development caused by contaminated land. This portion of the district has fewer redevelopment plans in place and the majority of it is governed by the zoning ordinance; I-3 Industrial Park zone in the north and C-3 Shopping Center zone in the center. Both the redevelopment plans and the zoning are described below:

#### *Droyer's Point*

Droyer's Point is the residential redevelopment area located along the southern portion of the waterfront between Newark Bay and Route 440 on the site of the former Roosevelt Stadium. It is largely developed with attached townhouses and a waterfront walkway. The final phase of the redevelopment project consisting of additional townhouses is planned for implementation within the coming years. The primary issues as they relate to Droyer's Point are providing parks and recreation facilities to serve the residents of Society Hill, especially children, and enhancing transportation connections to the rest of the City.

#### *Marine Industrial*

Marine Industrial is the redevelopment area targeted for industrial uses located along the central portion of the waterfront behind the Hudson Mall. The plan has never been implemented and is obsolete given the general decline of manufacturing and industry in the region. The primary issues as they relate to Marine Industrial are environmental constraints from wetlands and contamination and the development of a waterfront walkway.

#### *C-3 Shopping Center Zone*

The central section of the Hackensack River waterfront planned development district is located in the C-3 Shopping Center zone and contains a concentration of commercial retail uses including the Hudson Mall and an adjacent strip shopping center. Although the existing uses are permitted, they are characterized by a lack of coordination and comprehensive site planning, unattractive appearance, lack of buffering and screening, the absence of visual and physical connections to the waterfront and access that is auto dependent. Enhanced standards for comprehensive site planning, design and buffering are necessary and should be considered in any future plans for the area.

#### *I-3 Industrial Park Zone*

The northern section of the Hackensack River waterfront planned development district is located in the I-3 Industrial Park zone and contains a concentration of warehouse, trucking and distribution uses. The industrial uses in this section are characterized by the lack of buffering and screening, open storage of equipment, an unattractive appearance, adverse impacts from the intensive activities conducted on-site and inadequate site planning. The uses are permitted in the zone, however, are inappropriate given their proximity to Lincoln Park, Holy Name Cemetery and public housing on the east side of Routes 1 & 9. In

addition, they are incompatible with the goal of promoting redevelopment along the Hackensack River portion of the district with mixed-uses that capitalize on waterfront views and access. These uses should be relocated to a designated industrial land use district, allowing for the compatible redevelopment of these sites. In the interim, enhanced standards for buffering and screening as well as design and site planning should be enacted.

### Purpose of the District

The purpose of the Waterfront Planned Development District is to identify areas where the redevelopment of water oriented commercial, residential and recreational uses has occurred or has the potential to occur. Further, the intent of the District is to accurately reflect existing conditions, endorse ongoing redevelopment activity, accommodate a broad range of new uses, promote the creative reuse of large tracts of land and to continue to provide public access to an enhanced waterfront.

### Issues

1. Encouraging an appropriate mix of uses within the waterfront planned development district. Such uses are to include industrial, office, retail, residential and recreational as well as complementary accessory uses.
2. Providing for an appropriate density of development in the waterfront planned development district where utility and transportation infrastructure can support proposed levels of activity.
3. Increasing the extent and quality of waterfront access in the waterfront planned development district.
4. Improving the quality of urban design utilized in redevelopment to promote attractive streetscapes, encourage street level activity and produce compatible in-fill development.
5. Providing for increased pedestrian, bicycle and mass transit access to activity centers in the waterfront planned development district.
6. Enhancing the streetscape and protecting and preserving existing residential neighborhoods through buffering and screening.
7. Capitalizing on the significant redevelopment opportunities in the west side of the City has due to its proximity to the airport and the NJ Turnpike.

### Recommendations

1. Designate the Hackensack River portion of the waterfront planned development district as an “area in need of redevelopment” from Droyer’s Point to the northern limit of the district for the purposes of facilitating redevelopment. Provide for a range of industrial (north of Duncan Avenue), commercial,

residential and recreational uses within the redevelopment plan including research and development facilities.

2. Evaluate the permitted density of development and uses as well as required urban design in the adopted redevelopment plans for the Hudson River/Upper New York Bay portion of the waterfront planned development district. Where necessary, increase the density of development, mix of uses and required urban design elements to promote appropriate urban style development and discourage suburban style development. Discourage the development of “Big Box” retail in the Hudson River/Upper New York Bay portion of the district.
3. Increase the permitted density and intensity of development in and around areas served by mass transit and upgraded utility capacity in the waterfront planned development district.
4. Support County and State efforts to complete the Hudson River Waterfront Walkway and plan for a walkway on the Hackensack River waterfront in conjunction with HMDC plans for a walkway from Laurel Hill Park in Secaucus to Lincoln Park and from Bayonne Park to Lincoln Park.
5. Require the provision of pedestrian and bicycle facilities such as sidewalks and lockers in conjunction with redevelopment in the waterfront planned development district. Encourage visual and physical connections to mass transit facilities including HBLRTS and PATH stations and bus stop shelters and signage indicating public access to the waterfront walkway.
6. Increase the buffering and screening requirements for development in the Hackensack River portion of the waterfront planned development district.

## **Cemetery**

### Existing Conditions

The City of Jersey City has numerous cemeteries of varying size and character including large stand-alone facilities and smaller facilities located on church grounds. The district consists of Holy Name Cemetery in West Side, Jersey City Cemetery in Journal Square and Bay View-New York Bay Cemetery in Greenville.

Jersey City’s cemetery district is typically bordered by residential uses and has a low-rise character with extensive open space. Holy Name Cemetery is located in a largely residential area between U.S. Route 1 and 9 and West Side Avenue. It is a sprawling facility surrounded by low- and medium-density residential uses to the north, south and east and a highway to the west.

Jersey City Cemetery is located in a mixed-use area on the south side of Newark Avenue directly across from Dickinson High School. It is a relatively small facility surrounded by the PATH right-of-way and the

New Jersey Turnpike to the south and east, Dickinson High School to the north and a low-density residential neighborhood to the west.

Bay View-New York Bay Cemetery is located in a largely residential area and is centered on the intersection of Chapel Avenue and Garfield Avenue. It is a large facility bordered by Bayside Park to the north, railroad tracks to the east and a low-density residential neighborhood to the south and west.

#### Purpose of the District

The City has established the cemetery district to recognize the presence of large cemeteries and the influence they have upon land use in the areas where they are located. Since the City's cemeteries are landlocked, future expansion is likely to occur through the development of multi-story mausoleums. Careful consideration must be given to ensuring that future expansion preserves the sense of open space and is consistent with the generally low-rise and low-density character of the adjoining residential neighborhoods.

#### Issues

1. Balancing additional development in the cemetery district, particularly of mausoleums, with the need to preserve the character of adjacent residential neighborhoods.
2. Preserving the cemetery district as an open space resource in a densely developed urban environment.

#### Recommendations

1. Treat mausoleums as principal structures that are subject to buffering and screening requirements and bulk limitations on height, setback, floor area ratio and building coverage.
2. Control the height and intensity of development in and around the cemetery district to preserve views and open space.

### **Historic District**

#### Existing Conditions

The Historic District includes the four City designated Historic Districts which are also listed on the State and National Register of Historic Places. The designated Districts include Van Vorst Park, Hamilton Park, Harsimus Cove, and Paulus Hook Historic Districts. All of the districts are located in the Downtown section of the City.

The Van Vorst Park Historic District is the largest of the City's Historic Districts and has the most varied land uses. It contains the Jersey Avenue and Grove Street shopping areas, City Hall, Van Vorst Park and examples of historic homes dating from the mid to late 19<sup>th</sup> century.

The Paulus Hook District, which was the original Jersey City, contains a mix of building styles and structures principally dating from the late 1830's. The scale and extent of redevelopment along the Hudson waterfront will have a significant impact on the Paulus Hook District.

The Hamilton Park Historic District is a mid 19<sup>th</sup> century to early 20<sup>th</sup> century residential area surrounding a 19<sup>th</sup> century urban park. Predominant housing types include early 20<sup>th</sup> century tenement construction and row houses.

Harsimus Cove is a late 19<sup>th</sup> century working class residential neighborhood which was developed in response to the nearby waterfront activity. The District is characterized by two- and three-story row houses built in the mid to late 19<sup>th</sup> century.

#### Purpose of the District

The purpose of the district is to recognize the special significance of these neighborhoods because of their varied and well-preserved historic character. They reflect Jersey City's past and its unique geographic location.

#### Issues

1. Addressing the adaptive reuse of historic buildings.
2. Addressing the compatibility of rehabilitation and new infill development with the scale and character of the Historic Districts.
3. Enhancing the historic character of the districts through streetscape improvements.
4. Addressing the impact of adjacent redevelopment plans and projects on the character of the Historic Districts and vice versa.
5. Balancing redevelopment with the preservation of the historic districts.
6. Addressing district parking needs without compromising the historic character and streetscape.

#### Recommendations

1. Maintain the existing zoning for the Districts and create design standards for each Historic District which recognizes and preserves its unique historic character.

2. Review waterfront redevelopment plans which may impact on adjacent historic districts.
3. Permit Bed and Breakfasts as a conditional use.

## **Destination Tourism**

### Existing Conditions

The destination tourism district has been created to promote the City's vision as a national tourist destination. The core of the district includes Liberty State Park, Liberty Science Center and Ellis Island. and capitalizes on the proximity to the Statute of Liberty and Manhattan. In 1998, there were over 2.6 million visitors to the Statute of Liberty and Ellis Island through Liberty State Park. Other tourist attractions include Liberty State Park's two mile waterfront walkway which offers spectacular views of the New York skyline, the Statue of Liberty and the Ellis Island Museum. The Museum is likely to become the national center for immigration information and research.

Despite the popularity of Liberty State Park and the Walkway, they are underutilized recreational and open space assets. A significant portion of the Park's interior is undeveloped and inaccessible because of environmental constraints and State funding. Ultimately, the completion of the Park would provide the City with an improved recreational asset and tourist draw.

The district includes the proposed golf course which will be constructed north of Port Liberte. The future development of a minor league sports arena in the district is also another complementary use which can attract additional visitors to the district. The proximity of the district to the ferry and the HBLRT makes the area accessible, particularly for the New York visitor base. Access can be enhanced through the creation of a jitney system and a permanent bridge connection between Ellis Island and Liberty State Park for pedestrians and jitney service.

The development of the District as a national tourist destination is expected to have positive indirect impacts throughout the City. With proper marketing, signage and transportation options, other areas of the City can become "destination points" and capture the economic benefits of an expanded tourist market.

### Purpose of the District

The location of these assets create a unique opportunity to further develop this area of the City as a national tourist attraction which can be the catalyst for economic development and provide improved amenities to City residents. The district is envisioned to include a convention center, a conference center, hotels, active recreation uses, support retail and restaurants. Since the majority of Ellis Island has become part of New Jersey, there is an opportunity to redevelop the unused portion of the Island as a

conference center. This would reinforce and build upon the existing tourist base. Expanded activities in the Park would include stables and horse trails, a beach, a botanical garden, picnic and camping areas, a petting zoo and a water park.

### Issues

1. Coordinating the goals of the district with the State, particularly in relationship to activities proposed in Liberty State Park.
2. Providing sufficient access to the area without impacting adjacent neighborhoods.
3. Providing sufficient buffers around the existing industrial uses which are surrounded by the district.

### Recommendations

1. Reevaluate the Caven Point, Liberty Harbor and Claremont Industrial Park Redevelopment Plans and revise the Plans accordingly to incorporate the destination tourism district.
2. Explore ways to provide access from the core neighborhoods of Jersey City to the district.
3. Work with the State Division of Travel and Tourism and the State Commerce Commission to further promote this area as a tourist destination.
4. Consider tourism as an economic development tool and coordinate the implementation with the Jersey City Economic Development Corporation.
5. Promote the expansion of the UEZ to include the district.
6. Capitalize on the Morris Canal.

### **Station Areas**

The City of Jersey City is the focus of a new mass transit system, the Hudson Bergen Light Rail Transit System (HBLRTS), that will traverse Hudson County and enhance mobility as well as access to the waterfront. The Initial Operating Segment (IOS) of the HBLRTS connects the City to 34<sup>th</sup> Street in Bayonne and terminates at Exchange Place. Future segments will connect the City to West 5<sup>th</sup> Street in Bayonne, Hoboken Terminal in Hoboken, Port Imperial in Weehawken and the Vince Lombardi Park-and-Ride on the New Jersey Turnpike in Bergen County. At present, a total of fifteen (15) stations are planned with the potential for an additional station on Route 440 if land is available and ridership supports an extension. Two stations in the Morris Canal Redevelopment Plan area have also been proposed to serve local residents.

The HBLRTS will serve the neighborhoods of Bergen/Lafayette, Downtown, Greenville, the Heights and West Side. It will have a significant influence on travel patterns and land uses in the areas surrounding

stations by increasing access to employment destinations on the waterfront, improving commuter trips to New York City via intermodal transfers to PATH and ferry service, providing an alternative to driving and increasing property values. In order to prepare for the commencement of service, the City has identified station areas that may be appropriate for transit-oriented land uses and development.

The HBLRTS stations in Jersey City consist of local walk-on stations and regional park-and-ride stations. The primary difference between these stations is the availability of parking, which influences the service area. The Liberty State Park station, the planned Route 440 station and the West Side Avenue station are regional facilities with large park-and-ride lots. All other stations are walk-on facilities with limited parking or no parking at all. Since the majority of the City's stations are local, a station area with a quarter mile radius and a total area of 125 acres is recommended. Each station area has different characteristics, however, the major common issues to be addressed include the diversity of uses, the density and intensity of development, the required amount of parking, the condition of the station area environment and visual and physical connections.

It is recommended that transit compatible mixed-uses be permitted within the station area. These uses include high density residential, offices, neighborhood retail, restaurants, services such as day-care and pocket parks and open space. The permitted residential density and intensity of commercial development within the station area should also be increased. High density residential development of 61 units or more per acre, accompanied by increases in floor area ratio and building coverage for commercial development, are appropriate and can be supported by mass transit.

The parking requirements for residential and commercial development in station areas should be reduced to capitalize on the availability of high quality mass transit and induce residents and workers to utilize the HBLRTS. According to NJ Transit, it may be possible to reduce the amount of required parking by 5 to 25 percent for commercial uses, 10 to 15 percent for retail uses and 25 to 30 percent for residential uses. The use of maximum parking requirements is suggested.

The physical condition of the station area, in terms of appearance and safety, must provide an inviting environment that encourages mass transit usage. This can be accomplished by implementing streetscape improvements that enhance the appearance of the station area and providing upgraded lighting as well as uses that generate "eyes on the street" to create a safe station area environment. In addition, visual and physical connections that link uses in the station area to the station are beneficial. These include pathfinding signage, streetscape improvements and traffic calming measures such as textured crosswalks. There may be other issues and planning considerations that relate to a specific station area and it recommended that station area plans for individual facilities be considered where appropriate.

Jersey City has several methods of addressing station area planning issues. These include the preparation of station area plans, redevelopment plans and overlay zones depending upon the facility in question and the issues involved. It is recommended that station plans be prepared for the following HBLRTS station areas: Liberty Harbor, West Side Avenue and Route 440 (if it is developed).

Liberty Harbor Station is the site of a large proposed mixed-use development at a density that dictates careful planning for station access and usage. West Side Avenue is a large regional station bordered by residential uses, which results in sensitive planning issues. Route 440, if redeveloped for large-scale retail use, may require enhanced mass transit service and should be considered for a station plan if such a facility is proposed.

Where station plans are located in redevelopment areas, their provisions should be incorporated into the redevelopment plan by amendment. Redevelopment plans for station areas may be warranted where the planning challenges are significant and public intervention is required to address these issues and initiate redevelopment. Conversely, a relatively straightforward zoning overlay may be adequate for station areas surrounding small, local walk-on stations where the conditions for transit-oriented redevelopment already exist.

#### *Purpose of the District*

The purpose of the station areas is to capitalize on the anticipated benefits of the HBLRTS to promote redevelopment, enhance the environment around each stop and provide for land uses that generate mass transit ridership.

#### *Issues*

1. Addressing the impact of the HBLRTS upon land uses in station areas.
2. Integrating station areas into the neighborhoods surrounding them.
3. Capitalizing on HBLRTS station areas to promote redevelopment and enhance the neighborhoods surrounding them.
4. Addressing the aesthetics along the Rights-of-Way.

#### *Recommendations*

1. Evaluate, and where necessary, amend the zoning in station areas to reflect the existence of high quality mass transit. Revisions to be considered include an increased mix of uses, higher density and reduced parking.

2. Address the impact of station areas on adjacent residential neighborhoods.
3. Provide for visual and physical improvements to link station areas to surrounding uses including streetscape improvements and signage.
4. Prepare station area plans for key HBLRTS stations, including Liberty Harbor and West Side Avenue and Route 440, if developed. Consider the use of zoning overlays and redevelopment plans, where appropriate.
5. Promote the addition of two new stations that are detailed in the Morris Canal Redevelopment Plan.
6. Establish design standards, including controlling signage and billboards.

## REDEVELOPMENT PLANS

The City of Jersey City has 58 designated redevelopment areas located in neighborhoods throughout the City. These areas have been determined to be "in need of redevelopment" under the current State Local Redevelopment and Housing Law (P.L. 1992, c. 79/N.J.S.A. 40A:12A-6) or previous State Urban Renewal Laws (P.L. 1949, c. 187/N.J.S.A. 40:55-21.1). These redevelopment areas cover over one-third of the land area of the City. Correspondingly, the Redevelopment Plans are the predominant planning documents which direct future land use. Some of the Plans are obsolete and do not reflect the market and land use policies of the City. Many plans have been either totally completed or substantially complete.

The plans vary in terms of their scope, level of implementation and continued relevance given current conditions. The following is a summary of the status of the City's adopted redevelopment plans:

1. *Bay Street Redevelopment Plan*: This is an older 1975 Redevelopment Plan for an area on Luis Munoz Marin Boulevard that contains the Manischewitz Company. It is an industrial oriented plan that may warrant revision because of the area's proximity to ongoing commercial and residential growth.
2. *Beacon Avenue Redevelopment Plan*: This is an older 1960's Redevelopment Plan for a former industrial use in a residential neighborhood in the Heights. It was redeveloped with detached two-family homes and is fully implemented.
3. *Betz Brewery Redevelopment Plan*: This Redevelopment Plan fronts on Luis Munoz Marin Boulevard opposite Newport Mall. It has been redeveloped with the Community Education Recreation Center, which houses the Golden Door Charter School, and is fully implemented.
4. *Boyd McGuinness Redevelopment Plan*: This Redevelopment Plan is located on John F. Kennedy Boulevard in West Side to the north of Lincoln Park. The Plan called for the development of senior citizen housing and the rehabilitation of several apartment buildings. It has been fully implemented.
5. *Caven Point Redevelopment Plan*: This Redevelopment Plan is located on the site of the former Caven Point Army Terminal in the southeastern section of the City. A portion of the area has been redeveloped with the Port Liberte residential complex and the Caven Point Recreational Facility. Current plans call for the expansion of Port Liberte and the construction of an 18 hole golf course.

Alignment of the proposed Rt. 169 extension is proposed to be shifted so that it will parallel the New Jersey Turnpike.

6. *Claremont Industrial Park Redevelopment Plan*: This Redevelopment Plan is located in the southeastern section of the City between Bayside Park and the New Jersey Turnpike Hudson County Extension. The industrial park in this area has not been fully built out and the Plan remains partially implemented.
7. *Dixon Crucible Redevelopment Plan*: This Redevelopment Plan is located on Christopher Columbus Drive in Downtown. It is the site of the Dixon Mills multi-family residential project and is fully implemented.
8. *Droyer's Point Redevelopment Plan*: This Redevelopment Plan is for an area in the southwestern section of the City on Newark Bay that formerly contained Roosevelt Stadium. The area has been significantly redeveloped with attached housing in a K. Hovnanian project known as Society Hill. Phases one and two have been implemented and the third and final phase is in the planning stages.
9. *Exchange Place Redevelopment Plan*: This Redevelopment Plan is located on the Downtown waterfront at the foot of Exchange Place. It contains office buildings and is fully implemented.
10. *Exchange Place North Redevelopment Plan*: This Redevelopment area is located on the Downtown waterfront in an area bounded by Luis Munoz Marin Boulevard to the west, First Street to the north, Christopher Columbus Drive to the south and the Hudson River to the east. It contains the Harborside Financial Center and Evertrust Complex as well as the largely vacant Powerhouse site. The Redevelopment Plan is still being implemented and the area has significant development potential. Planning issues include density and intensity of use.
11. *Grand Street Redevelopment Plan*: This is a small redevelopment area intended for residential use that fronts on Grand Street and Luis Munoz Marin Boulevard. It has been redeveloped with two-family townhouses and is fully implemented.
12. *Green Villa Redevelopment Plan*: This is an older redevelopment plan intended for residential development that is located between Bergen Avenue and Martin Luther King Drive. The area has redevelopment potential for low rise and low density residential use, probably in the form of townhouses. The primary issue is the mix of market rate versus affordable housing and its character.

13. *Gregory Park Redevelopment Plan*: This is an older redevelopment area located in Downtown immediately east of City Hall and bisected by Montgomery Street. It has been redeveloped with high rise residential units constructed in the "Towers in the Park" form. This area has the potential for further redevelopment on the large existing surface parking lots and along the Montgomery Street frontages. Frontage development with attached housing could reduce the perception of "emptiness" along the street.
14. *Grove and Mercer Redevelopment Plan*: This redevelopment area is located in Downtown immediately west of City Hall with frontage on Grove Street and Mercer Street. It is located within the Van Vorst Park Historic District and is being implemented through the rehabilitation of several vacant buildings. The Majestic Theatre paved along with 4 lots fronting on Grove Street has been removed to create a new separate redevelopment area.
15. *Grove Street Redevelopment Plan*: This is an older redevelopment area located on Grove Street in Downtown along the periphery of the Hamilton Park and Harsimus Cove Historic Districts. It has been redeveloped with two-family houses and is fully implemented.
16. *Newport Redevelopment Plan*: Newport is the large mixed-use redevelopment area located Downtown in an area bounded by Luis Munoz Marin Boulevard to the west, the Hudson River to the east, the municipal boundary with Hoboken to the north and 6<sup>th</sup> Street to the south. It is approximately 50 percent redeveloped with the potential for 5,000 to 6,000 additional housing units and several million square feet of additional office space. The primary issues in this area are urban design and waterfront access.
17. *Hudson Exchange Redevelopment Plan*: This redevelopment area (formerly known as Harsimus Cove South) is located in Downtown in an area bordered by Luis Munoz Marin Boulevard to the west, the Hudson River to the east, 6<sup>th</sup> Street to the north and First Street to the south. It is a mixed-use redevelopment area containing commercial and residential development, including the Avalon Cove project along the waterfront. It has one or two remaining development parcels including 1.8 million square feet of proposed office space.
18. *Luis Munoz Marin Boulevard Redevelopment Plan*: This redevelopment area is located on Luis Munoz Marin Boulevard (formerly known as Henderson Street) in Downtown and is intended for residential redevelopment. It is fully implemented. Frontage development along underutilized areas with attached housing should be investigated. This could serve to improve the character of the streetscape.

19. *Henderson Street South Redevelopment Plan*: This redevelopment area is located on Luis Munoz Marin Boulevard in Downtown and is redeveloped with two-family housing. It is fully implemented.
20. *Holland Tunnel Redevelopment Plan*: This redevelopment area is located in Downtown along the approaches to the Holland Tunnel and is the first redevelopment plan to have expired in the City.
21. *Jackson Avenue Redevelopment Plan*: This is an older redevelopment area along the east side of Martin Luther King Drive. It has limited development potential remaining, however, an extension eastward towards Grand Street in Arlington Park may be appropriate that would target a number of deteriorated or vacant buildings of historic value.
22. *Greenville Industrial Redevelopment Plan*: This redevelopment area is located in the southeastern section of the City and encompasses the Port Jersey Complex as well as Greenville Yards. It currently contains an industrial park with significant development potential as well as port-related activities. The Redevelopment Plan may require further evaluation in light of current proposals for the development of the deep water port with enhanced road and rail access.
23. *Grand Jersey Redevelopment Plan*: This redevelopment area is located in the southwestern section of Downtown in an area bounded by Grand Street to the north, Liberty State Park to the south, Jersey Avenue to the east and the New Jersey Turnpike Hudson County Extension to the west. This area is the location of a planned hospital to be operated by Jersey City Medical Center; however, the majority of the area is available for redevelopment. Issues in this area include contamination and access.
24. *Wayne Street Redevelopment Area*: This redevelopment area is located in Downtown on Wayne Street within the Van Vorst Historic District. It is a small redevelopment area that will be fully implemented when three vacant buildings currently undergoing rehabilitation are completed.
25. *Jersey Avenue Redevelopment Plan*: This is a large redevelopment area in the northwest section of Downtown that surrounds the Holland Tunnel from 10<sup>th</sup> Street in the south to the municipal border with Hoboken in the north. This area contains primarily underutilized or vacant industrial properties and has significant redevelopment potential. The Redevelopment Plan should be revisited. Particular attention should be given to preserving the most important view sheds.
26. *Journal Square Redevelopment Plan*: This redevelopment area encompasses the core of the Journal Square Central Business District on the east and west sides of John F. Kennedy Boulevard centered along the PATH right-of-way. This area has significant redevelopment potential over the long term.

Issues include the redevelopment of the State Theater site, expansion of Hudson County Community College, parking and residential as a permitted use.

27. *Lafayette Park (I) Redevelopment Plan*: This redevelopment area is located in Lafayette immediately north of Lafayette Park and has been designated primarily for residential redevelopment. The Jersey City Housing Authority is planning a low-rise townhouse development on Manning Avenue and Woodward Street, which would complete the redevelopment with the exception of several out-parcels.
28. *Liberty Harbor Redevelopment Plan*: This redevelopment area has been divided into several redevelopment areas including Liberty Harbor North, Grand Jersey, Caven Point and Greenville Industrial and is located along the Hudson River Waterfront. It encompasses Liberty State Park, Liberty Industrial Park and several municipally owned parcels. The 1973 Redevelopment Plan has been partially implemented; however, it is in need of updating because conditions and land uses have changed significantly since it was adopted.
29. *Liberty Harbor North Redevelopment Plan*: This redevelopment area is located to the north of Liberty State Park in an area bounded by Grand Street to the north, the Tide Water Basin to the south, Jersey Avenue to the west and Van Horst Street to the east. This area has significant redevelopment potential and is the proposed location of a large-scale high density residential project with a "new urbanist" design. It is recommended that the Plan be reviewed.
30. *Marine Industrial Redevelopment Plan*: This redevelopment area is located along the Hackensack River to the west of Route 440 and the Hudson Mall between Communipaw Avenue and the former Newark and New York Railroad right-of-way. It was originally intended for industrial redevelopment, however, the redevelopment plan has not been implemented. The Redevelopment Plan requires updating and revisions to reflect environmental constraints as well as market conditions.
31. *Medical Center Redevelopment Plan*: This area consists of the Jersey City Medical Center property and has significant redevelopment potential after the hospital is relocated. Potential uses include residential and mixed use development. It is recommended that the Plan be reevaluated in light of feasible reuse options.
32. *Martin Luther King Drive Redevelopment Plan*: This redevelopment area is a 26 block corridor along Martin Luther King Drive from Communipaw Avenue in the north to McAdoo Avenue in the south. It has significant redevelopment potential and is in the early stages of implementation. A large mixed

use redevelopment district known as the HUB, between Virginia Avenue and Orient Avenue, is currently being implemented and will anchor future redevelopment.

33. *Montgomery Gateway Redevelopment Plan*: This redevelopment area is located in Downtown in an area bounded by the New Jersey Turnpike Hudson County Extension to the west, Varrick Street to the east, Mercer Street to the north and Grand Street to the south. The majority of the Redevelopment Plan has been implemented. It may be appropriate to extend the Redevelopment Area to include a four block area between the current boundaries and the New Jersey Turnpike.
34. *Montgomery Street Redevelopment Plan*: This is a large mixed use redevelopment area located between Journal Square and Downtown in an area bounded by Academy Street to the north, Grand Street to the south, the New Jersey Turnpike Hudson County Extension to the east and Cornelison Avenue to the west. It contains housing, industrial uses and the Hudson County Schools of Technology and is completely implemented.
35. *9<sup>th</sup> Street Redevelopment Plan*: This redevelopment area, which is located in the Hamilton Park Historic District, was intended for residential redevelopment and is fully implemented.
36. *9<sup>th</sup> Street (II) Redevelopment Plan*: This redevelopment area, which is located in the Hamilton Park Historic District, was intended for residential redevelopment and is fully implemented.
37. *Ocean Bayview Redevelopment Plan*: This redevelopment area is a linear corridor along Ocean Avenue. It is being redeveloped for residential use with ancillary commercial development and is partially implemented. It is recommended that the Plan be reviewed in light of commercial redevelopment occurring in the Martin Luther King redevelopment area.
38. *Paulus Hook Redevelopment Plan*: This redevelopment area is located in Downtown between Christopher Columbus Drive to the north, Montgomery Street to the south, Warren Street to the west, and Hudson Street to the east. It has been redeveloped with offices and high rise apartment towers; however, a reevaluation of the Redevelopment Plan that will fully utilize existing surface parking areas may be warranted.
39. *School No. 2 Redevelopment Area*: This redevelopment area is located on Erie Street in Downtown and has been implemented with a school conversion and an associated parking lot.
40. *St. John's Redevelopment Plan*: This redevelopment area which is one of the oldest in the City, is located in Journal Square in an area bounded by St. Paul's Avenue to the north, Newark Avenue to

the south, JFK Boulevard to the west, and Summit Avenue to the east. It is redeveloped for high density residential use and is fully implemented.

41. *Turnkey Redevelopment Area*: This redevelopment area is located in Greenville in an area bisected by Dwight Street and bounded by Martin Luther King Drive to the west and Ocean Avenue to the east. The majority of this area has been redeveloped for residential use including two-family detached homes constructed by the Jersey City Housing Authority. It has been fully implemented with the exception of several scattered vacant lots that may have potential for residential reuse.
42. *Village Redevelopment Area*: This redevelopment area is located in Downtown in an area bordered by Newark Avenue to the north, Christopher Columbus Drive to the south, Brunswick Street to the west and Varrick to the east. It contains scattered vacant buildings and lots and has potential for residential redevelopment in the inner portion of the area and commercial redevelopment along Newark Avenue.
43. *Webster Avenue Redevelopment Area*: This redevelopment area is located in the Heights on both sides of Webster Avenue between South Street in the north and Griffith Street in the south. It has been redeveloped with detached two-family homes and is fully implemented.
44. *Grove Street Station Redevelopment Plan*: This redevelopment area is centered on the Grove Street PATH station in Downtown and has been redeveloped with an office building. It is fully implemented.
45. *Monticello Avenue Redevelopment Plan*: This redevelopment area consists of frontage along Monticello Avenue between Fairmont Avenue in the north and Communipaw Avenue in the south. It is intended for redevelopment with ground floor commercial uses and residential uses on the upper floors. The Plan should be reviewed so that it can be coordinated with redevelopment efforts along Martin Luther King Drive and McGinley Square.
46. *Sip/Van Wagenen Redevelopment Plan*: This redevelopment area fronts on Sip Avenue and Van Wagenen Avenue. An existing commercial use, a supermarket, has been rehabilitated but other parcels have residential development potential.
47. *Colgate Redevelopment Plan*: This redevelopment area is located in Downtown along the Hudson River Waterfront in an area bounded by Montgomery Street to the north, the Morris Canal Big Basin to the south, the Hudson River to the east and the Paulus Hook Historic District to the west. It is currently being redeveloped with commercial office space and residential uses. Implementation is ongoing. The Plan has recently been amended to include the Wald property for residential uses. The

area has a build out potential of approximately 6 million square feet of office space and about 1,000 residential apartment units.

48. *Morgan and Washington Redevelopment Plan*: This redevelopment area consists of a single 40,000 square foot building fronting on Washington Boulevard in the WALDO District. It has not yet been implemented.
49. *Newkirk/Academy/Summit Redevelopment Plan*: This redevelopment area is located on Summit Avenue between Newkirk and Academy Streets in Journal Square. It is being redeveloped with the Jersey City Justice Complex and will be fully implemented upon its completion.
50. *Morris Canal Redevelopment Plan*: This redevelopment area is located in Bergen/Lafayette in an area bounded by Fairmount Avenue and Maple Street to the north, Bayview Avenue extended in the south, the New Jersey Turnpike Hudson County Extension to the east and Garfield Avenue to the west. The Plan calls for a mix of residential, commercial and industrial uses. It was recently adopted and has not been implemented.
51. *Vacant Buildings Redevelopment Plan*: This Redevelopment Plan encompasses more than 400 properties with vacant buildings and was recently adopted. Most of the buildings are small scale. It is being implemented.
52. *Majestic Theater Redevelopment Plan*: This redevelopment area encompasses 4 properties located at the intersection of Montgomery Street and Grove Street and was recently adopted. It has not been implemented.
53. *Armory Redevelopment Plan*: This redevelopment area encompasses the Jersey City Armory property fronting on Montgomery Street and is intended for recreational, educational and parking use. It was recently adopted and has not been implemented.
54. *Summit Avenue North Redevelopment Plan*: This redevelopment area consists of multiple properties fronting on Summit Avenue between Secaucus Road and Hague Street in the Heights. It is intended for redevelopment with a community center.
55. *Tidewater Basin area*: the area between Colgate and Liberty Harbor North has been designated an area in need of redevelopment.
56. *Communipaw West (Community Center Site)*: has been declared an area in need of redevelopment.

57. *Republic Container*: This redevelopment area is located in Greenville. The recently adopted plan calls for market rate housing.

58. *Water Street*: This redevelopment area is located in the vicinity of Route 440 near the terminus of the HBLRT Park and Ride. The Plan proposes commercial use.

The following areas are either being studied as redevelopment areas or are recommended to be reviewed as redevelopment areas:

1. WALDO.
2. Sip Avenue from Rt. 1 & 9 to West Side Avenue.
3. Rt. 440.

### **SCENIC CORRIDORS**

New Jersey's *State Development and Redevelopment Plan (SDRP)* provides a starting point for adopting policies with regard to scenic resources. The SDRP's policies are designed to protect, enhance, and where appropriate, rehabilitate historic, cultural and scenic resources. These policies are also designed to protect and enhance the natural and visual values of scenic and historic corridors by promoting the management of new growth and development in ways that complement the scenic and historic values associated with these corridors. The SDRP makes it clear that it is vital to New Jersey's future that our scenic and historic resources be properly managed.

Jersey City is not without its significant contributions to New Jersey's visual amenities. The Statue of Liberty, Ellis Island, the Jersey City Medical Center, all of which are within Jersey City's borders and on the State and Federal Registers of Historic Structures and Places, offer viewers inspiring glimpses of our nation's history. The panorama of New York Harbor and Manhattan Island, are visual attractions that visitors from around the globe come to view. Jersey City's waterfront skyline and the historic neighborhoods round out the picture and give it context. All of these views are available from, of all places, the New Jersey Turnpike – Hudson County Extension.

The Planning Board has recognized the scenic value of the vistas provided by the New Jersey Turnpike and continues to seek to protect them from incompatible development.

In 1995, the Planning Board declared the vista along the New Jersey Turnpike – Hudson County Extension to be a “scenic corridor” meriting significant protections to match its significant contributions to the history and scenic values of our City, our State and our Nation.

In order to afford the protections so richly deserved by such elements, the Jersey City Zoning Ordinance should be amended to regulate and restrict development that would be destructive of or incompatible with these scenic resources. Chief among these are billboards, power lines, poorly designed and inappropriately located buildings, and inadequately screened unsightly land uses.

Billboards, tend to extend themselves higher and larger. This inherently interferes with the vistas blocked by the billboard’s mass. Additionally, the very nature of advertising design works to draw the eye to it and away from all else. Even though small in terms of overall vista, a well designed advertisement sign can dominate what is seen, causing loss of attention to the scenic resources before and beyond the billboard.

To prevent the disruption of the scenic corridor provided by the New Jersey Turnpike Extension, the Jersey City Zoning Ordinance should be amended to exclude the placement of any billboards along the Turnpike Extension’s visual corridor. No billboards should be permitted that could be expected to be readily visible, and therefore leasable, with reference to the Turnpike’s traffic volumes. These regulations should ban all billboards along the entire stretch of the Turnpike Extension in Jersey City.

All power lines and other overhead utilities should be required to be placed underground in this scenic corridor. As the Turnpike Extension traverses industrial zones, many of the permitted uses visible from the Turnpike Extension are not visually attractive. These land uses can, however, be screened with evergreen plantings and opaque, durable fences. Regulations should be proposed to assure the views down from the Turnpike are green and screened.

Further, it is recommended that the Zoning Ordinance be amended to ensure that all new construction, readily and reasonable expected to be visible from the Turnpike Extension, present an attractive façade design to the public traveling along the Turnpike Extension. These amendments shall require quality materials, adequate screening of roof top equipment, modest and subdued identification signs, a ban on all advertising signs, and limitations on height to protect the most significant view corridors. These limits will not prevent the development of significant structures, but rather will require that building placement be managed to coordinate with the vistas provided to the Harbor, Manhattan Island, the Statue of Liberty, Ellis Island, Port Liberte, the downtown waterfront of Jersey City, the Jersey City Medical Center and the historic neighborhoods.

## **ADDITIONAL LAND USE RECOMMENDATIONS**

### **High Technology Uses**

The City of Jersey City is an emerging center of high technology and telecommunication based uses, especially those associated with the finance/insurance/real estate (FIRE) sector and the internet. Jersey City has several competitive advantages that make it an attractive location for such uses including access to fiber optic data lines, ample electrical supply and transmission capacity, availability of skilled labor and proximity to the lower Manhattan financial and high technology districts. High technology and telecommunication uses tend to locate in Downtown and Journal Square where adequate infrastructure and space is available. However, they are increasingly found in neighborhoods throughout the City as the demand for services and the number of competing firms proliferate. These uses are beneficial to Jersey City's economic development because they support the growth of the service sector, especially businesses in FIRE. However, they present unique land use challenges because of the physical form that high technology and telecommunication uses often take.

High technology and telecommunication uses are often highly computerized and automated. As a result, they generate little activity, are typically staffed by a limited number of workers and require few of the amenities associated with other commercial and industrial uses. This includes windows for light and air, landscaping for buffering and screening and high quality urban design to enhance the streetscape. Most such uses can be located almost anywhere in Jersey City where the infrastructure will support operations. Structural requirements emphasize security and redundant utility systems, resulting in nondescript buildings with little relationship to the adjacent street and surrounding neighborhood. The potential adverse impacts range from reduces street-level activity to visually unattractive streetscapes and conflicting land uses. Consideration should be given to identifying sections of the City where high technology and telecommunication uses are appropriate. The development of design requirements for such uses including bulk standards, architectural guidelines, landscaping and buffering and screening is recommended. The importance of these uses is acknowledged, subject to appropriate location, design and buffering.

### **Wireless Communication**

The wireless telecommunications industry has experienced significant growth during the past decade as the demand for portable voice and data transmission has increased. This growth is projected to continue resulting in the need for additional wireless telecommunication facilities. These facilities often have significant land use implications such as appropriate location, screening and buffering and visual impact. It is recommended that the City adopt a wireless telecommunications ordinance which regulates siting and addresses bulk, screening and buffering and aesthetic issues.

### **Housing for Senior Citizens**

The statewide and national demographic trend resulting in an increase in the elderly population has also affected Jersey City. At present, senior citizens age 65 and over constitute approximately 11 percent of the City's total population. This is projected to increase as the City's population of "baby boomers", those born between 1946 and 1964, ages and enters retirement. There is a need to more fully address senior citizen concerns, especially housing and supportive services. This includes assisted living, nursing homes and other forms of senior housing.

### **Signage**

The provision of signage associated with commercial, industrial and residential development is a significant issue with land use and urban design implications. Signage has the potential to enhance development and contribute to the streetscape. However, it can have a detrimental impact if the size, height, number and design of signs is not adequately regulated.

A complete revision of the City's sign regulations is recommended to ensure that high quality, attractive and compatible signage accompanies development. Careful consideration should be given to the regulation of billboards in order to preserve important view sheds, historic districts and residential areas.

### **Scrap Yards**

Scrap yards have historically been scattered throughout the City and have, often times, been nuisances in the neighborhoods in which they are located. Facilities which were previously referred to as scrap/junk yards may be redefined as state licensed recycling facilities. These types of uses should be clearly defined and carefully located in order to mitigate the impact on adjacent properties and neighborhoods. Impacts such as noise, odor, truck traffic, lighting and aesthetics should be controlled through design standards.

### **Residential Site Improvement Standards (RSIS)**

The Residential Site Improvement Standards (RSIS) were adopted by the State in 1997 in order to reduce the multiplicity of standards for residential subdivision and site improvements; to provide sound and continuing effective site improvement standards; to ensure predictability in site improvement standards; to provide for development reviews based upon objective standards rather than discretionary design standards; to streamline the development approval process; to promote design freedom; and separate the policy aspects of development review from technical determinations. The RSIS supercede municipal standards and govern any site improvements carried out in connection with residential subdivision, site plan approval and variance requests.

The RSIS are intended to provide consistency, uniformity and predictability in residential development throughout the State. However, they do not fully reflect the complex and fully developed environment in urban areas such as Jersey City. It is therefore recommended that the zoning ordinance be revised to incorporate elements of the RSIS and, where appropriate, seek a waiver or exemption from certain standards for parking, streets and sidewalks. The City should seek special area designation and approval of special area standards under N.J.A.C. 5:21-3.5 for this purpose.

## **IV. HOUSING ELEMENT/FAIR SHARE PLAN**

### **INTRODUCTION**

The Mt. Laurel II decision, handed down by the New Jersey Supreme Court on January 20, 1983, requires all municipalities to provide a realistic opportunity for the construction of housing affordable to those households of lower income. In response to the Mt. Laurel II decision, the Fair Housing Act was adopted by the New Jersey Legislature in 1985 (Chapter 222, Laws of New Jersey, 1985). The Act established a Council on Affordable Housing (COAH) to ensure that the mandate of Mt. Laurel II would be implemented by all New Jersey municipalities. Each municipality is required to address its fair share affordable housing obligation. The extent of that obligation depends upon a number of factors including non-residential ratables, income of residents, vacant land, the extent of substandard housing and a municipality's designation in the New Jersey State Development and Redevelopment Plan (SDRP). Further, there have been recent revisions to the COAH methodology regarding the 1,000 Unit Cap. Jersey City is one of several municipalities in the State which is affected by the new COAH methodology.

As a result, Jersey City's low and moderate income obligation for the 1987-1999 period is 176 dwellings, all of which are indigenous units. The 1987-1999 period includes any obligation from the first six year (or prior) cycle from 1987 to 1993 and the second six year cycle from 1993 to 1999.

The Fair Housing Act also required municipalities in the State to include a housing element and fair share plan in all master plans. The principal purpose of the housing element is to provide for methods of achieving the goal of access to affordable housing to meet the municipality's present and prospective low and moderate income housing needs according to COAH.

Low income households are defined as those with incomes no greater than 50 percent of the median household income, adjusted for household size, of the housing region in which the municipality is located. Moderate-income households are those with incomes no greater than 80 percent and no less than 50 percent of the median household income, adjusted for household size, of the housing region in which the municipality is located. For Jersey City, the housing region is defined by COAH as the northeast region which includes Hudson, Bergen, Passaic and Sussex Counties.

According to the requirements of the Municipal Land Use Law and COAH, the Housing Element/Fair Share Plan is required to include the following:

- a. An inventory of the municipality's housing stock by age, condition, purchase or rental value, occupancy characteristics, housing type, including the number of units affordable to low and moderate income households and substandard housing capable of being rehabilitated;
- b. A projection of the municipality's housing stock, including the probable future construction of low and moderate income housing, for the six years subsequent to the adoption of the housing element, taking into account, but not necessarily limited to, construction permits issued, approvals of applications for development and probable residential development of lands;
- c. An analysis of the municipality's demographic characteristics, including but not necessarily limited to, household size, income level and age;
- d. An analysis of the existing and probable future employment characteristic of the municipality;
- e. A determination of the municipality's present and prospective fair share for low and moderate income housing and its capacity to accommodate its present and prospective housing needs, including its fair share for low and moderate income housing; and
- f. A consideration of the lands that are most appropriate for construction of low and moderate income housing and of the existing structures most appropriate for conversion to, or rehabilitation for, low and moderate income housing, including a consideration of lands of developers who have expressed a commitment to provide low and moderate income housing.

## **SUMMARY**

The City of Jersey City's housing stock is characteristic of older urban areas of the State that developed in the nineteenth and early twentieth centuries. The City's housing is older, smaller, denser and less expensive than housing in outlying suburban areas that developed in the post-World War Two era. The most common housing type is a two-family home on a small lot, which accounts for approximately 27 percent of the total housing stock. The City has experienced significant residential construction since 1990, which has improved housing conditions and diversified the housing choices available to residents.

Jersey City provides a broad range of housing choices including detached single-family homes, attached two-family homes, townhouses, mid-rise and high-rise apartments, affordable units, senior citizen facilities and owner and rental occupied units.

Jersey City's pattern of development contributes to complex housing issues that affect the entire City. These include:

- Affordability
- Home ownership
- Appropriate density
- Mix of housing types
- Need for rehabilitation

The City has a significant need for affordable housing, as evidenced by the lengthy waiting list for public housing and rental assistance. This need is further demonstrated by the large number of renters, 38 percent, who pay more than 30 percent of their income for housing. The City has made increasing the rate of home ownership a priority in order to promote residential stability. At present, 30 percent of City residents own their homes compared with 32 percent for Hudson County and 65 percent for the State. There is a need to provide additional housing throughout the City with densities and design types that are compatible with the neighborhoods in which they are located. The City has a significant need for housing rehabilitation since 51 percent of all homes were constructed prior to 1940. This need is underscored by the City's estimate that 20 percent of the housing stock is substandard.<sup>2</sup>

## **DEMOGRAPHICS**

The City of Jersey City has experienced significant change since the 1966 Master Plan including population flight, shifts in population composition and structural changes in the economy. The City remains, however, the dominant population and employment center in Hudson County. Jersey City has entered a period of renewed growth and revitalization that has reversed the long-term decline from 1930 to 1980. Unlike other urban centers in New Jersey, the City has gained population and employment since 1980. These trends are projected to continue in the future, making Jersey City the "urban pacesetter"<sup>3</sup> among cities in the State.

Jersey City is a much different community today than it was in 1966 as a result of the demographic trends that have transformed cities throughout the region. The City has endured the negative effects of suburbanization, benefited from the post-1965 wave of immigration and presided over the conversion of its economic base from industry to services. Jersey City is characterized by an increasing population, diverse multi-ethnic communities and significant commercial redevelopment. The City experienced a population decline from 1930 to 1980 as residents moved to outlying suburban areas. An increase in

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<sup>2</sup> Consolidated Plan 1995-2000/Five Year Strategic Plan; City of Jersey City; Office of Grants Administration and Compliance; 1995.

<sup>3</sup> *New Jersey Cities in the 1990's: An Updated Employment Report Card*, Rutgers Regional Report Number 14, Edward J. Bloustein School of Planning and Public Policy, 1996, p. 2.

immigration, however, has enabled the City to reverse the decline and increase its population since 1980. Jersey City's eroding manufacturing and transportation sector is being replaced by an expanding service sector, with significant employment gains in finance/insurance/real estate. The City's population and employment characteristics will continue to evolve in concert with regional trends and on-going revitalization efforts.

Population Trends

Jersey City is experiencing population growth, making it unique among major cities in the State. The City had an estimated 1998 population of 232,429 as shown in Table IV-1. This is an increase of 3,892 persons or 2 percent over the 1990 population of 228,537. It also represents an increase of 8,892 persons or 4 percent over 1980 population of 223,532. In comparison, the populations of Camden, Newark and Trenton decreased during this period while the populations of Elizabeth and Paterson increased slightly during this period. Jersey City's current population may be even larger than estimated given the likelihood of population undercounts in urban areas. The U.S. Bureau of the Census's 1995 test census in Paterson revealed an undercount of 6.7 percent. If applied to Jersey City, this translates into an additional 15,311 residents who may have been overlooked in the 1990 U.S. Census.

Table IV-1 POPULATION TRENDS, 1970 TO 2020 City of Jersey City, N.J.			
		<i>Change, 1970 - 2020</i>	
<i>Year</i>	<i>Population</i>	<i>Number</i>	<i>Percent</i>
1970	260,350	---	---
1980	223,532	-36,818	-14
1990	228,537	5,005	2
1998	232,429	3,892	2
2020	267,740	35,311	15

*Source:* U.S. Bureau of the Census for 1970 to 1990 population, N.J. State Data Center for 1998 population estimate, Hudson County Strategic Revitalization Plan for 2020 population projection.

Jersey City's recent population growth reverses a period of decline from 1930 to 1980 that coincided with rapid suburbanization and the loss of industry in the region. During this period, the City's population decreased from a peak of 316,700 in 1930 to 223,532 in 1980. The most significant decrease occurred between 1970 and 1980 when the City lost 36,818 persons or more than 14 percent of its total population. The situation has improved considerably since 1980, when the City's population stabilized and resumed moderate growth. Jersey City is projected to have strong population growth in the future as revitalization

and redevelopment make significant inroads throughout the City. In 2020, the City is projected to have a population of 267,740. This is an increase of 35,311 persons or 15 percent during the period 1998 to 2020.

Jersey City's population growth since 1980 is the product of several factors including new housing construction, immigration, commercial redevelopment and "spillover" from New York City. The City has been the location of significant residential development, especially along the Hudson River waterfront, which has upgraded the housing stock and attracted new residents. Between 1980 and 1990, Jersey City's housing supply increased by 2,724 units or 3.1 percent. In addition, there were 3,535 building permits issued between 1990 and June, 1999 and approximately 17,432 housing units are in the development pipeline.

Jersey City is an immigrant destination because of its historic function as a port of entry into the United States and large well-established ethnic enclaves. New immigrants have settled in the City in large numbers, revitalizing whole neighborhoods and replacing previous residents who have migrated to outlying suburban areas. In 1990, approximately 56,326 of the City's residents or 25 percent of the City's population were foreign born. Of these, approximately 31,976 or 14 percent were recent immigrants who entered the United States between 1980 and 1990. This trend is expected to continue for the foreseeable future.

Jersey City's economy has been revitalized by commercial redevelopment, especially along the Hudson River waterfront, that has generated thousands of jobs and attracted new residents to the City. The City's private-sector covered employment increased from 57,875 in 1980 to 72,209 in 1997. This represents a gain of 14,334 jobs or approximately 24.8 percent in less than two decades. Several million square feet of commercial space for offices, retail and business services are in the development pipeline and new residents will continue to be attracted by the jobs they generate.

Jersey City is often referred to as the "sixth borough" because of its proximity and economic links to New York City. The New York City housing market is extremely competitive, especially in Manhattan, and potential residents are often forced to look for reasonably priced homes outside the City. Jersey City receives part of this population "spillover" from New York City, attracting new residents who take advantage of the City's outstanding mass transit connections to Manhattan.

#### Population Density

Jersey City has a very high population density that reflects its urban character, large inventory of multi-family housing, high land values and compact pattern of development. The City had a 1998 population density of 15,632 persons per square mile as shown in Table IV-2. This is a 2 percent increase over the

1990 population density of 15,369 persons per square mile. Jersey City's population density is even higher if land in the Hackensack Meadowlands District (HMD), which is sparsely populated, is excluded. The City's 1996 population density minus the HMD is 17,260 persons per square mile.

Jersey City's population density is the sixth highest in Hudson County, which in turn is the sixth most densely populated county in the United States. In comparison, the population densities of Camden, Elizabeth, Newark and Trenton are below 12,000 persons per square mile. Only Paterson has a population density greater than Jersey City. The recent increase in the City's population density reverses several decades of decline resulting from overall population losses. During the period 1970 to 1980, the City's population density declined by approximately 14 percent from 17,784 persons per square mile to 15,258 persons per square mile. Given the projected population growth for Jersey City through 2020, population density is expected to continue increasing in the future.

Table IV-2 POPULATION DENSITY, 1970 TO 1998 City of Jersey City, N.J.			
		<i>Change, 1970 – 1998</i>	
<i>Year</i>	<i>Population Density</i>	<i>Number</i>	<i>Percent</i>
1970	17,784	---	---
1980	15,258	-2,526	-14
1990	15,369	111	1
1998	15,632	263	2

Note: 1998 population is an estimate from the New Jersey State Data Center and U.S. Bureau of the Census.

Source: U.S. Bureau of the Census, 1970-1990; New Jersey State Data Center, 1998.

Jersey City's population is concentrated in the older interior sections of the City that form a residential spine traveling in a north-south direction from the municipal border with Union City to the municipal border with Bayonne. The spine generally parallels Kennedy Boulevard with a branch following Montgomery Street towards the Hudson River waterfront. The areas of highest population density are located in the Heights adjacent to the municipal border with Union City, in West Side adjacent to Lincoln Park and in Downtown between Ferris High School and Paulus Hook. Although population density along the Hudson River waterfront is increasing, it remains relatively low since there is a significant amount of vacant land and commercial uses outnumber residential uses. Low population density is found in the northwest and southeast sections of the City since these areas are industrial in character. The northwest section is within the HMD while the southeast section contains the Greenville Yards Industrial Park, Port Jersey, Caven Point and Liberty State Park.

Population Distribution By Age

Jersey City's population has been profoundly influenced by the demographic trend known as the "baby boom." This is the group of residents born between 1946 and 1964 who were in the age group 25 to 44 during the 1990 U.S. Census and are currently age 35 to 54. The City has experienced an influx of young adults in this age group attracted by strong employment growth, new housing construction and convenient access to New York City. This trend has compensated for the continued decline of residents in other age groups. This decline has been most pronounced in residents age 5 to 14, who are part of the "baby bust" generation, and residents age 55 to 64, who are part of the Depression/World War Two generation.

Jersey City's population of residents 25 to 44 years old increased by 22,537 or approximately 38 percent between 1970 and 1990, as shown in Table IV-3. Many of these young "baby boomers" work in Manhattan and live in new or renovated housing Downtown and along the Hudson River waterfront.

Table IV-3 POPULATION BY AGE, 1970 TO 1990 City Of Jersey City, N.J.					
	1970	1980	1990	Change, 1970 - 1990	
Age Cohort	Population	Population	Population	Number	Percent
Under 5	21,547	17,314	16,693	-4,854	-23
5 – 14	45,874	36,250	30,198	-15,676	-34
15 – 24	43,420	40,005	34,925	-8,495	-20
25 – 34	31,234	35,127	48,009	16,775	54
35 – 44	28,289	24,101	34,051	5,762	20
45 – 54	32,674	21,623	22,216	-10,458	-32
55 – 64	28,366	22,829	17,659	-10,707	-38
65 and Over	29,141	26,283	24,786	-4,355	-15
Total	260,545	223,532	228,537	-32,008	-12
Median Age	30.7	29.9	31.5	.8	3
Source: U.S. Bureau of the Census, 1970-1990.					

The largest increase was in the age group 25 to 34, which grew by 16,775 or 54 percent during the period. This was followed by residents in the age group 35 to 44, which grew by 5,762 or 20 percent during the period. Anecdotal evidence, such as increasing school enrollment since 1990, indicates that the City's population of younger residents is also increasing. However, this trend cannot be confirmed

until the 2000 U.S. Census results are released. The prospects for future population growth, fueled by the “baby boom” generation, are good since continued employment growth and housing development is expected.

Jersey City, in comparison, has experienced a significant decrease in the number of young children and senior citizens in its population. The number of children under 5 years of age decreased by 4,854 or approximately 23 percent between 1970 and 1990. This is the result of decreasing birth rates and the continued migration of families to outlying suburban areas. Recent increases in school enrollment suggest that this trend has reversed itself since 1990. In addition, the population of older residents age 65 and over decreased by 4,355 or approximately 15 percent between 1970 and 1990. This trend is the opposite of many other municipalities and the State as a whole, which are experiencing an increase in the population of senior citizens. The relative number of senior citizens in the City, however, has remained stable at approximately 11 to 12 percent of total population.

#### Race and Gender

Jersey City's population has grown increasingly diverse and international in character during the period 1970 to 1990, as shown in Table IV-4. This trend reflects the City's historic status as a destination for immigrants trying to establish a “toehold” in the United States. The change in Jersey City's racial composition has been driven by increases in the Black and Asian/Pacific Islander population in combination with a significant decrease in the white population. The City's Black population increased by 24 percent from 54,595 in 1970 to 67,864 in 1990. The population of Asian/Pacific Islanders grew at an even greater rate, increasing by 165 percent from 9,793 in 1980 to 25,959 in 1990.

In comparison, Jersey City's white population decreased by 92,550 or approximately 46 percent from 1970 to 1990. This decline is, however, exaggerated by a change in U.S. Bureau of the Census methodology during this period. The Census Bureau classified residents of Hispanic origin as White in 1970 and as Other in 1980, resulting in an artificially large reduction in White population during this period. There was also an increase in residents of American Indian, Eskimo and Aleut origin as well as those who classified themselves as Others. This last category includes residents of Hispanic and Arab origin and increased by 20,527 or 654 percent between 1970 and 1990. Jersey City's changing racial composition is consistent with Statewide trends; however, the City is at the forefront of this demographic shift.

Table IV-4 POPULATION BY RACE, 1970 TO 1990 City of Jersey City, N.J.								
	1970		1980		1990		Change, 1970-1990	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
White	202,813	78	127,699	57	110,263	48	-92,550	-46
Black	54,595	21	61,954	28	67,864	30	13,269	24
American Indian, Eskimo, Aleut	--	--	261	.1	787	.3	526	202
Asian, Pacific Islander	--	--	9,793	4	25,959	11	16,166	165
Other Race	3,137	1	23,825	11	23,664	10	20,527	654
Total	260,545	100	223,532	100	228,537	100	-32,008	-12

*Source:* U.S. Bureau of the Census, 1970-1990.

Jersey City has also experienced significant growth in the number of residents of Hispanic descent during the period 1970 to 1990, as shown in Table IV-5. The City's Hispanic population, which crosses racial boundaries, increased from 23,729 in 1970 to 55,395 in 1990. This represents a gain of 31,666 residents or 133 percent. Within the City's Hispanic community, residents of Puerto Rican origin comprise the largest group with 30,950 residents. The City's Hispanic population may be even greater than reported in the 1990 U.S. Census because of the methodology used, which allowed respondents of Hispanic origin to identify themselves as White, Black, Asian/Pacific Islander and Other.

Table IV-5 POPULATION OF HISPANIC ORIGIN, 1970 TO 1990 City of Jersey City, N.J.								
	1970		1980		1990		Change, 1970-1990	
	Number	Percent of Total Population	Number	Percent of Total Population	Number	Percent of Total Population	Number	Percent of Total Population
Hispanic Origin	23,729	9	41,672	19	55,395	24	31,666	133
Total Population	260,545	100	223,532	100	228,537	100	-32,008	-12

*Source:* U.S. Bureau of the Census, 1970-1990.

Jersey City's population distribution, by sex, has remained relatively stable during the period 1970 to 1990, as shown in Table IV-6. The City's 1990 population is approximately 49 percent male and 51

percent female. This closely resembles the State's population, which is 48 percent male and 52 percent female. Jersey City's total population declined between 1970 and 1990, however, there was a disproportionate loss of female residents during this period. The female population decreased from 137,584 in 1970 to 117,435 in 1990. This represents a decline of 20,149 or 15 percent. In comparison, the male population decreased from 122,961 in 1970 to 111,102 in 1990. This is a decline of 11,859 or 10 percent.

Table IV-6 POPULATION DISTRIBUTION BY SEX, 1970 TO 1990 City Of Jersey City, N.J.								
Age Cohort	1970		1980		1990		Change, 1970-1990	
	Male	Female	Male	Female	Male	Female	Male	Female
Under 5	10,999	10,548	8,969	8,345	8,603	8,202	-2,396	-2,346
5 – 14	23,403	22,471	18,273	17,977	15,345	14,857	-8,058	-7,614
15 – 24	20,141	23,329	19,462	20,543	18,146	17,815	-1,995	-5,514
25 – 34	15,114	16,120	16,704	18,423	24,281	22,861	9,167	6,741
35 – 44	13,554	14,735	11,320	12,781	16,848	16,737	3,294	2,002
45 – 54	15,011	17,663	10,065	11,558	10,471	11,458	-4,540	-6,205
55 – 64	13,020	15,346	10,086	12,743	7,919	9,707	-5,101	-5,639
65 and Over	11,719	17,422	9,875	16,408	9,489	15,798	-2,230	-1,624
Total	122,961	137,584	104,754	118,778	111,102	117,435	-11,859	-20,149
Percentage	47	53	47	53	49	51	-10	-15

*Source:* U.S. Bureau of the Census, 1970-1990.

The City's male and female population has also been influenced by the "baby boom." The number of residents in the age group 25 to 44 increased between 1970 and 1990 for both sexes. In contrast, the number of males and females in all other age groups decreased during this period. The increase in residents age 25 to 44 is a positive development for Jersey City since members of this age group are starting families and their children are boosting population growth.

Characteristics of Households, Families and Group Quarters

Jersey City has experienced a decrease in the number of households, families and residents in group quarters since 1970 as shown in Table IV-7. This decline is largely the result of national trends including marriage at later ages, increased divorce rates and aging of the general population. It also reflects local conditions such as population loss and the dispersion of group facilities to locations outside the City.

Table IV-7 HOUSEHOLDS, FAMILIES & GROUP QUARTERS, 1970 TO 1990 City Of Jersey City, N.J.					
	1970	1980	1990	Change, 1970 - 1990	
	Number	Number	Number	Number	Percent
Number of Households	87,853	80,720	82,381	-5,472	-6
Average Household Size	2.92	2.74	2.73	-0.19	-7
Number of Families	65,995	55,304	53,566	-12,429	-19
Persons in Group Quarters	4,132	2,728	4,043	-89	-2
<i>Source:</i> U.S. Bureau of the Census, 1970-1990.					

The number of households in Jersey City decreased from 87,853 in 1970 to 82,381 in 1990. This represents a decline of 5,472 households or 6 percent during this period. The City's recent population growth has reversed this trend, however, resulting in an increase in households between 1980 and 1990. The decline in households has been accompanied by a decrease in average household size. The City's average household size in 1970 was 2.92. By 1990, it had decreased by .19 or 7 percent to 2.73 persons per household. Again, recent population growth has resulted in a significant moderation of this trend. Average household size remained virtually unchanged between 1980 and 1990, decreasing by only .01 percent from 2.74 to 2.73.

The number of families in Jersey City decreased from 65,995 in 1970 to 53,566 in 1990. This represents a decrease of 12,429 families or 19 percent during this period. The large decrease in families is the result of the City's population losses, increased divorce rates and growth in one person households. The majority of the decrease in families occurred between 1970 and 1980. The rate of decline has moderated since 1980 and the number of families has stabilized at 53,566.

Jersey City's group quarters population has decreased from 4,132 in 1970 to 4,043 in 1990. This represents a decline of 89 persons or 2 percent since 1970. Group quarters include prisons, hospitals, nursing homes and college dormitories. The largest category of group quarters in the City is nursing homes with 950 residents. The number of residents in group quarters has remained relatively stable, although the 1980 total of 2,728 appears to be an undercount and may be an anomaly. The 2000 U.S. Census may show a further reduction in the City's group quarters population as a result of Hudson County's relocation of prison facilities to Kearny in 1992.

Vital Statistics

Jersey City's vital statistics reflect the national trends of declining birth and death rates as shown in Table IV-8. The decrease in births has resulted from the tendency to marry at a later age, the increase in divorce rates and the aging of the general population. This has been accompanied by a decrease in death rates generated by factors such as improved health care and increased life expectancy. These trends are consistent with the experience of other municipalities throughout the State and are expected to continue into the future.

Jersey City's total number of births decreased from 5,387 in 1970 to 4,008 in 1995. This is a decline of 1,379 or 26 percent during the 25 year period. There has also been a corresponding decrease in the City's birth rate per 1,000 population from 20.7 in 1970 to 17.5 in 1995. This is a decline of 3.2 births per 1,000 population or 15 percent. This change is explained by national trends such as the tendency to marry at a later age and the City's population losses since 1970, especially females of child-bearing age. It is important to note that the City's birth rate remains significantly higher than the death rate, contributing to population replenishment.

Table IV-8 BIRTHS AND DEATHS, 1970 TO 1995 City Of Jersey City, N.J.						
	1970	1980	1990	1995	Change, 1970 - 1995	
	Number	Number	Number	Number	Number	Percent
Births	5,387	3,962	4,673	4,008	-1,379	-26
Birth Rate	20.7	17.7	20.4	17.5	-3.2	-15
Deaths	3,383	2,550	23,281	2,203	-1,180	-35
Death Rate	13	11.4	10	9.6	-3.4	-26
Note: Birth and Death Rates are crude rates per 1,000 total population as defined in <i>Forecasting Techniques for Urban and Regional Planning</i> by Brian Field and Bryan MacGregor.						
Source: N.J. Department of Health, Center for Health Statistics; N.J. State Data Center.						

Jersey City's total number of deaths decreased from 3,383 in 1970 to 2,203 in 1995. This represents a decline of 1,180 or 35 percent during the 25 year period. This has been accompanied by a decrease in the City's death rate per 1,000 population from 13 in 1970 to 9.6 in 1995. This is a decline of 3.4 deaths per 1,000 population or 26 percent. This change is explained by national trends including increased life expectancy as well as the City's declining population of residents age 65 or over.

### Housing Supply

Jersey City's housing supply has declined and recovered since 1970, paralleling changes in the City's population. The number of housing units decreased from 91,977 in 1970 to 87,999 in 1980 before increasing to 90,723 in 1990, as shown in Table IV-9. This represents a decline of 1,254 housing units or 1.4 percent during this period. However, the number of housing units in Jersey City increased by 2,724 or 3 percent between 1980 and 1990. Anecdotal evidence indicates that this positive trend will continue into the future. The City has issued 3,535 residential building permits since 1990 and there are several thousand residential units in the development pipeline.

The availability of affordable housing remains a concern since "The demand for affordable housing continues to outpace the supply..."<sup>4</sup> In addition, home ownership is a significant issue because the majority of new housing being produced consists of multi-family rental units. The City has made increasing home ownership a policy priority, including middle-income (80-120% of median income) households.

Table IV-9 TOTAL UNBER OF HOUSING UNITS, 1970 TO 1990 City of Jersey City, N.J.			
		<i>Change, 1970 - 1990</i>	
<i>Year</i>	<i>Housing Units</i>	<i>Number</i>	<i>Percent</i>
1970	91,977	---	---
1980	87,999	-3,978	-4
1990	90,723	2,724	3

*Source:* U.S. Bureau of the Census, 1970 to 1990.

<sup>4</sup> *Consolidated Plan 1995-2000/Five Year Strategic Plan*; City of Jersey City; Office of Grants Administration and Compliance; 1995.

### Residential Building Permits

Jersey City's housing market has recovered since the recession of the early 1990's, as evidenced the increase in residential building permits issued since 1990. The demand for housing has been fueled by strong regional economic growth, significant residential redevelopment, population increase and "spillover" from those priced out of the New York City market. The City issued 3,535 residential building permits between 1990 and June 1999 as shown in Table IV-10. Of these, 976 building permits were for single-family units and 2,559 building permits were for multi-family units. There were 463 residential demolitions during this period, however, this figure is understated since post-1995 information is unavailable. Residential development activity is expected to continue growing because several thousand units of new housing are being planned in locations throughout Jersey City.

Table IV-10				
DWELLING UNITS AUTHORIZED BY BUILDING PERMIT, 1990 TO 1999				
City of Jersey City, N.J.				
<i>Year</i>	<i>Building Permits</i>	<i>Single-Family</i>	<i>Multi-Family</i>	<i>Demolitions*</i>
1990	171	7	164	252
1991	86	62	24	14
1992	244	140	104	115
1993	311	205	106	3
1994	84	40	44	18
1995	1,124	184	940	61
1996	214	126	88	---
1997	605	115	490	---
1998	239	66	173	---
1999**	457	31	426	---
Total	3,535	976	2,559	463
*Demolition data is unavailable after 1995 because the U.S. Bureau of the Census and N.J. State Data Center stopped tracking this information.				
**1999 building permit information is from January to June.				
Source: N.J. State Data Center				

## **Housing Occupancy Characteristics**

Jersey City's housing is occupied primarily by renters, although the amount of owner occupied housing is increasing. This trend is prevalent throughout Hudson County, which has the eighth lowest rate of owner occupied housing in the United States. As shown in Table IV-11, the City experienced an increase in the number of owner occupied housing units from 22,610 in 1980 to 24,400 in 1990. This represents a gain of 1,790 units or 8 percent and is a sign of growing residential stability. In contrast, the number of renter occupied housing units decreased from 58,110 in 1980 to 57,981 in 1990. This is a decline of 129 units or less than 1 percent. Overall, approximately 30 percent of the City's housing is owner occupied while 70 percent is renter occupied.

In comparison, the County's housing is 32 percent owner occupied and 68 percent renter occupied while the State's housing is 65 percent owner occupied and 35 percent renter occupied. The "Expansion of home ownership opportunities is ... an important overall housing strategy of the City ... to stabilize neighborhoods."<sup>5</sup> In particular, the City has made it a priority to increase the rate of home ownership for low and moderate income, middle income and minority households. Numerous policies and programs, such as the "Home Ownership Initiative," have been implemented for this purpose.<sup>6</sup>

Jersey City also experienced an increase in housing units occupied on a year round basis between 1980 and 1990. The number of year round homes increased from 80,720 in 1980 to 82,381 in 1990 for a gain of 1,661 units or 2 percent. However, the number of vacant, seasonal and migratory housing units increased at an even greater rate during this period. The number of vacant, seasonal and migratory homes increased by 1,114 units or 15 percent from 7,228 in 1980 to 8,342 in 1990. It is worth noting that the City's percentage of vacant, seasonal and migratory housing units is equal to the State average of approximately 9 percent.

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<sup>5</sup>*Consolidated Plan 1995-2000/Five Year Strategic Plan*; City of Jersey City; Office of Grants Administration and Compliance; 1998; p. 5.

<sup>6</sup>*Consolidated Plan*; City of Jersey City; Office of Grants Administration and Compliance; 1998; p. 10.

Table IV-11						
HOUSING OCCUPANCY CHARACTERISTICS, 1980 TO 1990						
City of Jersey City, N.J.						
	1980		1990		Change, 1980 - 1990	
	Number	Percent	Number	Percent	Number	Percent
<i>Unit Type</i>						
Year Round	80,720	92	82,381	91	1,661	2
Vacant, Seasonal & Migratory	7,228	8	8,342	9	1,114	15
Total	87,948	100	90,723	100	2,775	3
<i>Tenure of Occupied Units</i>						
Owner Occupied	22,610	28	24,400	30	1,790	8
Renter Occupied	58,110	72	57,981	70	-129	-0.22
Total	80,720	100	82,381	100	1,661	2
<i>Source: U.S. Bureau of the Census, 1980 and 1990.</i>						

### Housing Characteristics

Jersey City's housing is older, smaller and more densely developed than housing elsewhere in Hudson County and New Jersey, as shown in Table IV-11. This is characteristic of urban municipalities that developed prior to the great wave of suburban housing construction in the post-World War Two period. The City's dominant housing form is the multi-family building consisting of apartments, condominiums and co-ops. Multi-family units account for 85 percent of the City's total housing stock. Approximately 71 percent of these housing units are renter occupied.

The majority of Jersey City's homes, 46,091 units or 51 percent, were constructed in 1939 or earlier. In comparison, the majority of homes in Hudson County and New Jersey were constructed after 1939. Approximately 51 percent of the County's total housing stock, or 117,896 homes, were built after 1939. Only 49 percent of the County's total housing stock was constructed in 1959 or earlier. Approximately 75 percent of the State's total housing stock, or 2,319,249 homes, were built after 1939. Only 25 percent of the State's total housing stock was constructed in 1939 or earlier.

Jersey City contains a broad range of homes, however, the majority of the housing stock consists of multi-family units. The City has 77,479 multi-family units representing 85 percent of the total housing stock. There are 6,412 detached single-family homes, which accounts for only 7 percent of the total housing stock. Similarly, Hudson County has 193,881 multi-family units representing 84 percent of the total

housing stock. The County has 21,297 detached single-family homes, which accounts for 9 percent of the total housing stock. In contrast, the majority of homes in New Jersey are detached single-family homes. The State has 1,637,129 detached single-family homes comprising 53 percent of the total housing stock. Multi-family housing accounts for 1,126,647 units or 37 percent of the State's total housing stock.

Jersey City's housing is comparable in size to housing in Hudson County, however, it is smaller than typical housing throughout New Jersey. The majority of homes in the City, 51,784 units or 57 percent, contain 4 rooms or less. In addition, most homes contain 2 bedrooms or less. This is similar to the County, where 130,862 units or 57 percent contain 4 rooms or less. Most homes in the County also contain two bedrooms or less. In contrast, the majority of homes in the State contain 6 rooms or more with at least 3 bedrooms. There were 1,542,142 homes in the State with at least 6 rooms, representing 51 percent of the total housing stock. Approximately 55 percent of all homes in the State have at least 3 bedrooms.

Table IV-12  
HOUSING CHARACTERISTICS BY YEAR BUILT, UNITS AND ROOMS, 1990  
City of Jersey City, Hudson County and New Jersey

<i>Characteristics</i>	<i>Jersey City</i>		<i>Hudson County</i>		<i>New Jersey</i>	
	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
<i>Total Units</i>	90,723	100	229,682	100	3,075,310	100
<i>Year Structure Built</i>						
1989 to March 1990	778	1	1,490	1	45,594	1
1985 to 1988	4,615	5	8,948	4	228,704	7
1980 to 1984	2,984	3	6,545	3	182,183	6
1970 to 1979	6,306	7	23,083	10	459,597	15
1960 to 1969	9,778	11	28,715	12	539,742	18
1950 to 1959	10,207	11	22,772	10	537,409	17
1940 to 1949	9,964	11	26,343	11	326,020	11
1939 or Earlier	46,091	51	111,786	49	756,061	25
<i>Units in Structure</i>						
One (Single-family Detached)	6,412	7	21,297	9	1,637,129	53
One (Single-family Attached)	5,489	6	10,341	5	234,829	8
Two	24,078	27	59,573	26	322,279	11
Three or Four	13,854	15	37,386	16	204,718	7
Five or More Units	39,547	44	96,922	42	599,650	20
Mobile Home, Trailer & Other	1,343	2	4,163	2	76,705	3
<i>Number of Rooms</i>						
1 Room	3,404	4	8,541	4	45,949	2
2 Rooms	6,707	7	16,383	7	91,261	3
3 Rooms	18,332	20	47,894	21	344,360	11
4 Rooms	23,341	26	58,044	25	499,780	16
5 Rooms	19,972	22	48,519	21	551,818	18
6 Rooms	10,550	12	27,954	12	542,841	18
7 Rooms	3,243	4	8,633	4	398,416	13
8 Rooms	1,671	2	4,606	2	307,893	10
9 Rooms or More	3,503	4	9,108	4	292,992	10
<i>Number of Bedrooms</i>						
0 Bedrooms	4,209	5	10,232	4	54,893	2
1 Bedroom	25,541	28	66,125	29	496,021	16
2 Bedrooms	31,994	35	82,893	36	833,837	27
3 Bedrooms	21,618	24	52,645	23	1,043,425	34
4 Bedrooms	4,478	5	11,429	5	504,556	16
5 Bedrooms or More	2,883	3	6,358	3	142,577	5

## Housing Turnover

Jersey City has a slightly higher rate of housing turnover than Hudson County and New Jersey, indicating an above average level of transience in the City's population. This reflects the City's relatively low rate of home ownership, large population of recent immigrants and significant new residential development. Almost half of the City's households, 47 percent or 38,961, moved into their home between 1985 and 1990 as shown in Table IV-13. In comparison, 45 percent of the County's households or 94,498 moved into their home between 1985 and 1990 while 43 percent of the State's households or 1,198,812 moved into their home between 1985 and 1990. The trend is reversed for long-term residents. An estimated 17 percent of the City's households or 14,581 moved into their homes before 1970. In comparison, 18 percent of the County's households and 22 percent of the State's households moved into their homes prior to 1970. It is important to note that Jersey City's housing turnover may not significantly influence residential stability because it has been caused, in part, by the large amount of new housing produced and renewed population growth since 1980.

<i>Year Moved Into Unit</i>	<i>Jersey City</i>		<i>Hudson County</i>		<i>New Jersey</i>	
	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
1989 to March 1990	17,160	21	39,164	19	425,106	15
1985 to 1988	21,801	26	55,334	26	773,606	28
1980 to 1984	14,803	18	36,806	18	422,188	15
1970 to 1979	14,036	17	39,350	19	553,173	20
1960 to 1969	6,879	8	17,624	8	308,208	11
1959 or Earlier	7,702	9	20,461	10	312,430	11
Total	82,381	100	208,739	100	2,794,711	100

*Source:* U.S. Bureau of Census, 1990.

## Housing Conditions

Jersey City's housing conditions have improved since the 1966 Master Plan, as shown in Table IV-14. The problems that persist are the result of an aging housing stock and high population density. Housing conditions are typically measured by indicators such as lack of plumbing, lack of kitchen facilities, overcrowding and the presence of lead-based paint. The City has 2,244 housing units without adequate plumbing and kitchen facilities, which represents approximately 2 percent of the total housing stock. The number of housing units in the City lacking complete plumbing decreased from 5,555 in 1970 to 1,089 in

1990. This is a decline of 80 percent or 4,466 units during the period. In addition, there were only 1,155 housing units without adequate kitchen facilities in 1990. This accounts for approximately 1 percent of the City's total housing stock. The number of housing units with more than 1 persons per room, a key indicator of overcrowding, decreased from 9,576 in 1970 to 9,358 in 1990. This is a decline of 2 percent or 218 units during the period. The presence of lead-based paint, which poses a health risk for children, is a concern in areas of Jersey City with older homes. It is estimated that 31,528 households are at risk for exposure to lead-based paint in the City.<sup>7</sup>

	1970		1980		1990		Change, 1970 - 1990	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Number of Housing Units	91,977	100	87,948	100	90,723	100	-1,254	-1
Lacking Complete Plumbing Facilities	5,555	6	3,863	4	1,089	1	-4,466	-80
Lacking Complete Kitchen Facilities	---	---	---	---	1,155	1	---	---
Occupied Units with More Than 1 Person Per Room	9,576	11	7,346	9	9,358	11	-218	-2
Total	15,131	16	11,209	13	11,602	13	-3,529	-23

*Source:* U.S. Bureau of the Census, 1980, 1990; Hudson County Data Book, 1990.

### Housing Values for Owner Occupied Units

Jersey City has experienced significant growth in housing values since 1980, however, homes in the City remain more affordable than elsewhere in Hudson County and New Jersey. The median sale price of a home in the City increased by 339 percent from \$33,000 in 1980 to \$145,000 in 1988 before the real estate collapse of the late 1980's resulted in a price correction.<sup>8</sup> As shown in Table IV-15, the 1990 median value of owner occupied housing in the City is \$127,700 compared with \$157,000 for the County and \$162,300 for the State. The majority of Jersey City's housing, 66 percent, is valued at less than \$150,000. In contrast, 56 percent or the majority of housing in the County and State is valued at greater than \$150,000.

<sup>7</sup> *Consolidated Plan 1995-2000/Five Year Strategic Plan*; City of Jersey City; Office of Grants Administration and Compliance; 1995; p. 27.

The disparity between home values in the City, County and State is even more pronounced at the lower and upper ends of the housing market. In 1990, approximately 31 percent of the City's owner occupied housing was valued at less than \$100,000. In comparison, approximately 19 percent of the County's owner occupied housing and approximately 20 percent of the State's owner occupied housing was valued at less than \$100,000. On the upper end of the market, approximately 2 percent of the City's owner occupied housing was valued at \$300,000 or more compared with approximately 5 percent for the County and 11 percent for the State. This information should be used with caution since the housing market in Jersey City has changed considerably since 1990 and anecdotal evidence indicates that home values have recovered from the adverse effects of the late 1980's real estate collapse and 1989 to 1992 national economic recession.

<i>Value</i>	<i>Jersey City</i>		<i>Hudson County</i>		<i>New Jersey</i>	
	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
Less Than \$50,000	344	4	609	3	45,471	3
\$50,000 to \$74,999	766	9	1,157	5	82,689	6
\$75,000 to \$99,999	1,466	18	2,372	11	158,680	11
\$100,000 to \$124,999	1,450	17	2,748	12	162,122	11
\$125,000 to \$149,999	1,471	18	3,250	14	186,659	13
\$150,000 to \$174,999	1,360	16	4,137	18	198,871	14
\$175,000 to \$199,999	688	8	3,081	14	168,414	11
\$200,000 to \$249,999	519	6	2,953	13	193,503	13
\$250,000 to \$299,999	188	2	1,322	6	107,965	7
\$300,000 to \$399,999	64	1	660	3	89,438	6
\$400,000 to \$499,999	21	0	159	1	32,993	2
\$500,000 or More	35	1	129	1	39,465	3
Total	8,372	100	22,577	100	1,466,270	100
<i>Median Value</i>	<i>\$127,700</i>		<i>\$157,000</i>		<i>\$162,300</i>	

*Source:* U.S. Bureau of the Census, 1990.

<sup>8</sup> Hughes, James W. and Sternlieb, George; Rutgers Regional Report Volume II: New Jersey Home Prices; 1990; p. 35.

### Sales Price of Housing

Since the 1966 Master Plan, the City of Jersey City has experienced a significant increase in the sales price of housing that reflects its growing attractiveness as a place to live and work. The average sales price of housing in the City increased from \$20,500 in 1970 to \$114,266 in 1998 as shown in Table IV-16. This represents a gain of \$93,766 or 457.4 percent during the period. The growth in housing sales prices has been almost continuous between 1970 and 1998. The only exception is during the period 1990 to 1995, when average housing sales prices declined as a result of the national economic recession of 1989 to 1992 and the real estate collapse of the late 1980's. The average sales price of housing in the City has rebounded since 1995. The 1998 housing sales price is \$114,266, which represents a gain of \$9,711 or 9.3 percent over the 1995 housing sales price of \$104,555. This trend is expected to continue because of the strong demand for housing throughout the region, the limited inventory of new for-sale housing under development in the City and the continued employment growth occurring along the Hudson River waterfront.

Table IV-16 AVERAGE SALES PRICE OF HOUSING, 1970 TO 1998 City of Jersey City, N.J.			
Year	Sales Price (\$)	Change, 1970 - 1998	
		Number	Percent
1970	20,500	---	---
1975	26,000	5,500	26.8
1980	33,000	7,000	26.9
1985	62,002	29,002	87.9
1990	142,575	80,573	130.0
1995	104,555	-38,020	-26.7
1998	114,266	9,711	9.3
Total Change, 1970-1998	---	93,766	457.4

Source: Hughes, James W. and Sternlieb, George, *Rutgers Regional Report Volume II: New Jersey Home Prices*, 1990, p. 60 ; N.J. Division of Taxation, Property Administration, Local Property Branch.

### Value of Rental Housing

Jersey City's rent levels are equal to the average rent in Hudson County and are significantly lower than the average rent in New Jersey, as shown in Table IV-17. This reflects the fact that rental housing in the City is generally more affordable than elsewhere in the State. The City's 1990 median rent is \$527

compared with \$525 for the County and \$592 for the State. This is a difference of \$65 per month or approximately 12 percent between the City and State. Approximately 45 percent of renters in the City and County pay less than \$500 per month. However, only 33 percent of renters in the State pay less than \$500 per month. In contrast, a greater proportion of the State's renters, 67 percent, pay more than \$500 per month versus 55 percent for the City. Approximately 54 percent of all renters in the County pay more than \$500 per month. Anecdotal evidence suggests that rents in Jersey City have increased since 1990 as the demand for housing has grown and market rate luxury apartments have come on the market.

Table IV-17 CONTRACT RENTS FOR RENTER OCCUPIED HOUSING UNITS, 1990 City of Jersey City, Hudson County and New Jersey						
	<i>Jersey City</i>		<i>Hudson County</i>		<i>New Jersey</i>	
<i>Value</i>	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
Less Than \$200	4,621	8	10,148	7	60,836	6
\$200 to \$299	4,391	8	10,882	8	45,321	5
\$300 to \$499	17,041	29	42,572	30	214,136	22
\$500 to \$749	21,072	36	49,654	35	394,219	40
\$750 to \$999	7,542	13	19,141	14	158,581	16
\$1,000 Or More	2,694	5	6,310	5	74,109	8
No Cash Rent	542	1	2,052	1	26,448	3
Total	57,903	100	140,759	100	973,650	100
<i>Median Rent</i>	\$527		\$525		\$592	

*Source:* U.S. Bureau of the Census, 1990.

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

Jersey City's homeowners have slightly higher cost burdens than Hudson County and New Jersey as a whole, when measured by monthly owner costs as a percentage of household income. The City has 1989 median monthly owner costs as a percentage of household income of 25 percent for those with a mortgage and 16 percent for those without a mortgage, as shown in Table IV-18. In comparison, the County has median 1989 monthly owner costs as a percentage of household income of 24 percent for those with a mortgage and 16 percent for those without a mortgage. The State has median 1989 monthly owner costs as a percentage of household income of 23 percent for those with a mortgage and 15 percent for those without a mortgage.

As a “rule of thumb,” it is generally agreed that homeowners should not pay more than 30 percent of their income for housing. This is also the limit used by COAH. Approximately 32 percent of all homeowners in the City, 30 percent of all homeowners in the County and 27 percent of all homeowners in the State spend at least 30 percent of their monthly income on housing. Higher income homeowners generally spend a smaller amount of their income on housing.

The homeownership opportunities for low-income, first-time buyers have influenced the cost of housing and the limited resources of such households. Expansion of home ownership is an important overall housing strategy since it also addresses the need to stabilize neighborhoods.

Table IV-18 MONTHLY OWNER COSTS AS A PERCENTAGE OF HOUSEHOLD INCOME, 1989 City of Jersey City, Hudson County and New Jersey						
	Jersey City		Hudson County		New Jersey	
<i>Monthly Owner Costs</i>	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
Less Than 20 Percent	4,041	48	11,137	49	705,070	47
20 to 24 Percent	996	12	2,758	12	211,207	14
25 to 29 Percent	751	9	1,991	9	166,011	11
30 to 34 Percent	639	8	1,552	7	118,310	8
35 Percent or More	2,022	24	5,223	23	279,911	19
Not Computed	58	1	240	1	7,636	1
Total	8,507	100	22,901	100	1,488,145	100
<i>Median Owner Costs As A Percentage of Income</i>						
With a Mortgage		25		24		23
Without a Mortgage		16		16		15
<i>Source: U.S. Bureau of the Census, 1990.</i>						

### **Housing Costs as a Percentage of Income-Renters**

Jersey City’s renters have cost burdens that are similar to renters elsewhere in Hudson County and New Jersey, when measured by rent as a percentage of household income. The City, County and State have a 1989 median gross rent as a percentage of household income in the range of 25 to 26 percent as shown in Table IV-19. As a “rule of thumb,” it is generally agreed that renters should not pay more than 30 percent of their income for housing. The COAH limit for renters is similar at 28 percent of income.

Approximately 38 percent of all renters in the City, 37 percent of all renters in the County and 38 percent of all renters in the State pay at least 30 percent of their household income for rent. It is important to note that low income households with the fewest financial resources generally devote the highest percentage of their income to rent. According to the City's 1995 to 2000 Consolidated Plan, the greatest housing need is low-income large household renters.

Table IV-19 GROSS RENT AS A PERCENTAGE OF HOUSEHOLD INCOME, 1989 City of Jersey City, Hudson County and New Jersey						
<i>Gross Rent</i>	<i>Jersey City</i>		<i>Hudson County</i>		<i>New Jersey</i>	
	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
Less Than 20 Percent	18,996	33	49,759	35	293,470	30
20 to 24 Percent	7,917	14	18,383	13	139,575	14
25 to 29 Percent	6,102	11	15,478	11	119,968	12
30 to 34 Percent	4,134	7	10,621	8	81,266	8
35 Percent or More	18,084	31	41,152	29	295,117	30
Not Computed	2,670	5	6,000	4	44,254	5
Total	57,903	100	140,759	100	973,650	100
<i>Median Gross Rent as a Percentage of Household Income</i>		26		25		26
<i>Source: U.S. Bureau of the Census</i>						

## **DETERMINATION OF JERSEY CITY'S FAIR SHARE OBLIGATION**

The City of Jersey City is located within COAH Housing Region 1, the Northeast region. This region consists of Hudson, Bergen, Passaic and Sussex Counties. The Council on Affordable Housing has determined that Jersey City has a pre-credited need of 176 low and moderate income units, all of which are indigenous units. Pre-credited need is the cumulative 1987 through 1999 affordable housing obligation of the City. The pre-credited need can be reduced by credits and reductions.

### **Indigenous Need**

Indigenous need is the total number of existing deficient housing units occupied by low and moderate income households within a community. Since a survey was not made of actual deficient units in Jersey City, the indigenous need is determined by the presence of a number of statistical surrogates.

The surrogates used by the Council on Affordable Housing in its methodology are:

1. The year the structure is built. Units built before 1940 are considered "old housing," and are subject to greater deterioration than newer homes.
2. Persons per room. 1.01 or more persons per room is an index of overcrowding.
3. Plumbing facilities. Lack of the exclusive use of complete plumbing facilities is considered an inadequate facility.
4. Kitchen facilities. Adequate kitchen facilities include exclusive use of a sink with piped water, a stove and a refrigerator.
5. Heating facilities. Inadequate heating is the use of coal, coke, wood or no fuel for heating.
6. Sewer. Inadequate sewer services are lack of public sewer, septic tank or cesspool.
7. Water. Inadequate water supply is lack of either City water, drilled well or dug well.

A unit with at least two of the above characteristics and occupied by a low or moderate income family is a deficient unit.

Because Census data are only available by subregion, it is necessary to "step down" the subregional indigenous need to the municipal level. Six indices of deficiency are available at both the municipal and subregional levels. These indices are used to distribute the subregional indigenous need among the subregion's municipalities. The indices of deficiency are (1) water or sewer deficiency, whichever is greater; (2) non-standard heating facilities or no fuel; (3) overcrowding, i.e. 1.01 or more persons per room; (4) inadequate plumbing facilities; (5) housing built before 1940; (6) absence of telephone in unit.

Using the Council on Affordable Housing's methodology, Jersey City has a gross indigenous need of 3,256 units. It should be noted that the determination of indigenous need, based on the surrogates, used 1990 Census data.

### **Reallocated Present Need**

Reallocated present need is a share of the excess deteriorated units in a region transferred to all communities which are within the growth area except selected urban aid municipalities such as Jersey City. Excess deficient units are allocated and redistributed to all of the other municipalities within a growth area in the region.

Low and moderate income housing is distributed to each community using both economic and land use factors. The factors were selected as measures of both municipal responsibility and capacity.

The factors used in apportioning reallocated present need include:

1. Equalized nonresidential valuation (commercial and industrial).
2. Undeveloped land.
3. Aggregate income difference.

Using the allocation formula, Jersey City, as an urban aid municipality, does not have a reallocated present need.

### **Prospective Need**

According to COAH, prospective need is a projection of low and moderate income housing needs based on development and growth which is likely to occur in a region or municipality. Prospective low and moderate income housing need is derived by projecting the population by age cohort from 1993 to 1999 and converting this to households.

The following factors are used to distribute regional prospective need to each municipality:

1. Change in equalized nonresidential valuation from 1980 to 1990.
2. Undeveloped land.
3. Aggregate income difference.

Jersey City does not have a prospective need.

### **Prior Cycle Prospective Need (1987 - 1993)**

Prior cycle prospective need addresses unmet needs from the prior cycle (1987 - 1993). The formula recalculates the prior cycle prospective need to reflect the best estimate of the growth in low and moderate income households that actually occurred in the period.

In Jersey City, prior cycle prospective need reduces the total housing obligation by 2,256.

### **Modifications**

1. Demolitions. The fair share formula identifies demolition as a factor which eliminates housing opportunities for low and moderate income households. Therefore, the number of demolitions is added to the total need number.

The number of municipal demolitions which occurred during 1988, 1989 and 1990 are averaged and multiplied by six to obtain the projected 1993 to 1999 demolition estimate. Total demolitions are tallied by municipality and the share affecting low and moderate income housing is estimated by a multiple of the subregional low and moderate income housing deficiency percentage.

In Jersey City, this represents 622 additional units added to the previously calculated total need.

2. Filtering. Filtering is a factor which causes a reduction in the total need number, based upon the recognition that housing needs of low and moderate income households are partially met by sound housing units formerly occupied by higher income sectors of the housing market. That is, as higher income households vacate certain units, they become available to households of lower income. Filtering is strongly correlated with the presence of multi-family housing units. Filtering is measured by using the American Housing survey over the 4 year period 1985 to 1989.

In Jersey City, filtering reduces the total housing obligation by 962 units.

3. Residential Conversions. Residential conversion is the creation of dwelling units from already existing residential structures. Residential conversion causes a reduction in total municipal need because it provides housing for low and moderate income households. Residential conversion is positively correlated with the presence of two- to four-family housing units.

Converted units are measured using the 1980 and 1990 Housing Census. Conversions are calculated as the difference between the increase in total housing units and housing units constructed less the demolitions over the period.

Residential conversions in Jersey City will reduce the total affordable housing obligation by 460 dwelling units.

4. Spontaneous Rehabilitations. Spontaneous rehabilitation measures the private market's ability to rehabilitate deficient low and moderate income units to code standard. It causes a reduction to the indigenous municipal need. Spontaneous rehabilitation is positively correlated with income.

In Jersey City, spontaneous rehabilitation is calculated to cause a net reduction of 24 units.

### CREDITS

The COAH guidelines include a provision for crediting. According to N.J.A.C. 5:93-3, credits are granted for all qualified units created after April 1, 1980, when the new housing unit is either funded, financed or otherwise assisted by a government program specifically designed to provide low and moderate income housing. A unit which was rehabilitated after April 1, 1990 under COAH guidelines and is presently occupied by either the original low or moderate income household or a subsequent low or moderate income household is also credited.

Table IV-20 details the number of affordable housing units which have been rehabilitated or constructed since 1990. In total, 1,432 units can be taken as credits of which 496 units were rehabilitated and 936 units were created through new construction. As noted, 269 of the units were owner occupied and 1,163 units were rental units. Further, an additional 355 units are either under construction or programmed for construction.

Tale IV-20 AFFORDABLE HOUSING DEVELOPMENT, 1990 TO 2000 City of Jersey City, N.J.					
<i>Project</i>	<i>Year Completed</i>	<i>Rehabilitation</i>	<i>New Construction</i>	<i>Owner</i>	<i>Rental</i>
151 Martin Luther King Drive	1990	X			8
136-138 Grant Avenue	1990	X			16
248 Bergen/149 Grant Avenue	1990	X			16
Halladay Street	1990		X	15	15
268 Fairmount Avenue	1991	X			7
138 Duncan Avenue	1991	X			9
Monticello (Astor & Belmont)	1991		X	8	8
Bergen and Orient/Southside	1991		X	8	8

Tale IV-20 (cont'd)  
 AFFORDABLE HOUSING DEVELOPMENT, 1990 TO 2000  
 City of Jersey City, N.J.

<i>Project</i>	<i>Year Completed</i>	<i>Rehabilitation</i>	<i>New Construction</i>	<i>Owner</i>	<i>Rental</i>
JP Scattered Site	1991		X	16	16
Bayview Court – Phase 1	1991		X		15
207 15 <sup>th</sup> Street	1992	X		10	
64 Atlantic Street	1992	X			2
Resurrection House	1992	X			28
52 Bright Street	1992	X			7
200 Woodward Street	1992	X			12
332 Halladay (96½ Maple) JTPA	1992	X		1 1	
Lafayette Park – Phase 1	1992		X	22	22
Lafayette Park – Phase II	1992		X	22	22
Wilkinson Bayview Rehab	1993	X		20	
Lafayette Park – Phase III	1993		X	19	19
Lafayette Park – Phase IV	1993		X	22	22
Bayview Court – Phase II	1993		X		18
Wittenberg Manor (Elderly)	1993		X		44
Villa Borinquen II	1993		X		48
485-487 MLK	1993	X			4
169 MLK	1993	X			11
254 Bergen (PHA)	1993	X			36
Flynn House	1994	X			18
Lafayette Park – Phase V	1994		X	21	21
Mid-City Scattered Site	1994		X		58
Ocean-Bayview Home	1994		X	59	
6-8-10 Bergen Avenue	1994	X			24
26 Bergen avenue (Tegu)	1995	X			9
Fairmount Hotel (Elderly)	1995	X			59
Jewish Home (Elderly)	1995	X			67
Lafayette park (Scattered Site)	1995		X	26	26
Turnkey (PHA)	1995		X		100
Atlantic Development	1996		X	4	4
Enterprise Community Development	1996		X	8	8
327-329 Martin Luther King Drive	1996	X			4

Tale IV-20 (cont'd)					
AFFORDABLE HOUSING DEVELOPMENT, 1990 TO 2000					
City of Jersey City, N.J.					
<i>Project</i>	<i>Year Completed</i>	<i>Rehabilitation</i>	<i>New Construction</i>	<i>Owner</i>	<i>Rental</i>
Padua House (Elderly)	1996	X			39
Bayview Homes	1997		X	7	7
Heights Senior Citizen	1997		X		36
45-51 Martin Luther King Drive	1997	X			9
415 Martin Luther King Drive	1997	X			2
Mid-City II	1997		X		36
78-80 Stevens Avenue	1997	X			17
16 Bergen Avenue	1998	X		11	
Curries Woods Phase 1A	1998		X		46
152-154 Martin Luther King Drive	1998	X			3
Orchard Street – Sec. 202 (Elderly)	1998		X		80
Salem Lafayette	1998	X			74
Academy Street (Elderly)	1999	X			28
Arlington Gardens (PHA) under const		X			58
Virginia Gardens	1999	X			4
Wilkinson Bayview – under const				27	27
Whitton Street – under const				17	17
Astor Place – awaiting const				8	8
Bramhall Avenue – awaiting const					102
193-195 Clinton Avenue – awaiting const					34
Evergreen – awaiting const					12
Gupta Scattered Sites – awaiting const				21	21
Garfield Heights – awaiting const					36
144-46 Virginia Avenue – awaiting const					25
Total				373	1,590
<i>Source:</i> City of Jersey City, Hudson County.					

According to COAH regulations, transitional housing and emergency shelters can also be credited toward Jersey City's fair share obligation. There are numerous housing facilities within the City which serve the homeless population. Based upon a survey that the City conducted in 1994, the homeless population in the City is estimated at 650 persons, including 71 families. The largest percentage of homeless persons

are single individuals. As shown in Table IV-21, there are 10 emergency shelters and transitional housing facilities which have a capacity for 382 individuals and families.

Table IV-21 INVENTORY OF FACILITIES AND SERVICES FOR HOMELESS, 2000 City of Jersey City, N.J.			
<i>Name of Facility</i>	<i>Population Served</i>	<i>Capacity</i>	<i>Services Offered</i>
<i>Emergency Shelters</i>			
American Red Cross, Hudson County Chapter	All		Food vouchers; 24-hour emergency
Anthony House	Women and children	60 indiv 25 families	Emergency shelter; social services; meals
Franciscan Residence	HIV/AIDS men	16	Meals; counseling/referral services; medical care through MAASH
St. Lucy's Shelter	All	125	Shelter; meals; counseling; medical care through MAASH
St. Paul's Shelter	Women and children	60	Shelter; referral services, meals
YMCA Battered Women's Shelter	Women and children	24	Shelter; counseling; meals
<i>Transitional Housing</i>			
York Street Project	Women and children	65	Transitional housing; child care; medical care through MAASH
Catholic Community Services Transitional Housing (Newville)	All/families	5	Transitional housing
Seton House			
YWCA Fairmont Housing Corporation/Bread Roses	AFDC families	2	Traditional housing; life skills program support services
Total		382	
<i>Source:</i> City of Jersey City.			

The Public Housing programs, the Hudson County Affordable Trust Fund and Regional Contribution Agreements provide significant funding for the rehabilitation of substandard housing and the construction of new affordable housing units. Although Section 8 rental certificates and vouchers can not be taken as credits under COAH regulations, they still provide access to affordable private housing.

The following resources have been used to provide affordable housing units and will continue to be targeted in the future as funding sources:

## Public Housing<sup>9</sup>

The Jersey City Housing Authority (JCHA) plays a major role in the provision of affordable housing in the City. The JCHA owns and manages 3,753 housing units at more than 15 sites throughout the City, as shown in Table IV-22. The largest public housing site is A. Harry Moore with 664 units, followed by Curries Woods with 608 units and Lafayette Gardens with 488 units. These three sites represent approximately 48 percent of the City's total public housing stock.

Table IV-22 PUBLIC HOUSING UNITS BY BEDROOM, 2000 City of Jersey City, N.J.				
Site	0-2 Bedrooms	3 or More Bedrooms	Total	
			Number	Percent**
Lafayette Gardens	412	76	488	13
Marion Gardens	81	152	233	6
Booker T. Washington	174	60	234	6
Hudson Gardens	166	56	222	6
Holland Gardens	144	48	192	5
Montgomery Gardens	341	121	462	12
Booker T. Washington Annex	32	48	80	2
A. Harry Moore	458	206	664	18
Curries Woods*	404	204	608	6
Berry Gardens I & II	286	0	286	8
Scattered Sites	26	28	54	1
Thomas J. Stewart	48	0	48	1
Berry Gardens III	40	0	40	1
Berry Gardens	42	0	42	1
Dwight Street Homes	0	100	100	3
Total	2,654	1,099	3,753	100
*Curries Woods is a HOPE VI housing site. The total number of units will decrease to 320 when completed.				
** Percentages may not total to 100 due to rounding.				
Source: Jersey City Housing Authority; <i>Consolidated Plan 1995-2000/Five Year Strategic Plan</i> , City of Jersey City, Office of Grants Administration and Compliance, 1995; <i>Comprehensive Housing Affordability Strategy Plan</i> , City of Jersey City, Division of Affordable Housing, 1994.				

<sup>9</sup> Information from: *Comprehensive Housing Affordability Strategy Plan*, City of Jersey City, Division of Affordable Housing, 1994; *Consolidated Plan 1995-2000/Five Year Strategic Plan*; City of Jersey City; Office of Grants Administration and Compliance; 1995.

The Curries Woods public housing project is currently being replaced under the U.S. Department of Housing and Urban Development's HOPE VI program with a mix of on-site and off-site townhouses. The Housing Authority's plans call for 320 units on the present location in low-rise townhouses and a renovated high-rise building as well as 309 units off-site on Dwight Street, the Martin Luther King HUB area and Lafayette Village near Lafayette Park.

The majority of the City's public housing, 2,654 units or 71 percent, contains 0 to 2 bedrooms. The remaining 1,099 units, representing 29 percent of all public housing, contains 3 bedrooms or more.

The JCHA operates an extensive renovation program to improve the condition of public housing in the City. Approximately 650 units were upgraded in 1996 and an additional 980 units are scheduled for rehabilitation through FY2000. The demand for public housing in the City continues to be strong. The waiting list for available units contains approximately 8,769 persons and the average wait ranges from 2 to 10 years.

#### **Hudson County Affordable Housing Trust Fund Projects**

Jersey City has been an active participant in housing programs operated by Hudson County and New Jersey. The City is the largest recipient of assistance from the Hudson County Affordable Housing Trust fund. The Trust Fund has financed the construction of 472 housing units in the City as shown in Table IV-23. The majority of these, 438 units or 93 percent, are affordable units reserved for low and moderate income families.

Table IV-23  
HUDSON COUNTY AFFORDABLE HOUSING TRUST FUND PROJECTS, 2000  
City of Jersey City, N.J.

<i>Project</i>	<i>Project Sponsor</i>	<i>Loan Amount</i>	<i>Total Number of Units</i>	<i>Number of Affordable Units</i>	<i>Percentage of Affordable Units</i>
<i>Projects Constructed</i>					
6-8-10 Bergen	6-8-10 Bergen Association	\$619,000	24	24	100
Bergen Corridor	Fairmount Housing Corporation	\$537,841	38	38	100
Arlington Gardens	Jersey City Housing Authority	\$1,470,000	92	58	63
Villa Borinquen	PACO/Lutheran Housing	\$2,400,000	48	48	100
52 Bright Street	52 Bright Street Housing Corporation	\$140,000	7	7	100
169 Martin Luther King Drive	Fairmount Housing Corporation	\$481,100	11	11	100
599 Grove Street	Titus Development	\$250,000	10	10	100
485 Martin Luther King Drive	G & H Development	\$115,000	4	4	100
Padua Senior Housing	Padua Housing Corporation	\$650,000	39	39	100
Greenville Steering	Greenville Steering	\$220,000	9	9	100
JH & RC Senior Housing	JH & RC Senior Housing	\$2,450,000	67	67	100
Arlington Avenue	ECDC	\$1,200,000	16	16	100
Halladay Street	J.P. Affordable Housing	\$1,425,000	30	30	100
268 Fairmount Street	Fairmount Housing Corporation	\$206,243	7	7	100
Wilkinson Bayview	MCCTW	\$1,295,000	54	54	100
Subtotal		\$13,459,184	456	422	93
<i>Projects Approved</i>					
Astor Place	Astor Place Association	\$642,000	16	16	100
Subtotal		\$642,000	16	16	100
TOTAL		\$14,101,184	472	438	93
<i>Source: Hudson County Department of Finance and Administration, Affordable Housing Program, 1999.</i>					

### Regional Contribution Agreements

The City has also entered into multiple Regional Contribution Agreements (RCA's) with COAH sending municipalities as shown in Table IV-24. As of 1999, 346 affordable housing units with a total value of \$6,586,500 have been transferred to Jersey City. This funding is used to rehabilitate substandard housing and construct new affordable housing. The Jersey City Division of Community Development and Jersey City Housing Authority have primary responsibility for the implementation of the City's affordable housing program.

Table IV-24 REGIONAL CONTRIBUTION AGREEMENTS, 2000 City OF Jersey City, N.J			
<i>Receiving Municipality</i>	<i>Sending Municipality/County</i>	<i>Units Transferred</i>	<i>Amount Transferred</i>
City of Jersey City	Borough of Ramsey/Bergen	107	\$1,780,000
City of Jersey City	Borough of Ramsey/Bergen	43	\$860,000
City of Jersey City	Borough of Rockleigh/Bergen	5	\$112,500
City of Jersey City	Borough of Allendale/Bergen	32	\$640,000
City of Jersey City	Borough of Old Tappan/Bergen	7	\$154,000
City of Jersey City	Borough of Allendale/Bergen	8	\$160,000
City of Jersey City	Borough of Old Tappan/Bergen	14	\$280,000
City of Jersey City	Borough of Paramus/Bergen	130	\$2,600,000
Total		346	\$6,586,500
<i>Source: N.J. Council on Affordable Housing (COAH), 1999.</i>			

### Section 8 Housing

The Jersey City Housing Authority manages approximately 2,087 Section 8 rental certificates and vouchers, which supplement the public housing stock. As shown in Table IV-25, the City has 782 elderly-tenant based Section 8 units and 1,305 family-tenant based Section 8 units. This represents 37 percent and 63 percent of total Section 8 certificates and vouchers, respectively. The demand for Section 8 assistance is high and there is a waiting list of approximately 8,000 residents.<sup>10</sup> This results in an average wait of 7 to 11 years because federal funding for rental assistance under the program is limited. The City may wish to evaluate the benefits of linking Section 8 assistance with housing redevelopment efforts, especially scattered 1 to 4 family units.

Table IV-25  
SECTION 8 HOUSING CERTIFICATES AND VOUCHERS, 2000  
City of Jersey City, N.J.

<i>Type Of Assistance</i>	<i>Number</i>	<i>Percent</i>
Elderly-Tenant Based	782	37
Family-Tenant Based	1,305	63
Total	2,087	100
<i>Waiting List</i>	8,000 Applicants	
<p><i>Source:</i> Jersey City Housing Authority; <i>Consolidated Plan 1995-2000/Five Year Strategic Plan</i>, City of Jersey City, Office of Grants Administration &amp; Compliance, 1995.</p>		

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<sup>10</sup> The waiting list for Section 8 assistance was closed by the Jersey City Housing Authority in November, 1995 due to the lack of federal funding.

## **FAIR SHARE PLAN**

Jersey City has provided affordable housing far in excess of its fair share obligation under COAH guidelines. Although Jersey City has addressed its COAH prescribed affordable housing obligation through new construction and rehabilitation, the City continues to have a demand for more affordable housing units to meet the needs of residents. Providing a full range of affordable housing will continue to be a priority of the City.

## **Consolidated Plan**

The Jersey City Consolidated Strategic Plan was developed by the City to provide for a strategy to address housing, economic development and social service needs for the low and moderate income residents of the City. The five year Consolidated Plan (1995 to 2000) contains a listing of priorities and the basis for them. There was extensive public input throughout the development of the Consolidated Plan. The need for coordination of social services, economic development and housing development was consistently raised as a goal during the public participation process.

The following section summarizes the key priorities as they relate to providing affordable housing within the City. Jersey City is in the process of updating its Consolidated Plan. It is expected that the Consolidated Plan along with this Master Plan will provide the basis for the City's affordable housing strategy.

- *The provision of housing for extremely low income households should be targeted.*

The greatest housing need is among the extremely low income households which pay more than 30 percent of their income for housing and often live in substandard housing. The use of rental subsidies for extremely low income households is required to maintain the unit. It is recommended that mixed income developments include housing for the extremely low income.

- *Preservation of the existing housing stock should be encouraged.*

Housing preservation should maintain existing affordable units, upgrade substandard units, stabilize neighborhoods, reduce future rehabilitation costs and prevent displacement. Further, there is a need to provide sufficient funding to prevent abandonment of housing. It is recommended that programs be developed to transfer existing substandard units to organizations and individuals who have the ability to preserve and upgrade the units. Emphasis should be placed on existing homeowner rehabilitation.

- *Homeownership opportunities should be encouraged for City residents through the resale of existing units and infill housing.*

Homeownership tends to stabilize neighborhoods and upgrade the existing housing stock. Homeownership should be particularly targeted to low and moderate income households. One method is through the use of a second mortgage program for existing units for first-time home buyers.

- *The development of affordable housing should be a cooperative effort.*

It is recommended that the City continue its efforts in community outreach, particularly related to providing affordable housing in neighborhoods. This is an important goal in the overall provision of affordable housing and a benefit to the community.

- *All rehabilitation programs should address the abatement of lead.*

The presence of lead in housing is a health hazard which has been documented in areas of Jersey City. The abatement of lead has been proven to be effective in reducing the occurrence of lead poisoning. Lead abatement should not only be considered in relationship to rehabilitation but also in light of demolition and potential lead in the soil. The incidence of lead is greatest in low and moderate income households; therefore, these households should be targeted.

- *Increase the supply of transitional and supportive housing for the homeless and special needs population.*

There is currently an inadequate supply of transitional units and supportive housing facilities in the City which address those with special needs. For example, transitional units assist the homeless in making a transition from their homeless cycle into permanent housing. Further, there is a particular need for supportive housing especially for those with mental illness and AIDS. It is recommended that the City work with non-profits and community groups to provide this type of housing.

- *Provide a broad range of social services which addresses the needs of low and moderate income residents.*

The housing goals and programs of the City should be reinforced with social programs which address the comprehensive needs of low and moderate income residents. These programs and services include but are not limited to the following areas:

- educational support/youth service
- childcare services
- employment training
- substance abuse

- violence prevention
- health services
- senior services
- handicapped services

### **Funding Programs**

Jersey City participates in multiple programs to provide affordable housing through new construction, rehabilitation and special financing. They include the federal Community Development Block Grant (CDBG), Home Investment Partnership Program (HOME) and Housing Opportunities for People Everywhere (HOPE) programs. The City is the recipient of a \$32.2 million HOPE VI grant from the U.S. Department of Housing and Urban Development. This grant is being used to renovate the Curries Woods complex and it is anticipated that the City will seek future HOPE program grants to upgrade additional public housing. In 1998, the City received \$8,630,000 in CDBG funds for a broad range of activities such as planning, day care, housing rehabilitation, new housing construction and demolition. HOME funding in the amount of \$2,648,000 was used to rehabilitate rental housing, assist first-time homebuyers and support community housing development organizations. The City has also benefited from the State Balanced Housing Program, which provides grants and loans for the rehabilitation and construction of affordable housing.

The City will continue to utilize the Federal, State and County programs and private investment to address its affordable housing needs including lead abatement. The City has significant experience in providing affordable housing and recognizes the need to “package” multiple funding sources to provide units which are affordable to all segments of the City’s population. It is anticipated that the City will continue to address its housing need through a combination of rehabilitation and new construction.

## V. CIRCULATION PLAN

### INTRODUCTION

The City of Jersey City is a major transportation center that is located at the confluence of local, regional and international travel routes. As a result, the City has historically functioned as a gateway through which people and goods travel on their way to New York City, interior regions of the U.S. and destinations overseas. The City is also endowed with certain natural and man-made features that contribute to its status as a transportation hub. These include its strategic location in the center of the northeast corridor, frontage along the Hudson River/Upper New York Bay and extensive infrastructure. In order to provide the necessary mobility and capitalize on its inherent circulation advantages, Jersey City has developed a complex intermodal transportation system consisting of roads, mass transit, freight rail, a port and bicycle/pedestrian facilities.

Jersey City's intermodal transportation system has been under continuous development and refinement since its inception. The City first emerged as a center of shipping and maritime activity because of its access to Upper New York Bay, which is the finest natural harbor on the east coast of the U.S. The Morris Canal was constructed in the 1830's, linking the City to the Delaware River and solidifying its role as a center of waterborne transportation. The railroads followed in the mid- to late nineteenth century and established terminals along the Hudson River/Upper New York Bay waterfront. In the early twentieth century, the City's first modern mass transit system was developed consisting of electrified trolleys and the Hudson and Manhattan Railroad (PATH). The City experienced significant highway construction from the 1920's through the 1960's as the automobile became the dominant mode of travel. Major facilities that opened during this period include the Holland Tunnel, Pulaski Skyway and New Jersey Turnpike Hudson County Extension. Despite changes in technology and travel patterns, each of these modes continues to be an important element of Jersey City's transportation system. Even those modes that have experienced severe decline, such as freight rail, remain viable and are poised for growth due to strong demand and infrastructure renewal.

Jersey City's transportation system is central to realizing its vision for the future as a "community of neighborhoods and a regional, national and global center." The system has the potential to enhance the quality of life experienced by residents and support the continued development of regional economic engines, national tourist destinations and global economic nodes that are dependent upon access. In recognition of this, the City has established the goal of enhancing connections between residential areas, activity districts and community resources through an attractive and pedestrian-friendly community access system incorporating a wide range of mode choices. This goal is to be achieved through numerous

improvements including enhanced east-west links, increased mass transit connections, creation of visually prominent gateways, provision of way-finding signage and preservation of existing infrastructure. These improvements are to be realized by repairing and maintaining existing infrastructure, providing new infrastructure in targeted locations, constructing “missing links,” retrofitting existing infrastructure to improve efficiency and creating a rational system of intermodal connections. Ultimately, they are intended to improve mobility, increase access, facilitate economic development, enhance the visual environment and provide a balanced transportation system within the City.

## **EXISTING CONDITIONS**

In developing the overall Circulation Plan for the City of Jersey City, an inventory of existing circulation conditions was prepared to identify and evaluate the location and types of facilities for all modes of transportation. The functional classification system of the Federal Highway Administration and the characteristics of existing transportation facilities were summarized. Planned and proposed transportation improvements were identified along with traffic volumes of selected streets and intersections, major accident locations, existing ferry service and the status of the Hudson Bergen Light Rail Transit System (HBLRTS).

The Jersey City transportation system consists of passenger rail such as the Port Authority Trans-Hudson (PATH) system and HBLRTS; NJ Transit and private carrier bus service and para-transit; the trans-Hudson ferry system; streets and highways; freight and goods movement; and bicycle and pedestrian circulation. Mass 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 Jersey City for local trips, for regional trips with origins or destinations outside the City and for commuter trips to New York City.

### **Commuter Rail Service**

The PATH rapid transit system is the most frequently used method by which Jersey City and other regional commuters enter and exit New York City. The Newark-World Trade Center PATH line accesses downtown Manhattan via the following stations within Jersey City: Journal Square Transportation Center; Grove Street Station; and Exchange Place. There is also service along the Journal Square-33<sup>rd</sup> Street line into mid-town Manhattan via the Journal Square, Grove Street and Pavonia/Newport stations. NJ Transit and private carrier bus lines serve all of the PATH stations.

The following is a brief description of the existing PATH terminals and stations within Jersey City:

- *Journal Square Transportation Center*: Journal Square is a large intermodal station located in the Port Authority of New York and New Jersey's Journal Square Transportation Center. The station is served by the Journal Square to 33<sup>rd</sup> Street line and the Newark to World Trade Center line. The station's 1999 average weekday traffic is 25,245 passengers, which represents an increase of 6.1 percent over 1998 average weekday traffic of 23,785 passengers. It also offers intermodal transfers to the numerous local and regional bus lines that converge on the Transportation Center.
- *Grove Street Station* is an intermodal station located in Downtown at Fitzgerald-Holota Park in an area bounded by Grove Street, Newark Avenue and Christopher Columbus Drive. The station is served by the Journal Square to 33<sup>rd</sup> Street line and the Newark to World Trade Center line. The station's 1999 average weekday traffic is 11,918 passengers, which represents an increase of 4.3 percent over 1998 average weekday traffic of 11,422 passengers. It also provides intermodal transfers to local bus routes that stop at the station.
- *Exchange Place Station* is a large intermodal station located at the terminus of Montgomery Street in Downtown. The station is served by the Hoboken to World Trade Center line and the Newark to World Trade Center line. The station's 1999 average weekday traffic is 12,409 passengers, which represents an increase of 2.5 percent over 1998 average weekday traffic of 12,110 passengers. It also offers intermodal transfers to the numerous bus lines that serve the Exchange Place Transit Mall and ferry service at Harborside Financial Plaza and Colgate. Exchange Place will become a major transfer point between the PATH system and the HBLRTS for commuters from southern Jersey City, Bayonne and Staten Island when service on the light rail line begins in April, 2000.
- *Pavonia/Newport Station* is an intermodal station located in Downtown on Washington Boulevard within the Newport redevelopment area. The station is served by the Hoboken to World Trade Center line and the Journal Square to 33<sup>rd</sup> Street line. The station's 1999 average weekday traffic is 10,881 passengers, which represents an increase of 7.5 percent over 1998 average weekday traffic of 10,124 passengers. It provides intermodal transfers to local bus routes on Washington Boulevard and ferry service from Newport Marina. Pavonia/Newport will also become the primary transfer point between the PATH system and the HBLRTS for commuters from northern Hudson County and Bergen County when service on the light rail line begins in April, 2000.

#### Proposed Commuter Rail Improvements

There are two major NJ Transit fixed rail projects currently under construction that will have a significant impact on transportation in Jersey City. They are as follows:

### Hudson Bergen Light Rail Transit System

The most significant recent transportation investment in Jersey City is the HBLRTS, which will connect the City to southern Bayonne, Hoboken, Weehawken, West New York, Union City, and ultimately, the Vince Lombardi Park-and-Ride Lot in Ridgefield (Bergen County). The HBLRTS project is a 20.6 mile light rail transit system to enhance north-south circulation in Hudson County from the southern end of Bayonne to the Vince Lombardi Park-and-Ride on the New Jersey Turnpike, which will serve as a transportation hub. It is currently under construction and is scheduled to open for revenue service between Exchange Place, West Side Avenue and 34<sup>th</sup> Street in Bayonne in April, 2000. The HBLRTS 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, a portion of the HBLRTS line is located at-grade in the Paulus Hook, Exchange Place and Newport sections of Downtown.

For construction purposes, the project has been divided into multiple phases. The Initial Operation Segment (IOS) includes construction of the HBLRTS from East 34<sup>th</sup> Street in Bayonne through Jersey City to Hoboken Terminal, plus the western spur between Liberty State Park/Gateway Park-and-Ride and West Side Avenue in the City. Service as far north as Exchange Place will begin this year with an extension to Hoboken Terminal in 2001. This phase includes approximately ten miles, or more than half, of the entire system. It will link the HBLRTS with the PATH system at Hoboken Terminal, Pavonia/Newport Station and Exchange Place Station.

NJ Transit has used a turnkey approach to design, build, operate and maintain (DBOM) the HBLRTS. The DBOM contract was awarded to the 21<sup>st</sup> Century Rail Corporation. Funding, primarily from federal sources, has been allocated for engineering, construction, right-of-way acquisition and rolling stock. To ensure continued funding, the private sector will provide financing for the project during construction. This should result in lower overall cost and faster completion of construction.

The Subsequent Operating Segment (SOS) will extend the HBLRTS south from 34<sup>th</sup> Street to West 5<sup>th</sup> Street in Bayonne, west from West Side Avenue to the Route 440 Park-and-Ride and north from the Hoboken Terminal to the Vince Lombardi Park-and-Ride. The northern extension will provide a link to the Lincoln Harbor and Port Imperial ferries in Weehawken.

In conjunction with the HBLRTS, NJ Transit has constructed and opened the 1,300 space park-and-ride lot at Liberty State Park Station along with the extension of Wilson Avenue to connect the dedicated NJ Turnpike ramps at Interchange 14-C to this facility and the light rail system.

### Secaucus Transfer

The Secaucus Transfer is a major NJ Transit commuter rail station that will expand regional transit capacity and accommodate additional commuter trips to the Hudson River waterfront and New York City. Although it is not located within Jersey City, the project has the potential to divert auto trips from the City and reduce traffic congestion and vehicular demand on the roadway network. The Secaucus Transfer project involves the construction of a rail transfer station at the intersection of the Main and Bergen County Lines with the Northeast Corridor Line. The rail station will improve service to New York City by intercepting transfers from the Main and Bergen County Lines and providing a direct connection to Midtown Manhattan, avoiding the need to travel through Hoboken and utilize the PATH. The Secaucus Transfer is projected to be used by up to 32,000 rail passengers each day by 2010, of which two-thirds will be new rail commuters attracted by a commute that is 15 minutes faster than the current NJ Transit/PATH connection. To implement the project, NJ Transit has reached a Full-Funding Agreement with the FTA for \$448 million.

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

### **Freight Rail Service**

#### New York Cross Harbor Railroad

The New York Cross Harbor Railroad operates four car-floats, each with three tracks, between Greenville Yards/Port Jersey in Jersey City across Upper New York Bay to three float bridge equipped terminals in New York City at Atlantic Basin/Redhook Terminal, Bush Terminal and the Brooklyn Army Terminal in Brooklyn. The Cross Harbor Railroad operates on a daily basis and offers weekend service. Rail cars are transported via tug-propelled car floats. The system takes 35-45 minutes to cross the harbor and 20 minutes for loading or unloading on either side. Cross Harbor is the only rail freight marine operation in the northeast. Cross Harbor interchanges with Norfolk Southern and CSX at Greenville Piers, South Brooklyn Railway at Bush Junction, Brooklyn, NY, and the New York at Atlantic Railway at Bay Ridge in Brooklyn, NY.

#### Lehigh Valley Line and River Line

The Lehigh Valley Line and River Line are components of the former Conrail freight rail network, which was recently acquired by CSX and Norfolk Southern. The Lehigh Valley Line is a major east-west rail line that traverses Jersey City and connects it to the national freight rail network, especially the facilities of Norfolk Southern. It serves the Port Jersey/Greenville Yards complex and is a significant competitive advantage for the City in terms of port growth and industrial development. The River Line is a north-south rail line that also traverses the City and connects it to the national freight rail network, including the CSX

Water Level Route for service to western destinations. Both lines are currently operated by a subsidiary of CSX and Norfolk Southern, known as Conrail, that serves as the shared assets area operator for most of New Jersey under the terms of the Conrail acquisition and breakup.

#### *New York, Susquehanna and Western Line*

The New York, Susquehanna and Western is a regional freight railroad that provides freight rail service between northern New Jersey and central New York. It operates a single track rail line that runs from the northwestern section of Jersey City, in the Hackensack Meadowlands District, through northern New Jersey to Binghamton and Syracuse, New York. It offers connections to the national freight rail network and provides businesses in the City with competitive service and an alternative to shipping on the CSX, Norfolk Southern and Canadian Pacific railroads.

#### *Port Jersey Railroad Short Line*

Port Jersey Railroad Company (PJRR) provides short-line rail freight service in Jersey City and Bayonne. PJRR is privately owned, operates 2.2 miles of track and has been in operation since 1970. The railroad has access to port facilities for ocean shipping of containers, raw commodities and break-bulk products. PJRR interchanges with the major freight railroads in the region, CSX and Norfolk Southern, at the Port Jersey/Greenville Yards complex.

### **Freight and Goods Movement Infrastructure**

#### *Port Authority Northeast Auto Marine Terminal*

The Port Authority Northeast Auto Marine Terminal covers 143 acres along the Jersey City/Bayonne waterfront on the Port Jersey and Greenville Yards peninsulas. It was developed in the 1980's and went into full operation in November 1989. The berthing area of the terminal is 1,800 linear feet. It can accommodate vessels with a draft of up to 32 feet. Conrail offers direct service to the facility through its adjacent automobile rail terminal, which opened in 1992. The Port of New York and New Jersey is one of the leading ports in the United States for automobile imports and exports and the Auto Marine Terminal is a key facility. In 1998, the Port of New York and New Jersey handled 448,900 vehicles consisting of 369,500 imports and 79,400 exports.

#### *Global Marine Terminal*

The Global Marine Terminal is a private facility located in Jersey City and Bayonne within the Port Jersey peninsula in the Greenville section of the City. It is a major container terminal that currently handles multiple deep draft container ships. The Port Authority of New York and New Jersey is developing plans to expand the Global Marine Terminal in conjunction with the development of a major east coast Hub Port. The plans include dredging of the Port Jersey Channel to an ultimate depth of 50 feet to

accommodate large post-Panamax ships, expansion into the adjacent Northeast Auto Terminal and provision of enhanced road and rail infrastructure.

## Bus Service

### Existing Bus Service

Bus service in Jersey City is provided by a number of public and private operators and is generally aimed at two separate and distinct markets: service for commuters going to destinations outside Hudson County, primarily east of the Hudson River and local, intra-County service. Bus service also provides connections to the PATH and HBLRTS for access to New York City, Newark and the Hudson River waterfront for many Jersey City residents. As shown in Table V-1, there are 18 NJ Transit bus routes serving the City.

Table V-1 EXISTING NJ TRANSIT BUS LINES, 2000 City of Jersey City, N.J.		
<i>Line</i>	<i>Ridership*</i>	<i>Destinations</i>
1	16, 230	Jersey City – Newark
2	2,400	Journal Square – Secaucus
43	247	Jersey City – Newark
67	880	Jersey City – Lakewood
68	285	East Brunswick – Jersey City – Weehawken
80	7,708	Newark Avenue
81	4,520	Greenville/Bayonne – Exchange Place
82	322	Hudson/Jersey City-Union City
83	3,253	Jersey City – Hackensack
84	5,632	Bergenline – Park Avenue
85	1,013	Hoboken – Jersey City – Secaucus
86	1,892	Nungessers – Exchange Place
87	9,088	MLK Drive
88	1,073	Journal Square – North Boulevard
89	359	Hoboken – North Bergen
125	1,100	Journal Square – New York
126	7,452	Hoboken – Jersey City – New York
319	979**	New York – Jersey City – Atlantic City
<i>Total Ridership</i>	<i>63,454</i>	
*Median weekly ridership		
**Limited service to Jersey City, only 20 had the City as a destination.		
<i>Source:</i> NJ Transit		

The major bus routes have a north/south orientation. In addition to the bus terminals located in Jersey City, the Port Authority Bus Terminal, Newark Penn Station, Newark Broad Street Station and Hoboken Terminal also accommodate Jersey City bus service.

A significant problem in Jersey City 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 on already crowded roadways and create significant safety problems. A potential remedy to reduce this problem is the establishment of a licensing program for jitney and van services. Such a program would address operating routes, level of service and safety.

The following is a brief description of the bus service to commuter terminals and stations within Jersey City:

1. Journal Square Transportation Center: The Journal Square Transportation Center is a major intermodal facility that functions as a terminal for NJ Transit and private carrier bus routes. It is the hub of bus service in the City and is currently served by 11 NJ Transit bus routes as well as multiple private carrier bus routes. The majority of all bus routes in the City feed into the Transportation Center for intermodal transfers to the PATH system. They originate from various parts of the State, including Newark, Toms River and East Brunswick, as well as within Hudson County. The bus lines and key routing points, with Jersey City locations in italics, include:
  - 1 - Newark (*Newark, Communipaw & West Side Aves, Journal Sq. Trans. Center, Communipaw Ave & MLK Dr, Communipaw Ave & Grand St, Exchange Place Terminal*);
  - 2 - Secaucus-Journal Square (*Journal Sq. Trans. Center, JFK Blvd & Manhattan Ave, Secaucus*);
  - 43 - Jersey City (*NJ Transit Garage, Gates Ave & Old Bergen Tpk, Communipaw & Monticello, Fairmont & Bergen Aves, Journal Sq. Trans. Center, Newark & Summit Aves, Newark & Palisade Aves, Newark & Jersey Aves, Grove St Station, Exchange Place Terminal*);
  - 67 - Toms River, Lakewood, Newark, Jersey City (*Weehawken, Hoboken, Newport/Pavonia PATH Station, Journal Sq. Trans. Center, Exchange Place Terminal, Newark, Route 9 corridor from Old Bridge to Toms River*);
  - 80 - Newark Avenue (*Exchange Place Terminal, Grove St. Station, Palisade & Newark Aves, Summit & Newark Aves, Journal Sq. Trans. Center, Montgomery & Bergen Aves, Communipaw & West Side Aves, Danforth & Fowler Aves, Seaview Ave & Old Bergen Rd, Gates Ave & Old Bergen Rd*);

- 83 - Hackensack-Jersey City (Hackensack, Bogota, Ridgefield Park, Morsemere, Fairview, North Bergen, Union City, *Secaucus St & Summit Ave, Congress St & Summit Ave, Summit & Newark Aves, Journal Sq. Trans. Center*);
- 84 - Bergenline-Park Avenue (North Bergen, West New York, Union City, *Palisade Ave & Congress St, Newark & Palisade Aves, Newark & Summit Aves, Journal Sq. Trans. Center*);
- 87 - King Drive (Hoboken, *Congress St & Palisade Ave, Five Corners, Journal Sq. Trans. Center, Bergen Ave & Montgomery St, Communipaw Ave & MLK Drive, NJT Garage*);
- 88 – North Boulevard-Journal Square (North Bergen, Union City, *JFK Blvd & Manhattan Ave, Journal Sq. Trans. Center*);
- 125 – Journal Square to New York City via North Bergen, Union City and Lincoln Tunnel; and
- 319 - New York-Atlantic City Express (New York, Union City, Weehawken, *Journal Sq. Trans. Center, Newark, Toms River, Atlantic City, Ocean City, Wildwood, Cape May*).

Additional private bus companies provide service from the Journal Square Transportation Center including: Bergen Avenue Bus (Bayonne and Jersey City); Central Avenue Bus (Jersey City); South Hudson County Boulevard Bus Association (Bayonne and Jersey City); and Friendly (Kearny, Jersey City, North Arlington, Belleville, Bloomfield, Glen Ridge and Montclair). The above bus companies all provide one route utilizing this facility. The following bus companies provide multiple lines to/from the Journal Square Transportation Center including: Hudson Bus Transportation Company, with one route to Secaucus, one to Union City and New York City, and one to the northern Hudson County area; Lafayette & Greenville, with two routes (3,16) for local service within Jersey City and one route (5/6) serving Jersey City, Hoboken, and Weehawken; and Montgomery West Side, with one route for local service and one route known as the 440-Shopper's Shuttle.

2. Grove Street Station: The Grove Street Station serves as a PATH stop with many transfers occurring from bus routes. NJ Transit operates seven routes at this facility. The bus lines and key routing points, with Jersey City locations in italics, include:
  - 43 - Jersey City (see route above);
  - 67 – Jersey City, Newark, Lakewood, Toms River;
  - 68 - East Brunswick, Jersey City, Weehawken (Old Bridge, Route 18 Corridor in East Brunswick, *Grove Street Station, Exchange Place Terminal, Newport/Pavonia*, Hoboken, Weehawken);
  - 80 - Newark Avenue (see route above);

- 81 - Greenville-Bayonne (*Bayonne, Gates Ave & Old Bergen Rd, Seaview Ave & Old Bergen Rd, Neptune Ave & Old Bergen Rd, Communipaw & Grand St, Jersey Ave & Grand St, Grove Street Station, Exchange Place Terminal*);
- 82 - Hudson (*Exchange Place Terminal, Grove Street Station, Five Corners, Union City*); and
- 86 - Nungessers-Exchange Place (*North Bergen, West New York, Union City, Palisade Ave & Congress St, Palisade & Newark Ave, Grove St Station, Exchange Place Terminal, Newport/Pavonia, Newport Centre Mall*).

Additional private bus companies provide service from Grove Street Station including: Lafayette & Greenville, with two routes known as the Local and 16; and Montgomery & West Side, with two routes which connect Exchange Place and Newport with Greenville.

3. Exchange Place Terminal: The Exchange Place Terminal is also a major intermodal facility that is served by eight NJ Transit bus routes and private carrier bus routes. It is a major destination located in close proximity to waterfront employment centers and an intermodal transfer point offering connections to the HBLRTS, PATH and ferries. The facility has amenities such as bus shelters, bus turning areas and recovery locations. The Terminal serves the following bus route transfers with Jersey City stops are in italics:

- 1 – Jersey City to Newark via Kearny and Irvington;
- 43 – Jersey City (see route above);
- 67 – Jersey City, Newark, Lakewood, Toms River;
- 68 – East Brunswick, Jersey City, Weehawken (see route above);
- 80 - Newark Avenue (see route above);
- 81 – Greenville-Bayonne (see route above);
- 82 – Hudson (see route above); and
- 86 - Nungessers-Exchange Place (see route above).

Additional private bus companies provide service from Exchange Place Terminal including: Lafayette & Greenville for local service and Montgomery & West Side, with one route which also serves Jersey City.

4. Pavonia/Newport: Pavonia/Newport serves as a PATH stop and serves the following bus route transfers, the Jersey City stops are in italics:

- 67 - Toms River, Lakewood, Newark, Jersey City (see route above);
- 68 – East Brunswick, Jersey City, Weehawken (see route above); and
- 86 - Nungessers-Exchange Place (see route above).

Additional private bus service is provided by Lafayette and Greenville, the Local, 516 and 16, as well as a Montgomery and West Side local route.

5. Buses through Jersey City not associated with a major transfer station:

- 85 – Secaucus, Union City, Hoboken (Hoboken, *Congress St & Palisade Ave*, Union City, North Bergen, Secaucus);
- 89 – Union City (North Bergen, Guttenberg, West New York, Weehawken, Union City, *Congress St & Palisade Ave*, Hoboken); and
- Trans-Hudson 99, 99S – Journal Square vicinity to New York City.

*Proposed Feeder Bus Services Related to HBLRTS*

As a result of the HBLRTS, there are numerous changes planned to bus routes throughout Jersey City in order to provide better intermodal transfers. The restructuring of bus routes and service must be done carefully to ensure adequate levels of service in areas not served by the HBLRTS and to prevent excessive bus congestion in station areas. The restructured bus service will have a positive impact on traffic patterns by removing buses from major north-south routes and diverting vehicular trips to the light rail system. The following table is a list of proposed changes to the existing bus service within the City in order to provide connections to the HBLRTS:

Table V-2 BUS SERVICE CHANGES DUE TO HBLRTS, 2000 City of Jersey City, N.J.		
<i>Route</i>	<i>Current Service</i>	<i>Proposed Service</i>
NJT 67 and 68	Distributor service in downtown Jersey City to Lincoln Harbor	Terminate At Exchange Place LRT Stop with transfer to Newport, Hoboken, and Lincoln Harbor
NJT 1	Service on Lincoln Highway, Communipaw Avenue, and Grand Street to Exchange Place	Divert to Liberty State Park LRT Stop and Gateway Park-and-Ride
LG6AP6 (Lafayette and Greenville Bus Line)	Service on Newark Avenue and Jersey Avenue	Divert to Liberty Station Park LRT Stop and Gateway Park-and-Ride, continuing to Grove Street and Exchange Place
MKT 82	Service on Summit and Newark Avenues to Exchange Place	Divert to Liberty Station Park LRT Stop and Gateway Park-and-Ride, continuing to Grove Street and Exchange Place
CENAP6 (Central Avenue Bus Line)	Service on Garfield, Park, Baldwin, Central, and Liberty Avenues	Add stops at Garfield and Liberty State Park LRT Stop and Gateway Park-and-Ride
MWAP6	Service along West Side Avenue & Montgomery Street to Exchange Place	Route service variation to include short turning 2/3 of runs at West Side Avenue LRT Stop
NJT 80	Service along West Side Avenue & Newark Avenue to Exchange Place	Route service variation to include short turning 1/3 of runs at West Side Avenue LRT Stop
MARAP6 440 Shopper	Service along West Side Avenue and on east/west street providing access to Hudson Mall, Stadium Shopping Plaza, and downtown Jersey City	Direct service to Route 440 or West Side Avenue LRT Stops. Extend eastern end to directly serve Gateway Park-and-Ride
NJT 81X	Express service from Bayonne to Exchange Place	Discontinue express service to Exchange Place. Retain local Bayonne service.
S10AP6 (Drogin Line)	Service along JFK Boulevard between southern Bayonne and Journal Square	Divert to serve West Side Avenue LRT Stop
<i>Source:</i> NJ Transit		

### **Para-Transit Service**

All transit services must provide access for disabled patrons in accordance with the Americans with Disabilities Act of 1990. In addition to providing barrier-free facilities at established rail and bus terminals within Hudson County, a demand-oriented para-transit service called "Trans-send" is available. The Hudson County Office of 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 "Trans-send" program.

Similarly, NJ Transit has begun to assemble easily accessible vans and mini-buses to expand the Access Link program within Jersey City. This program provides curb to curb service to elderly and disabled patrons within ¼ of a mile of NJ Transit fixed bus routes. These para-transit services provide mobility and access to shopping, employment and health care for Jersey City residents who might otherwise be house-bound.

### **Ferry Service**

Jersey City has ferry service on 7 routes linking residents and commuters to New York City as shown in Table V-3. According to the Port Authority of New York and New Jersey, average 1998 weekday ridership on the City's ferry routes was 5,103. The ferry service is an important source of trans-Hudson mobility for work and recreation trips.

Ferry service is unique compared with other modes of mass transit because it is privately owned and operated. Ferries operated by NY Waterway link Harborside to West 38<sup>th</sup> Street and the World Financial Center, Colgate to the World Financial Center, Liberty Landing/Liberty State Park to the World Financial Center and Port Liberte to Pier 11 at Wall Street. Ferries operated by Water Taxi connect Newport to the World Financial Center and Liberty Harbor to the World Financial Center.

Private ownership and operation of ferry service represents a trade-off that has benefits and disadvantages. The service requires less public financial support than other modes of mass transit, however, there is also less public control over routes, frequency of service and fare levels. Although trans-Hudson ferry service is monitored by the Port Authority of New York and New Jersey, increased coordination and oversight by the State and Hudson County may be necessary to ensure integration with other modes of mass transit. The following details the services provided on each ferry route:

Table V-3  
FERRY SERVICE, 2000  
City of Jersey City, N.J.

<i>Route</i>	<i>Operator</i>
Newport to World Financial Center	Water Taxi
Harborside to World Financial Center and West 38 <sup>th</sup> Street	NY Waterway
Colgate to World Financial Center	NY Waterway
Liberty Harbor to World Financial Center	Water Taxi
Liberty Landing/Liberty State Park to World Financial Center	NY Waterway
Port Liberte to Pier 11/Wall Street	NY Waterway
<i>Source: Port Authority of New York and New Jersey, New York City Department of Transportation</i>	

- *Newport to World Financial Center*  
Water Taxi provides ferry service at Newport, which carries passengers to and from the World Financial Center in lower Manhattan. On weekdays ferries depart Newport every 30-minutes from 6:30 AM to 11:00 PM, on weekends every 30-minutes from 9:15 AM to 10:45 PM. Pricing is as follows: one-way, \$5.00; skyline sightseeing trip, \$6.00; Family Pass (10 one way rides), \$37.50; Frequent Floater (20 one-way rides), \$55.00; and Super Floater (40 one-way rides), \$90.00. Also available is a park & float (40 one-way rides and 20 days parking) for \$200.00.
- *Harborside to World Financial Center and West 38<sup>th</sup> Street*  
NY Waterway provides ferry service at Harborside to and from the World Financial Center and West 38<sup>th</sup> Street. Ferries depart Harborside for the World Financial Center every 15-minutes from 6:20 AM to 9:50 PM on weekdays only. The pricing is as follows: one-way trip, \$2.00; 10-trip, \$20.00; and Monthly, \$75.00. Parking fees are \$8.00 for daily, \$150.00 monthly (calendar), \$160.00 monthly (20-day) and a monthly combination ferry & parking is \$215.00. Bicycles cost \$1.00 to take on-board and children under six ride free. Ferries depart Harborside for West 38<sup>th</sup> Street every 30-minutes from 6:30 AM to 9:30 AM and from 4:15 PM to 8:00 PM on weekdays. The pricing is as follows: one-way, \$4.00; 10-trip, \$36.00; and monthly, \$140.00. The parking prices are as follows: daily, \$8.00; monthly (calendar), \$150.00; monthly (20-day), \$160.00; and a combination parking and ferry for \$280.00 per month. Bicycles cost \$1.00 to take on-board and children under six ride free.
- *Colgate - Exchange Place to Battery Park City*  
NY Waterway provides ferry service at Exchange Place, known as the Colgate Ferry, which carries passengers between downtown Jersey City and Battery Park City in lower Manhattan on weekdays

and between Hoboken, Jersey City and the World Financial Center on weekends. Ferries depart from Colgate Pier every 15-minutes from 6:15 AM to 9:45 PM on weekdays, and every 30-minutes from 10:10 AM to 9:40 PM on weekends. The pricing is as follows: one-way trip, \$2.00; 10-trip, \$20.00; and Monthly, \$75.00.

- *Liberty Harbor to World Financial Center*

Water Taxi operates ferry service between Liberty Harbor and the World Financial Center in Lower Manhattan. Ferries depart Liberty Harbor Marina on weekdays every 15-minutes from 6:25 AM to 9:40 AM, every approximately 30-minutes from 10:05 AM to 2:30 PM, every 15-minutes from 3:00 PM to 6:20 PM, and every 30-minutes from 6:50 PM to 9:20 PM. On Saturdays ferries depart Liberty Harbor Marina every 30-minutes from 9:00 AM to 11:00 PM, and on Sundays from 9:00 AM to 9:30 PM. Pricing is as follows: one-way, \$5.00; skyline sightseeing trip, \$6.00; Family Pass (10 one way rides), \$37.50; Frequent Floater (20 one-way rides), \$55.00; and Super Floater (40 one-way rides), \$90.00. Also available is a park & float (40 one-way rides and 20 days parking) for \$200.00.

- *Liberty Landing, Liberty State Park to World Financial Center*

NY Waterway provides non-commuter ferry service from Liberty State Park to the World Financial Center. On weekdays ferries depart from Liberty Landing Marina every 30-minutes from 6:30 AM to 9:30 PM and from North Cove Yacht Club every 30-minutes from 6:45 AM to 9:45 PM. On weekends ferries depart from Liberty Landing Marina every 30-minutes from 8:00 AM to 10:00 PM, and from North Cove Yacht Club every 30-minutes from 8:15 AM to 9:45 PM. The pricing for adults is \$4.00 one-way and parking is \$5.00 per day. The pricing for children under twelve is \$2.00 and under six is free.

- *Port Liberte to Pier 11, Wall Street*

NY Waterway provides ferry service from Port Liberte to Pier 11, Wall Street. Ferries depart from Port Liberte from 6:30 to 10:00 AM and 4:00 to 8:00 PM on weekdays on the half-hour. Costs are as follows: one-way trip, \$5.00; 10-trip, \$45.00; Monthly, \$168.00; and parking is free (on street).

## **Roadway System**

### Functional Classification

Functional Classification is the systematic organization of highways and roadways into separate classes, or groups, based upon their intended service function. For an urban roadway network such as Jersey City, there are four (4) major classes of street systems: principal arterial, minor arterial, collector, and local street as shown in Table V-4.

### *Principal Arterials*

An urban principal arterial system is designated to carry very high volumes of traffic at high speeds, to and from major metropolitan activity hubs, and between major rural connections. Access points onto 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 the downtown metropolitan area. The urban principal arterial system can be further broken down into three (3) types of roadways: interstate; other freeways and expressways; and other principal arterials (with no control of access). Table V-4 lists the Jersey City roadways that are functionally classified as urban principal arterials within the City.

### *Minor Arterials*

An urban minor arterial street system is designed to carry high volumes of traffic with slightly greater land access and less traffic mobility than a principal arterial system. It should be the primary link between the principal arterials and collector roadways. Minor arterials should not intrude into residential neighborhoods. Table V-4 lists the Jersey City 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 approximately equal emphasis on land access and traffic mobility. It should be the primary link between minor arterials and local roads. These roads may, but do not necessarily, run through residential neighborhoods. Table V-4 lists the Jersey City roadways that are functionally classified as urban collectors.

### *Local Streets*

An urban local street system is designed to carry moderate volumes of traffic with the emphasis on land access and very low 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.

Table V-4  
ROADWAY CLASSIFICATION, 2000  
City of Jersey City, N.J.

<i>Route</i>	<i>Direction</i>	<i>From</i>	<i>To</i>
<i>Interstate Highways</i>			
I-78 (NJTP Extension)	N-S	City Line (Bayonne)	Holland Tunnel
<i>Other Freeways</i>			
US Rt 1&9 Skyway	E-W	City Line (Kearny)	Tonnele Avenue
<i>Other Principal Arterials</i>			
I-78 WB	E-W	I-78	Washington Street
JFK Boulevard	N-S	City Line (Union City)	City Line (Bayonne)
NJ Rt. 7	E-W	City Line (Kearny)	US Rt 1&9 (P. Skyway)
NJ Rt. 169	N-S	North Street	JFK Boulevard
NJ Rt. 440	N-S	Communipaw Avenue	W. 59 <sup>th</sup> Street
US Rt. 1&9 Truck	N-S	US Rt 1&9 (Pulaski Skyway)	US Rt 1&9 (P. Skyway)
Route 139	N-S	City Line (Kearney)	Holland Tunnel
<i>Minor Arterial Roadways</i>			
14 <sup>th</sup> Street/Boyle Plaza	E-W	Holland Tunnel	I-78
Baldwin Avenue/Webster Avenue	N-S	Summit Avenue	Paterson Plank Road
Bayview Avenue	E-W	Garfield Avenue	I-78
Bergen Avenue	N-S	Sip Avenue	JFK Boulevard
Central Avenue	N-S	Paterson Plank Road	Route 139
Communipaw Avenue	E-W	US Rt. 1&9 Truck	Monitor Street
County Road	N-S	City line (Secaucus)	US Rt. 1&9 (Tonnele)
Danforth Avenue	E-W	West Side Avenue	Garfield Avenue
Duncan Avenue	E-W	US Rt. 1&9 Truck	JFK Boulevard
Garfield Avenue	N-S	Grand Street	I-78
Grand Street	E-W	Bramhall Avenue	Hudson Street
Grove Street/Manila Avenue	N-S	Grand Street	City Line
8 <sup>th</sup> Street	E-W	Jersey Avenue	Manila Avenue
Harrison Avenue	E-W	West Side Avenue	Bergen Avenue
Jersey Avenue	N-S	Newark Avenue	Hamilton Park
Kearney Ave.	E-W	Bergen Ave.	Ocean Ave.
Merritt Street	E-W	Avenue C	Garfield Avenue
Montgomery Street	E-W	West Side Avenue	Hudson Street

Table V-4 (cont'd)  
ROADWAY CLASSIFICATION, 2000  
City of Jersey City, N.J.

<i>Route</i>	<i>Direction</i>	<i>From</i>	<i>To</i>
Nelson Avenue	N-S	City line (Secaucus)	JFK Boulevard
Newark Avenue	E-W	Rt. 139/Skyway	Marin Boulevard
Newark-Jersey City Tpk.	E-W	City Line	Charlotte Circle
North Street	E-W	JFK Boulevard	City line (Hoboken)
Ocean Avenue	N-S	Bramhall Avenue	Merritt St.
Palisade Avenue	N-S	City Line (Union City)	Newark Avenue
Paterson Plank Road	N-S	City Line (Union City)	City Line (Hoboken)
Paterson Street	E-W	JFK Boulevard	Central Avenue
Secaucus Road	E-W	City limit (Secaucus)	Paterson Plank Rd.
Sip Avenue	E-W	US Rt. 1&9 Truck	Summit Avenue
Summit Avenue	N-S	City Line (Union City )	Grand Street
Tonnele Avenue	N-S	Rt. 1&9/Skyway	City Line (Union City)
West Side Avenue	N-S	Broadway	Danforth Avenue
<i>Collector Roadways</i>			
Arlington Avenue	N-S	Grand Street	Bayview Avenue
Bates Street	N-S	York Street	Grand Street
Bayview Avenue	E-W	Bergen Avenue	Garfield Avenue
Brunswick Street	N-S	Newark Avenue	York Street
Caven Point Avenue	E-W	Garfield Avenue	Pacific Avenue
Christopher Columbus Dr.	E-W	Marin Boulevard	Washington Street
Congress Street	E-W	JFK Boulevard	Palisade Avenue
Culver Avenue	E-W	NJ Rt. 440	JFK Boulevard
Halladay Street	N-S	Carteret Avenue	Caven Pt. Avenue
Hoboken Avenue	E-W	Summit Avenue	City line (Hoboken)
Jersey Avenue	N-S	Newark Avenue	Grand Street
Johnston Avenue	E-W	Grand Street	Pacific Avenue
Long Street	E-W	McAdoo Avenue	Rose Avenue
Mallory Avenue	N-S	Communipaw Avenue	Culver Avenue
Manhattan Avenue	E-W	Rt. 1&9	Sherman Avenue
MLK Drive	N-S	Communipaw Avenue	McAdoo Avenue
New York Avenue	N-S	City line (Union City)	City line (Hoboken)
Ocean Avenue	N-S	Danforth Avenue	Merritt Street
Old Bergen Road	N-S	JFK Boulevard	Merritt Street

Table V-4 (cont'd)			
ROADWAY CLASSIFICATION, 2000			
City of Jersey City, N.J.			
<i>Route</i>	<i>Direction</i>	<i>From</i>	<i>To</i>
Pacific Avenue	N-S	Communipaw Avenue	Caven Pt. Avenue
Pavonia Avenue	E-W	JFK Boulevard	Newark Avenue
Rose Avenue	N-S	Long Street	Old Bergen Road
Washington Boulevard/Street	N-S	Essex Street	18 <sup>th</sup> Street
York Street	E-W	Colgate	Brunswick Street
<i>Source:</i> City of Jersey City, Hudson County, New Jersey Department of Transportation			

### Roadway Jurisdiction

The roadways within Jersey City consist of a network of Interstate, State, County and local facilities. The existing roadway network is quite extensive; however, most facilities were designed to accommodate traffic conditions of an earlier era and lack adequate capacity for current traffic volumes. This results in excessive traffic congestion and inadequate levels of service that reduce mobility, impede access to activity centers and impact the quality of life. There is limited opportunity to increase roadway capacity; therefore, improvements that maximize the efficiency of the existing network, eliminate “missing links” and increased mass transit usage are encouraged.

### Highways

The following is a general description of each of the above listed roadways which are significant components of the Jersey City Transportation System:

1. New Jersey Turnpike (Interstate Route 78): The New Jersey Turnpike is a limited access, principal arterial toll roadway with a general north/south orientation. Within Jersey City the Turnpike is designated as Interstate Route 78, which begins to the west in Warren County and becomes the Hudson County Turnpike Extension to the west of Interchange 14 in Essex County. I-78 terminates to the north at its intersection with the Holland Tunnel. I-78 contains the following interchanges within Jersey City: 14B for Liberty State Park and 14C for Grand and Montgomery Streets into Jersey City and the Holland Tunnel into Manhattan. Within Jersey City, I-78 is four lanes with a concrete median. The speed limit on this roadway is 50 MPH. I-78 provides one of the direct routes from central New Jersey to Manhattan.
2. US Route 1 & 9: Route 1 & 9 is a principal arterial roadway and begins as a limited access roadway and continues as an at grade arterial roadway with a general north/south orientation. The elevated section of Route 1 & 9 is known as the Pulaski Skyway and runs between Newark and Jersey City

providing four travel lanes with a posted speed limit of 45 MPH. At the base of the elevated section in Jersey City is Tonnele Circle. From this intersection, Route 1 & 9 continues at grade north as Tonnele Avenue providing four travel lanes with a posted speed limit of 40 MPH. Tonnele Avenue is a major north/south route through Bergen County and provides access to the George Washington Bridge into New York City. Access to the Holland Tunnel via NJ Route 139 is also provided from the Tonnele Circle.

3. U.S. Route 1 & 9 T: The elevated portion of Route 1&9 prohibits truck traffic. All trucks are required to utilize Route 1 & 9 T. This roadway runs between the eastern and western terminus of the Pulaski Skyway. Route 1 & 9 T consists of a variable section of four to six travel lanes and has a varied posted speed limit of between 30 and 50 MPH.
4. NJ State Route 7: NJ Route 7 is a principal arterial roadway with a north/south orientation in Jersey City. NJ Route 7 is primarily four travel lanes with a variable speed limit ranging from 30 to 50 MPH. N.J. Route 7 ends at the Charlotte Circle where commuters can continue to the Holland Tunnel via NJ Route 139.
5. NJ State Route 139: NJ Route 139 is an arterial roadway with an east/west orientation. The upper level of Route 139 extends from the Tonnele Circle easterly to Hoboken Avenue. The upper level provides access to the local street system. The lower level is a limited access facility between the Tonnele Circle and the Holland Tunnel. Route 139 is posted with a speed limit of 45 MPH.
6. NJ State Route 169: N.J. Route 169 is an arterial roadway with a north/south orientation. Route 169 runs east, from Route 440 on the west side of Bayonne, through the southeast portion of Jersey City and continues south to intersect with NJ Route 440 at the Bayonne Bridge. This roadway consists of four travel lanes and the speed limit is 45 MPH. NJ Route 169 is major connection from Jersey City to Staten Island.
7. NJ State Route 185: NJ Route 185 is a minor arterial roadway with a general north/south orientation. Its southern terminus is at NJ Route 169 in Bayonne and its current northern terminus is at Linden Avenue in Jersey City. NJ Route 185 is proposed to continue north to Caven Point Road, which accesses Liberty State Park. This roadway has four travel lanes and a speed limit of 40 MPH.
8. NJ State Route 440: NJ Route 440 is a limited access arterial roadway with a general north/south orientation. Currently, N.J. Route 440 consists of two disconnected roadways. The northern portion runs south from US Route 1 & 9T along the western side of Jersey City to terminate at NJ Route 169. This roadway is four travel lanes wide and has a speed limit of 45 MPH.

### 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 was responsible for assembling 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 freight facilities.

The successor to ISTEA is the Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21). TEA-21 builds on the initiatives established in ISTEA. This new Act combines the continuation and improvement of current programs with new initiatives to meet the challenges of improving safety as traffic continues to increase, protecting and enhancing communities and the natural environment as we provide transportation, and advancing America's economic growth and competitiveness domestically and internationally through efficient and flexible transportation. Significant features of TEA-21 include:

- Assurance of a guaranteed level of Federal funds for surface transportation through FY 2003. The annual floor for highway funding is keyed to receipts of the Highway Account of the Highway Trust Fund (HTF). Transit funding is guaranteed at a selected fixed amount. All highway user taxes are extended at the same rates when the legislation was enacted.
- Extension of the Disadvantaged Business Enterprises (DBE) program, providing a flexible national 10 percent goal for the participation of disadvantaged business enterprises, including small firms owned and controlled by women and minorities, in highway and transit contracting undertaken with Federal funding.
- Strengthening of safety programs across the Department of Transportation (DOT). New incentive programs with great potential for saving life and property are aimed at increasing the use of safety belts and promoting the enactment and enforcement of 0.08 percent blood alcohol concentration standards for driving while intoxicated. These new incentive funds also offer added flexibility to States since the grants can be used for any Title 23 U.S.C. activity.
- Continuation of the proven and effective program structure established for highway and transit under the landmark ISTEA legislation. Flexibility in the use of funds, emphasis on measures to improve the environment, focus on a strong planning process as the foundation of good transportation decisions – all ISTEA hallmarks – are continued and enhanced by TEA-21. New programs such as Border Infrastructure, Transportation Infrastructure Finance and Innovation, and Access to Jobs target special areas of national interest and concern.

- Investing in research and its application to maximize the performance of the transportation system. Special emphasis is placed on deployment of Intelligent Transportation Systems to help improve operations and management of transportation systems and vehicle safety.

Table V-5  
ELEMENTS OF THE NATIONAL TRANSPORTATION SYSTEM, 2000  
City of Jersey City, N.J.

<i>Passenger Rail</i>		
<i>Route</i>	<i>From</i>	<i>To</i>
NJ Transit Main Line	Rockland County, NY	Hoboken
NJ Transit Bergen County Line	Rockland County, NY	Hoboken
NJ Transit Pascack Valley Line	Rockland County, NY	Hoboken
NJ Transit Boonton Line	Hackettstown	Hoboken
NJ Transit Morristown Line	Hackettstown	Hoboken
NJ Transit Gladstone Branch	Peapack/Gladstone	Hoboken
NJ Transit Montclair Branch	Montclair	Hoboken
PATH	Newark	Hoboken/Jersey City
PATH	Journal Square	Exchange Place
<i>Freight Rail</i>		
<i>Route</i>	<i>From</i>	<i>To</i>
Conrail Lehigh Valley Line	Jersey City	State Line
Conrail River Line	Jersey City	State Line
<i>Highways</i>		
<i>Route</i>	<i>From</i>	<i>To</i>
I-78	City Line (Bayonne)	Holland Tunnel
US Rt. 1&9	City Line (Kearny)	City Line (Kearny)
US Rt. 1&9 Truck	I-78	US Rt. 1&9 Pulaski Skyway
NJ Rt. 7	City Line (Kearny)	US Rt. 1&9 Pulaski Skyway
NJ Rt. 139	US Rt. 1&9	Holland Tunnel
NJ Rt. 169	Port Jersey Blvd.	JFK Boulevard
NJ Route 440	Communipaw Ave.	W. 59 <sup>th</sup> Street
Co. Rt. 501 (JFK Blvd)	City Line (Union City)	City Line (Bayonne)
County Road	City Line (Secaucus)	US Rt. 1&9 (Tonnele Ave)
Port Jersey Boulevard	NJ Rt. 169	Liberty Harbor
Secaucus Road	City Line (Secaucus)	Grand Ave/Nelson Ave
W. 59 <sup>th</sup> Street	I-78	NJ Rt. 169
Journal Square Trans. Center	Tonnele Avenue	Sip Ave, and US 1&9
Journal Square Trans. Center	Newark Avenue	Summit Ave. and Tonnele Ave.
Journal Square Trans. Center	Broadway Avenue	Tonnele Ave. and US 1&9
<i>Source:</i> New Jersey Department of Transportation		

### Operational Characteristics of Roadways

Much of the roadway infrastructure within Jersey City is aging and in need of upgrading to meet modern design standards for safety as well as to accommodate current traffic volume. The following discussion identifies some of the general operating characteristics of the existing Jersey City road network.

#### *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 Jersey City. In addition, New Jersey DOT was consulted to determine traffic volume data on State operated roadways. This data was correlated to obtain Average Daily Traffic (ADT) volumes for the major State, County and local roadways throughout Jersey City as shown in Table V-6. 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 Jersey City generally occurs from 6:00 AM to 9:00 AM. The AM Peak Hour was primarily between 8:00 AM and 9:00 AM. The PM peak period occurs from 4:00 PM to 7:00 PM. The PM peak hour was primarily between 5:00 PM and 6:00 PM.

The following table summarizes the Average Daily Traffic volumes for the primary roadway links. The roadways with the most automobile traffic volume are those bringing commuters through Jersey City into and out of New York City. Most of these roadways consist of four travel lanes, some of which are substandard in width and design because they were not designed to accommodate the high volumes of traffic that now exist.

Table V-6  
 AVERAGE DAILY TRAFFIC VOLUMES FOR SELECTED ROADWAYS, 2000  
 City Of Jersey City, N.J.

<i>Roadway</i>	<i>Section</i>	<i>ADT</i>	<i>Year</i>
I-78 Turnpike Ext.	At Holland Tunnel Toll	92,400	1997
NJ Rt. 139	Holland Tunnel	76,000	1987
NJ Rt. 1 & 9	North of Pulaski Skyway	63,700	1992
Tonnele Ave.	At Carlton Ave.	57,080	1993
Tonnele Ave.	Btn. Beach St. & Carlton Ave.	56,410	1993
Tonnele Ave.	Btn. Waller St. & Manhattan Ave.	56,040	1993
Tonnele Ave.	Btn. Allen St. & Carlton Ave.	53,880	1993
Tonnele Ave.	Btn. County Rd. & North St.	53,100	1997
NJ Rt. 1 & 9	At Oakland Ave. underpass	52,000	1996
I-78 Turnpike Ext.	Btn. Interchange 14B & 14C	50,300	1997
Tonnele Ave.	At 5 <sup>th</sup> St.	50,100	1993
Tonnele Ave.	County Road	50,030	1993
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. 440	At Kellogg St.	46,349	1998
I-78 Turnpike Ext.	Btn. Exit 14B & Rt. 139	43,900	1995
NJ Rt. 1T & 9T	Btn. Duncan Ave. & Sip Ave.	40,300	1997
NJ Truck Rt. 1 & 9	Btn. Communipaw Ave. & NJ Rt. 139	39,800	1995
JFK Blvd.	Btn. Van Winkle & St. Pauls Ave.	38,600	1995
NJ Truck Rt. 1 & 9	Btn. Tpk & Communipaw Ave.	33,800	1985
NJ Rt. 440	Btn. I-78 & CR 602	30,200	1991
NJ Rt. 440	Btn. Society Hill Conn. & Danforth Ave.	30,200	1991
NJ Rt. 7	Btn. NJ 139 & Newark Tpk.	29,200	1979
JFK Blvd.	Btn. Bowers & Lincoln Sts.	27,000	1995
JFK Blvd.	Btn. Lexington & Clendenny Ave.	25,700	1995
Newark Ave.	Btn. Waldo Ave. & I-78/RR	24,100	1995
Luis Munoz Marin Blvd	At Ninth St.	23,783	1998
JFK Blvd.	Btn. Union & Clendenny Avenue	23,470	1997
Garfield Ave.	At Wilkinson Ave.	22,535	1997
Garfield Ave.	Btn. Caven Pt. & Bay View Ave.	21,700	1995
Palisades Ave.	Btn. Fleet St. & Hoboken Ave.	21,380	1995

Table V-6 (cont'd)  
AVERAGE DAILY TRAFFIC VOLUMES FOR SELECTED ROADWAYS, 2000  
City Of Jersey City, N.J.

<i>Roadway</i>	<i>Section</i>	<i>ADT</i>	<i>Year</i>
Washington St.	At Steuben St.	21,121	1996
NJ Rt. 1 & 9	Btn. Summit Ave. & Perry St.	20,660	1991
JFK Blvd.	Btn. Grace St. & Leonard St.	20,405	1998
Paterson-Plank Rd.	At River View Park (So. of Bowers St.)	20,100	1995
Broadway	Btn. US 1&9 & Tonnele Ave.	18,800	1997
Summit Ave.	At Pershing Pl.	18,449	1997
Pacific Ave.	At Ash St.	18,187	1997
Ocean Ave.	Btn. Myrtle & Claremont Ave.	17,700	1995
Newark Ave.	At 7 <sup>th</sup> St.	17,673	1998
Newark Ave.	At 6 <sup>th</sup> St.	17,455	1998
Palisades Ave.	Btn. Hoboken Ave. & US 1/9	17,380	1995
Tonnele Ave.	Btn. US 1/9 & Sip Ave.	16,930	1997
New County Road	Btn. Carroll Ave. & US 1/9	16,580	1993
Garfield Ave,	At Myrtle Ave.	16,205	1996
Garfield Ave.	At Woodlawn Ave	15,816	1997
Palisade Ave.	At St. Paul's Ave.	15,486	1997
County Rd.	Btn Rt. 1&9 & I-95 East	15,400	1995
C. Columbus Dr.	At Brunswick St.	14,473	1998
Manhattan Ave.	Btn. Western Ave. & US 1/9	13,990	1993
County Road	Btn. Carrol Ave. & Penhorn Creek	13,970	1997
Danforth Ave.	Btn. NJ 440 & West Side Ave.	13,540	1991
Hoboken Ave.	Btn. Palisades Ave. & Baldwin Ave.	13,120	1995
Hoboken Ave.	Btn. Palisades Ave. & I-78	12,800	1995
Summit Ave.	At Grace St.	12,610	1996
Summit Ave.	Btn. Sip Ave. & NJ 139	12,570	1997
Sip Ave.	Btn. Tonnele & JFK Blvd.	12,230	1997
Sip Ave.	At Bryant St.	11,885	1997
Newark Ave.	Btn. Tonnele & JFK Blvd.	11,720	1997
Manhattan Ave.	Btn. New County Road & US 1/9	11,640	1993
M.L.K. Drive	At Orient Ave.	11,522	1997
Manhattan Ave.	West of US 1/9	11,510	1993
Summit Ave.	At Leonard St.	11,491	1997
Danforth Ave.	Btn. NJ 440 & Society Hill Conn.	11,460	1991

Table V-6 (cont'd)  
AVERAGE DAILY TRAFFIC VOLUMES FOR SELECTED ROADWAYS, 2000  
City Of Jersey City, N.J.

<i>Roadway</i>	<i>Section</i>	<i>ADT</i>	<i>Year</i>
Paterson-Plank Rd.	At Washington Park (So. Of 2nd St)	11,200	1995
Montgomery St.	At Warren St.	11,120	1997
Summit Ave.	At North St.	11,050	1996
NJ Rt. 185	Btn. Linden & Harbor Dr.	10,716	1998
Secaucus Rd.	Btn. 16th St. & Michael Dermott Pl.	10,700	1995
Grand St.	Btn. I-78 & Terminus	10,030	1997
Summit Ave.	At Fleet St.	9,840	1991
Summit Ave.	At Irving St.	9,544	1996
Summit Ave.	At St. Pauls Ave.	9,470	1991
Monticello Ave.	At Fairview Ave.	9,190	1998
M.L.K. Drive	At Stegman St.	9,169	1996
NJ Rt. 185	Btn. Chapel Ave. & Bayview Ave.	8,978	1998
JFK Blvd.	Btn. North & Leonard St.	8,900	1995
Burma Rd.	Btn. T. Conrad & T. McGovern Drs.	8,571	1998
Jersey Ave.	Btn. T. McGovern & Audrey Zapp Dr.	8,340	1995
Webster Ave.	At Booraem Ave.	8,337	1998
Baldwin Ave.	At Jefferson Ave.	8,241	1997
Burma Rd.	At Statue of Liberty Dr.	8,000	1997
Erie St.	At Eight St.	7,719	1996
Port Jersey Blvd.	Btn. Connector & Blvd.	6,160	1997
Fowler Ave.	At McAdoo Ave.	5,688	1997
NJ Rt. 169	Ramp from Port Jersey Blvd.	5,560	1997
Princeton Ave	At Linden Ave.	4,747	1997
Wilkinson Ave.	At Garfield Ave.	4,723	1996
Linden Ave.	At Princeton Ave.	4,632	1997
Terrace Ave.	At North St.	4,412	1997
McAdoo Ave.	At Fowler Ave.	4,381	1997
Brunswick St.	At C. Columbus Dr.	4,280	1998
New York Ave.	At Ferry St.	3,976	1997
Seaview Ave.	Btn. JFK Blvd. & Old Bergen Rd.	3,970	1996
St. Pauls Ave.	Btn. NJ 139 & Huron Ave.	3,860	1991
Pavonia Ave.	At Van Wagenen Ave.	3,828	1997
Greene St.	At York St.	3,808	1997

Table V-6 (cont'd)  
AVERAGE DAILY TRAFFIC VOLUMES FOR SELECTED ROADWAYS, 2000  
City Of Jersey City, N.J.

<i>Roadway</i>	<i>Section</i>	<i>ADT</i>	<i>Year</i>
North St.	At Terrace Ave.	3,747	1997
Eight St.	At Erie St.	3,489	1996
Terrace Ave.	At Zabriskie St.	3,407	1996
NJ Rt. 440 – SB Ramp	Btn. NJ Rt. 440 SB & Danforth Ave. WB.	3,300	1991
Sixth St.	At Newark Ave.	3,244	1998
Coles St.	At Eight St.	2,892	1997
Fairview Ave.	At Monticello Ave.	2,782	1998
Ninth St	At Luis Munoz Marin Blvd.	2,743	1998
Carlton Ave.	Btn. Liberty Ave. & US 1/9	2,610	1993
Society Hill Connector	Btn. NJ 440 & Society Hill	2,530	1991
Ash St.	At Pacific Ave.	2,449	1997
York St.	At Barrow St.	2,342	1991
Grace St.	At Summit Ave.	2,333	1996
Leonard St.	At Summit Ave.	2,277	1997
York St.	At Greene St.	2,224	1997
Van Horne St.	Btn. Bramhall Ave. & Communipaw Ave.	2,160	1997
Prospect Ave.	At Lienau Pl.	2,127	1996
Lafayette St.	At Halladay St.	2,063	1997
York St.	At Grove St.	2,061	1998
Pershing Pl.	At Summit Ave.	1,798	1997
Woodlawn Ave.	At Garfield Ave.	1,619	1997
Eighth St.	At Coles St.	1,611	1997
Stegman St.	At M.L.K. Drive	1,589	1996
Atlantic St.	At Sackett St.	1,574	1997
Halladay St.	At Lafayette St.	1,503	1997
Communipaw Ave.	Btn. Monitor St. & the RR	1,500	1995
St. Paul's Ave.	At Palisade Ave.	1,466	1997
Orient Ave.	At M.L.K. Drive	1,435	1997
Jefferson Ave.	At Baldwin Ave.	1,408	1997
Harrison Ave.	At Crescent St.	1,406	1996
Ferry St.	At New York Ave.	1,401	1997
Irving St.	At Summit Ave.	1,340	1996
North St.	At Summit Ave.	1,305	1996

Table V-6 (cont'd)  
 AVERAGE DAILY TRAFFIC VOLUMES FOR SELECTED ROADWAYS, 2000  
 City Of Jersey City, N.J.

<i>Roadway</i>	<i>Section</i>	<i>ADT</i>	<i>Year</i>
Barrow St.	At York St.	1,270	1991
Warren St.	At Montgomery St.	1,206	1997
Zabriskie St.	At Terrace Ave.	1,139	1996
Carlton Ave.	Btn. Dead End & US 1/9	1,090	1993
Booraem Ave.	At Webster Ave.	1,079	1998
Port Jersey Blvd. Conn.	Btn. Pulaski & Blvd.	890	1997
Bryant Ave.	At Sip Ave.	853	1997
Van Wagenen Ave.	At Pavonia Ave.	703	1997
Crescent Ave.	At Astor Pl.	692	1998
Myrtle Ave.	At Garfield Ave.	606	1996
Crescent Ave.	At Harrison Ave.	595	1996
Sackett St.	At Atlantic St.	557	1997
Steuben St.	At Washington St.	346	1996
Society Hill Conn.	Btn. NJ440 & NJ jughandle	150	1991
Astor Pl.	At Crescent Ave.	128	1998
Lienau Pl.	At Prospect St.	77	1996

*Source:* New Jersey Department of Transportation, Hudson County, Jersey City

*High Accident Locations*

Accident data records were obtained for Jersey City from the NJ Department of Transportation, Division of Transportation Data Technology. The data covered the 1993 calendar year.

Table V-7 summarizes the 10 highest accident locations within Jersey City by volume, showing the Route and cross-street of the accidents. A review of this table indicates that all ten highest accident locations are along State operated roadways. These coordinate with the high volume locations and roadways identified in the last section. The volume of accidents at these locations indicates that safety enhancement programs should be prioritized to address the high accident locations.

Table V-7  
 HIGHEST TRAFFIC ACCIDENT LOCATIONS, 2000  
 City of Jersey City, N.J.

<i>Road/Highway</i>	<i>Mile Post/Street</i>	<i>Accidents</i>		
		<i>Total</i>	<i>Fatal</i>	<i>Injured</i>
Route 1	Ramp from Pulaski Skyway	95	0	31
Route 1&9T	Newark Avenue	50	0	13
Route 139	Palisades Avenue	45	0	31
Route 1&9T	Broadway	38	0	5
Route 1&9	Manhattan Avenue	37	0	16
Route 1&9T	Communipaw Avenue	32	0	34
Route 1/Route 139	Intersection of both highways	32	0	7
Route 1&9	Ramp to Pulaski Skyway	26	0	9
Route 139	Baldwin Avenue	25	0	28
Route 1&9T	Route 1&9	24	0	9

*Source:* New Jersey Department of Transportation

## **CIRCULATION PLAN**

The City of Jersey City's transportation system has supported growth and development for the past two centuries and will continue to do so in the future. The system is, however, constrained by heavy utilization, limited capacity and aging infrastructure. This problem is compounded by the multiple and disparate demands upon the transportation system, which must provide local circulation, regional access to New York City and connections to national and international destinations. This often results in conflicts that reduce the efficiency of the system, impact the quality of life and hinder economic productivity. The challenge for the future is addressing these issues in order to produce a transportation system that supports the City's continued revitalization while accommodating regional, national and international needs. This will require improvements to existing roads and highways, expanded mass transit, integrated intermodal freight infrastructure and upgraded bicycle/pedestrian facilities. The Circulation Plan will address these issues and provide the basis for the development of a transportation system that will serve Jersey City well into the 21<sup>st</sup> century.

### **Circulation Issues**

- Circulation constraints resulting from limited east-west mobility and links.
- Providing adequate transportation infrastructure to support and accommodate anticipated redevelopment, including the greater than 18 million square feet of commercial space planned for Downtown.
- Reactivating the Bergen Arches to improve east-west circulation and determining the most appropriate mode of transportation for this corridor.
- Providing circulation and parking improvements to support Journal Square's function as the CBD of the City.
- Planning for and capitalizing on the commencement of service on the HBLRTS.
- Redesignating John F. Kennedy Boulevard from a principal arterial to a minor arterial to reflect its dual function as a local road and intra-county link.
- Determining the most appropriate method of providing access from Jersey Avenue in Downtown to the area around Liberty State Park.
- Providing a comprehensive way-finding signage program on local and regional roads to facilitate the movement of local and regional traffic.
- Eliminating or reducing the conflict between regional and local traffic, especially commuter traffic in residential neighborhoods.

- Increasing pedestrian safety in high traffic areas and frequent accident locations through traffic calming, improved signalization and speed restrictions.
- Promoting expanded intermodal opportunities, especially those that reduce truck traffic.
- Providing transportation improvements that enhance the quality of life in residential neighborhoods.
- Reevaluating truck routes that are obsolete due to changes in land use, travel patterns or infrastructure constraints.

### **Mass Transit**

Mass transit is an important and expanding component of Jersey City's transportation system. The City relies upon mass transit for mobility and circulation to a greater extent than most other municipalities in Hudson County and New Jersey. According to the 1990 U.S. Census, more than 36.7 percent of all City residents utilized mass transit to commute to work. In comparison, only 29.3 percent of all County residents and 8.8 percent of all State residents utilized mass transit for commute to work trips. In addition, mass transit is utilized extensively by non-Jersey City residents who commute to jobs in the City. Approximately 68 percent of all commuting trips are made by mass transit and this will increase when the HBLRTS enters service.<sup>11</sup> The City's urban environment is conducive to mass transit usage because of its population levels, employment concentrations, pattern of development and extensive infrastructure.

Jersey City has one of the highest population densities in the State with approximately 15,403 persons per square mile in 1996. High population density is essential to the viability of mass transit because it generates the ridership necessary to support adequate levels of service. The City's density levels are high enough to support an extensive and high quality mass transit system.

Jersey City has the second largest employment base in the State with significant concentrations of jobs at Exchange Place and Journal Square. Employment centers lend themselves to mass transit service because they generate a large number of work trips to a single destination, such as a central business district (CBD). The CBD at Journal Square and financial district at Exchange Place attract a large number of commuters from throughout the region, making mass transit viable as a commuting option.

Jersey City has a large and well-developed transportation infrastructure befitting its status as a major urban center as shown in the Mass Transit Map. The availability of mass transit facilities, and access to them, is a key determinant of mass transit usage. The City has an extensive mass transit infrastructure consisting of passenger rail, buses and ferry service which induces ridership and supports current efforts to increase usage and interconnect such facilities.

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<sup>11</sup> Jersey City Parking Circulation and Transportatin Study, Ebasco Infrastructure, 1991.

The following are the primary mass transit issues:

- Improving mass transit service and connections within the City.
- Providing enhanced mass transit in underserved neighborhoods in the City.
- Preparing for and capitalizing upon the commencement of service on the HBLRTS.
- Preserving PATH as a major east-west link that connects the City to Newark and New York City.
- Enhancing bus service by increasing coordination between public and private carriers, improving transfers and preserving intra-City routes after commencement of service on the HBLRTS.
- Improving ferry service through increased levels of service, improved terminal facilities and convenient intermodal transfers.
- Supporting and capitalizing upon mass transit service by providing for an appropriate mix of uses, density levels and access in station areas.
- Improving PATH station facilities.
- Providing seamless intermodal transfers with the HBLRTS.
- Accommodating ridership growth.
- Providing pedestrian and bicycle improvements to serve mass transit facilities.

#### Hudson Bergen Light Rail Transit System

The City of Jersey City's mass transit system will be expanded and improved by the Hudson Bergen Light Rail Transit System (HBLRTS), which will introduce an entirely new mode of transportation to the City. The HBLRTS is the most significant transportation investment in Jersey City in decades and is expected to have a positive impact on mobility, land use and investment. The Initial Operating Segment (IOS) has opened for revenue service in April, 2000 and runs from Exchange Place to West Side Avenue and 34<sup>th</sup> Street in Bayonne. Future segments will connect to Hoboken Terminal, Port Imperial in Weehawken, West 5<sup>th</sup> Street in Bayonne and Vince Lombardi Park-and-Ride on the New Jersey Turnpike in Bergen County. The HBLRTS at full build-out is shown in the Mass Transit Map.

The ultimate projected ridership for the HBLRTS when completed is approximately 100,000 passengers per day. Many of these passengers will be residents of the City or commuters traveling to destinations in the City. The anticipated benefits of this new transportation system include improved north-south circulation along the waterfront, reduced traffic congestion on heavily traveled commuter routes and increased private sector development within station areas.

Table V-8  
HBLRTS STATIONS, 2000  
City of Jersey City, N.J.

<i>Station</i>	<i>Type of Facility</i>
<i>Planned</i>	
Danforth Avenue	Local Walk-on
Richard Street	Local Walk-on
Liberty State Park/Gateway Park-Ride	Regional Park-and-Ride
Garfield Avenue	Local Walk-on
Martin Luther King Drive	Local Walk-on
West Side Avenue	Regional Park-and-Ride
Route 440	Regional Park-and-Ride
Jersey City Medical Center	Local Walk-on
Liberty Harbor	Local Walk-on
Essex Street	Local Walk-on
Exchange Place	Local Walk-on/Intermodal Transfer
Harborside	Local Walk-on
Harsimus Cove	Local Walk-on
Newport	Local Walk-on/Intermodal Transfer
2 <sup>nd</sup> Street (Hoboken)	Local Walk-on
9 <sup>th</sup> Street (Hoboken)	Local Walk-on
<i>Proposed</i>	
Caven Point Avenue	Local Walk-on
Pacific Avenue/Halladay Street	Local Walk-on
18 <sup>th</sup> Street and Jersey Avenue	Local Walk-on
<i>Source: NJ Transit, 21<sup>st</sup> Century Rail Corporation, City of Jersey City.</i>	

Jersey City is the hub of the HBLRTS system because of its central location, intermodal transfer points and status as a major destination. The City will have 16 stations located in every neighborhood except for Journal Square when the system is completed, as shown in Table V-8. The stations vary in size and function from local walk-on stations to regional park-and-ride stations. The local walk-on stations are pedestrian-oriented and have a relatively small service area because they have limited parking or lack parking altogether. The majority of the City's stations, or 13 out of 16, are local walk-on stations. The Exchange Place and Newport stations are expected to be among the busiest stations in the system because they offer intermodal transfers to PATH and ferry service for trips to New York City.

The regional park-and-ride stations are automobile accessible and have a large service area because they contain significant parking. The regional stations consist of the Liberty State Park/Gateway Park-and-Ride, West Side Avenue and Route 440 stations. The Liberty State Park/Gateway Park-and-Ride station is expected to be one of the busiest stations in the system because it has a large parking lot with capacity for approximately 1,300 automobiles and is designed to intercept commuter traffic destined for the Jersey City waterfront and New York City.

Table V-9  
HBLRTS STATION ACCESS AND PARKING, 2000  
City of Jersey City, N.J.

<i>Stop Location</i>	<i>Access Routes</i>	<i>Parking and Special Features</i>
Danforth Avenue	Danforth Ave.; Princeton Ave; Linden Ave.	Neighborhood access Bus drop-off
Richard Street	Garfield Ave & Richard St; NJ Turnpike Hudson County Extension; Caven Point Road; Chapel Avenue	Neighborhood access Bus drop-off
Route 440	West Side Ave; Route 440	660 parking spaces Access to Route 440 mixed-use corridor
West Side Avenue	West Side Avenue	770 Parking spaces Neighborhood access Bus drop-off
Martin Luther King Drive	MLK Dr; Virginia Ave; Ocean Ave	Neighborhood access Bus drop-off
Garfield Avenue	Randolph Ave; Garfield Ave	Jersey City Family Health Ctr. Neighborhood access Bus drop-off
Liberty State Park	NJ TPK Hudson County Extension, Interchange 14B to Burma Rd to Phillip St to Wilson St; Johnston Ave	1,300 parking spaces Bus drop-off Access to Liberty State Park Access to Liberty Science Ctr.
Jersey City Medical Center	Jersey Ave; Future Morris St	Bus drop-off Jersey City Medical Ctr. Access to Redevelopment Area
Liberty Harbor North	Luis Munoz Marin Blvd; Future Morris St	Access to Liberty Harbor North Redevelopment Area
Essex Street	Essex St; Greene St; Hudson St	Direct access to Paulus Hook Historic District Access to Colgate Redevelopment Area
Exchange Place	Christopher Columbus Dr; Hudson St; Montgomery St; York St	Bus drop-off Direct Access to PATH Walking access to Harborside Development and other redevelopment areas
Harborside	Greene St; Pearl St	Access to Harborside Development Access to Redevelopment Area
Harsimus Cove	Washington Blvd; 2 <sup>nd</sup> St	Access to Redevelopment Area
Newport	Washington Blvd; Newport Pkwy	Access to Newport Office Center and Mall Direct transfer to PATH
2 <sup>nd</sup> Street	Paterson Plank Rd., New York Ave.	Bus drop-off Access to Heights and Hoboken Terminal
9 <sup>th</sup> Street	Congress Street, Palisade Ave., Paterson Plank Rd.	Bus drop-off Access to Heights and Central Avenue shopping district

*Source:* NJ Transit

The HBLRTS will transform Jersey City's existing mass transit system, which is heavily used but constrained by limited facilities, service and connections. It will also unite the disparate elements of the system, expand transit in underserved neighborhoods and provide numerous intermodal transfers. At present, the primary mode of mass transit in the City is bus service supplemented by the PATH system, trans-Hudson ferries and private jitneys. Buses operate throughout most of the City, however, they are subject to the same problems that affect automobiles such as heavy traffic volume, limited road capacity and the need to share rights-of-way with other vehicles. In contrast, the HBLRTS will provide fast and frequent service on a dedicated right-of-way throughout most of the City. The trans-Hudson ferries, which serve the Manhattan commuter market, are an increasingly important component of the City's mass transit system but lack adequate intermodal connections. The HBLRTS is designed to link the City's various transit modes and facilitate transfers to the PATH and ferries for trips east of the Hudson River.

### *Recommendations*

The impending commencement of service on the HBLRTS presents Jersey City with several challenges and opportunities. The primary challenge is planning for and addressing the impact of the system on neighborhoods surrounding the stations. The HBLRTS will attract commuters from throughout the City and region, many of whom will drive to stations and require parking. Most commuters that drive are expected to use the Liberty State Park/Gateway Park-and-Ride and West Side Avenue stations, however, some may utilize local walk-on stations and park in the neighborhoods adjacent to them. This may result in parking conflicts between local residents and commuters. Other potential challenges include traffic congestion in station areas, pedestrian access and public safety.

The City also has numerous opportunities to capitalize on the HBLRTS. Foremost among these is the opportunity for additional economic development and investment along the HBLRTS right-of-way, especially in station areas. The preparation of station area plans at key stations, such as West Side Avenue, is recommended for this purpose. Other potential opportunities include increased access to employment and changes in travel patterns that reduce traffic congestion and pollution.

In addition to the planned stations, it is recommended that three additional stations be constructed at Caven Point Avenue, at Pacific Avenue/Halladay Street and at 18<sup>th</sup> Street & Jersey Avenue. All of those stations are proposed as local walk-on stations that would primarily serve the residents of the neighborhoods.

### PATH

The City of Jersey City is traversed by the Port Authority Trans-Hudson railroad or PATH, which functions as the east-west spine of the City's mass transit system. The PATH is a heavy rail transit system that

links Jersey City to Newark in the west and New York City in the east with intermediate stops in Harrison and Hoboken.

All modes of mass transit in the City connect to the PATH system for access to local and regional destinations. It has total ridership of approximately 220,000 passengers per day and carries two-thirds of all trans-Hudson passenger rail traffic. A significant proportion of these passengers are residents who originate their trips in the City or commuters who are destined for employment centers in the City. Ridership on the PATH system and use of PATH stations in the City is projected to increase in the future due to continued population and employment growth, redevelopment along the Hudson River waterfront and commencement of service on the HBLRTS.

Jersey City is the focus of the PATH system because it has multiple stations, extensive service and a central location. As shown in Table V-10 and the Mass Transit Map, there are 4 PATH stations located in Downtown and Journal Square that are accessible from most points in the City. Transit service is operated 24 hours a day to all stations in the system. The City's location between Newark and New York City results in outstanding access to these regional centers and makes it an important transfer point.

Table V-10 PATH STATIONS, 2000 City of Jersey City, N.J.	
<i>Station</i>	<i>Line</i>
Journal Square	Journal Square-33 <sup>rd</sup> Street, Newark-World Trade Center
Grove Street	Journal Square-33 <sup>rd</sup> Street, Newark-World Trade Center
Exchange Place	Hoboken-World Trade Center, Newark-World Trade Center
Pavonia/Newport	Hoboken-World Trade Center, Journal Square-33 <sup>rd</sup> Street
<i>Source:</i> Port Authority of New York and New Jersey	

*Recommendations*

Jersey City's mass transit system will benefit from a series of improvements to PATH stations currently being planned and implemented by the Port Authority of New York and New Jersey as shown in Table V-11. These improvements are intended to accommodate increased ridership, provide convenient transfers to the HBLRTS and create an improved station environment.

The Journal Square station is currently in the midst of a \$15.9 million renovation scheduled for completion in June, 2000. The improvements include platform renovations, upgraded lights, new column and ceiling covers, fresh paint and a new public address system with variable message boards.

The Pavonia/Newport station is scheduled for a \$9 million improvement project consisting of a new entrance on the west side of Washington Boulevard, an elevator for handicapped accessibility and reopening of the existing, unused side platform. This project will improve the transfer between the HBLRTS and PATH systems at Newport and is scheduled for completion by the end of 2000.

The Grove Street Station is scheduled to receive a new \$500,000 entrance canopy that will complement the planned renovation of Fitzgerald-Holota Park and enhance the appearance of the station.

In addition to facility improvements, service on the PATH system has recently been improved by adding express trains on the Newark to World Trade Center line and increasing the frequency of weekend service. The Port Authority of New York and New Jersey is also planning to purchase new equipment that will upgrade the aging fleet of rail cars.

Table V-11 PATH CAPITAL PROGRAM FOR JERSEY CITY, 2000 City of Jersey City, N.J.			
<i>Improvement Location</i>	<i>Description</i>	<i>Time Frame</i>	<i>Cost</i>
Journal Square	Installation of a ceiling with upgrades to the lighting, columns and a new tile floor	Start: Sept. 1998 Completion: Dec. 2000	\$15.9 million
Grove Street Station	Demolition of existing canopy and replacement with an aesthetically appealing Victorian style canopy that will complement the surround park layout	Completion: to be determined	\$500,000
Pavonia/Newport	Opening of the existing, unused platform to provide additional capacity at the station with access by a new elevator and additional new staircase	Start: Feb. 2000 Completion: Mar. 2001	\$9 million
<i>Source:</i> Port Authority of New York and New Jersey.			

### Bus Service

The City of Jersey City has a dense network of fixed bus routes that provide access to local and regional shopping destinations, employment centers and community resources as depicted in the Mass Transit Bus Service Map. Bus service is the primary mode of mass transit in Jersey City and bus routes traverse every neighborhood in the City. In 1998, total NJ Transit bus ridership in the City was 63,454. The northern portion of the City is served primarily by NJ Transit while the southern portion of the City is served primarily by private carriers. According to NJ Transit, it operates 18 local, regional and interstate bus routes in the City. The private carriers provide a similar level of regularly scheduled service.

Although the HBLRTS may attract ridership from buses on routes that compete with the light rail line, bus service will remain an integral element of Jersey City's mass transit system. It has certain unique characteristics such as operational flexibility, relatively low cost and limited need for dedicated infrastructure that give it an inherent advantage over other modes of mass transit. As a result, buses can be deployed to provide mass transit virtually anywhere there is a need and an adequate road network. This is the case in Jersey City where buses are the only form of mass transit in neighborhoods such as the Heights and Greenville.

Jersey City has several major bus facilities, however, bus service does not require the extensive dedicated infrastructure that is often necessary for other modes of mass transit. There are two bus

terminals, two park-and-ride facilities and one bus garage as shown in Table V-12. The terminals are major destinations and transfer points that serve the City's primary activity centers and provide connections between bus routes and other modes of mass transit. The park-and-ride facilities are major intermodal transfer stations that connect the bus system to the HBLRTS. The bus garage provides support services necessary to keep the NJ Transit bus fleet in the City operational.

Table V-12 MAJOR BUS FACILITIES, 2000 City of Jersey City, N.J.	
<i>Facilities</i>	<i>Features</i>
<i>Terminals</i>	
Journal Square Transportation Center	Bus shelters, turning area, recovery location
Exchange Place Transit Mall	Bus shelters, turning area, recovery location
<i>Park-and-Rides</i>	
Liberty State Park Station/ Gateway Park-and-Ride	Bus shelters, turning area, recovery location
West Side Avenue Station/ Park-and-Ride	Bus shelters, turning area, recovery location
<i>Garages</i>	
Greenville Garage	Bus repair and storage, capacity of 75 buses
<i>Source:</i> NJ Transit	

*Recommendations*

Jersey City has an extensive bus system, however, there are issues that must be addressed in order to realize its full potential. These include the lack of coordination between public and private bus lines, inadequate transfer capability and uncertainty regarding the impact of the HBLRTS. There is a need for improved scheduling of service, additional timetable information on routes and frequency of service and a simplified fare structure to increase coordination among carriers. There is also a need for enhanced bus to bus and intermodal transfers to make the City's mass transit system fully accessible to passengers. In addition, caution must be exercised in order to preserve intra-City bus service when bus routes are revised to feed the HBLRTS. Such improvements will improve existing bus service and increase ridership.

### Ferry Service

The City of Jersey City has experienced a rebirth in ferry service that complements existing mass transit and expands the transportation alternatives available to commuters. Jersey City is separated from New York City by the Hudson River, which is a formidable barrier to mass transit service linking the two Cities. Prior to the 1960's, the City had an extensive system of trans-Hudson ferry service that linked passenger rail terminals on the Hudson River waterfront to destinations in Manhattan. The ferries were operated by railroads such as the Pennsylvania Railroad, Erie Railroad and Central Railroad of New Jersey as part of their regularly scheduled commuter rail service. These ferries were discontinued as competition from other modes of transportation eroded ridership and the private railroads abandoned passenger rail service. Ferry service was revived in the 1980's as a means of supplementing limited trans-Hudson mass transit capacity and linking redevelopment on the Hudson River waterfront to New York City. Current ferry routes and terminals are shown in the Mass Transit Map. The service, which is privately operated, has been a success and is an important element of the City's mass transit system.

The resurgence over the past decade of trans-Hudson commuting via ferry has provided new opportunities to expand usage of this transit mode. Ferry service between Jersey City 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 commuter demands. With development of the HBLRTS, links between the light rail stations and existing ferry terminals will provide access to Downtown Jersey City employment destinations for residents of New York City.

### Recommendations

Jersey City's ferry system will increase in importance because PATH capacity is limited and the HBLRTS will feed commuters to ferry terminals in Downtown. In order to accommodate projected growth, the levels of service, intermodal transfers and terminal facilities will need to be improved. Some ferry routes only operate during peak commuting periods, which is a potential disincentive to ferry ridership. Ferry operators should be encouraged to provide service during off-peak hours and increase the frequency of service. Transfers from other modes of mass transit such as PATH to ferries are often arduous because of poor connections, inadequate signage and distance. Enhanced physical and visual connections that facilitate intermodal transfers should be promoted. Existing terminal facilities for ferry service have limited amenities or no amenities at all, which is not conducive to ferry use. It is recommended that private ferry operators provide passenger amenities such as enclosed and heated waiting areas, restrooms and commuter-oriented retail to create a pleasant terminal environment.

## **Roads and Highways**

The City of Jersey City has an extensive and well-developed network of roads and highways to meet the transportation needs of residents, businesses, commuters and visitors as shown in the Roadway Network Map. Roads and highways are the foundation of Jersey City's circulation system and represent the most commonly used mode of transportation in the City. The City is, however, less reliant upon roads and highways for mobility and circulation than most other municipalities in Hudson County and New Jersey. According to the 1990 U.S. Census, 51.5 percent of all City residents commuted to work by driving alone or utilizing carpools. In comparison, 57.8 percent of all County residents and 84 percent of all State residents commuted to work by driving alone or utilizing carpools. This reflects the relatively low rate of automobile ownership, the widespread availability of mass transit service and the congested traffic conditions that act as a disincentive to driving. Despite the relatively low rate of automobile usage, Jersey City's roads and highways are consistently congested and are frequently overwhelmed by traffic during peak periods.

### *Recommendations*

Jersey City's road and highway network is aging and its function is constrained by the high volume of local and regional traffic, functionally obsolete infrastructure with limited capacity and dense pattern of development that generates and attracts numerous trips. Although the City cannot build its way out of congestion, there are improvements that have the potential to ameliorate traffic conditions and increase the efficiency of the road and highway network. These include the preservation of existing infrastructure, construction of missing links, selected capacity expansion and the elimination of bottlenecks. There are also opportunities to upgrade the appearance, coordination and hierarchy of the City's road and highway system through the creation of gateways, installation of way-finding signage and implementation of streetscape improvements. Such improvements should incorporate design elements that are conducive to pedestrian and bicycle circulation. In addition, important but underutilized transportation corridors, such as the Bergen Arches, should be further evaluated to determine how they can be improved to provide additional mobility and congestion relief. While these improvements are not a panacea, they will yield an upgraded road and highway system that provides more efficient local circulation while accommodating regional traffic; is distinguished by visually attractive gateways, signage and streetscapes; and benefits from enhanced east-west circulation through the Bergen Arches corridor.

### *Interstate and State Highways*

The City of Jersey City is traversed by multiple interstate and state highways that provide local circulation, limited access to development and connections to the regional and national highway network. The highways are critical elements of the City's transportation system because of their high capacity and design speed, which is necessary to accommodate local and regional transportation demand. They are constrained, however, by aging infrastructure, fixed capacity and steadily increasing traffic volumes. On a

daily basis, the City's highways are used by almost 350,000 drivers traveling to local destinations, New York City and points throughout northern New Jersey. This inevitably results in traffic congestion that inhibits mobility and impacts the quality of life experienced by residents. Improvements to existing highways are necessary in order to address this problem. Recommended actions include upgrading and rehabilitating existing infrastructure, elimination of highway bottlenecks and targeted capacity expansion.

When evaluating Jersey City's road and highway network, it is necessary to understand that traffic conditions are affected by the City's status as a regional through-corridor located on the approaches to New York City. Many of the existing highways have a dual function as local and regional circulation routes. This often results in conflicts that lead to congestion, unsafe conditions and adverse impacts upon residential neighborhoods. Portions of the City's highway network have been targeted for improvements to enhance levels of service, safety and integration with nearby residential neighborhoods. These include the section of U.S. Route 1 and 9T containing the Charlotte and Tonnele Circles, Route 440 from Communipaw Avenue to Danforth Avenue and the Route 139/Bergen Arches corridor.

The Charlotte and Tonnele Circles are major circulation bottlenecks that require redesign and reconfiguration to improve traffic patterns, increase safety and reduce congestion. Route 440 is recommended for improvements that will improve mass transit and pedestrian access including new sidewalks, bus stops and shelters, signage, traffic signals and crosswalks. Route 139 is deteriorating because of heavy usage and aging infrastructure. The State is currently in the midst of a multi-year rehabilitation project, however, other improvements such as enhanced way-finding signage and the placement of a deck over openings in the below-grade highway for green space are recommended. Such improvements may be done in conjunction with plans to reactivate the adjacent Bergen Arches corridor for transportation use.

#### *Bergen Arches Corridor*

The City of Jersey City has emerged as a major commercial center with significant concentrations of office space, retail activity and employment along the Hudson River waterfront in Downtown. Access to the waterfront, however, is constrained by inadequate east-west circulation resulting from limited infrastructure capacity, increased transportation demand and conflicts between regional and local traffic. These conditions make it difficult for commuters, businesses and visitors to reach their destinations and threaten to disrupt economic growth, redevelopment and job creation within the City.

Greater than 18 million square feet of commercial space is projected to be developed by 2020, resulting in greater demands upon the City's transportation system and further compounding the problem of limited east-west circulation. In order to address this situation, additional transportation infrastructure that will increase mobility and support waterfront growth is necessary.

The Bergen Arches is an underutilized transportation corridor that has the potential to provide improved east-west circulation and serve anticipated growth on the Hudson River waterfront. The feasibility of reactivating the Bergen Arches for transportation purposes, especially commute to work trips, should be evaluated. Issues to be addressed include selecting an appropriate transportation mode, the alignment at the eastern and western terminus and ensuring that the corridor is not used as an alternate route to the Holland Tunnel.

The Bergen Arches is an unused former railroad corridor that bisects Jersey City from John F. Kennedy Boulevard in the west to Palisade Avenue in the east as depicted in the Roadway Network Map. It parallels Route 139 and has a length of approximately 4,200 feet, the majority of which is located in a below-grade open cut. The Bergen Arches is one of the few former railroad rights-of-way in the City that have not been redeveloped and used for other purposes. It provides a direct route from the Hudson River waterfront through the Palisades ridge to the regional transportation network in the west. It also provides one of the few opportunities to increase transportation capacity in the City, where available land is scarce, the pattern of development is dense and physical barriers such as the Palisades must be overcome. According to a New Jersey Turnpike Conceptual Study, the Bergen Arches are suitable for transportation use subject to extensive repair and rehabilitation. They have a width of 56 feet, which can accommodate any of the modes of transportation being considered, including a local roadway, regional highway, light passenger rail, freight rail and bus lanes. Although the preferred mode of transportation has not yet been selected, it must have significant east-west capacity to meet projected travel demand along the Hudson River waterfront and provide links to the regional transportation network.

The reactivation of the Bergen Arches represents a unique opportunity for a major infrastructure investment that will expand Jersey City's transportation system, improve east-west circulation, support continued economic growth and enhance the quality of life experienced by residents. Careful planning, however, is required to address the challenges associated with developing such a large transportation project in a densely developed urban environment. These include the location and alignment of the eastern and western terminus, ensuring that the facility serves development along the Hudson River waterfront and potential impacts upon adjacent residential neighborhoods.

There are several potential alignments and terminal points for the Bergen Arches depending upon the mode of transportation selected. These include the New Jersey Turnpike and Allied Junction/Secaucus Transfer in the west and Washington Boulevard via the 6<sup>th</sup> Street and 11<sup>th</sup> Street viaducts in the east. Regardless of mode choice, the key element is providing an alignment and connections that create an east-west link between the waterfront and the regional transportation system. Careful design is necessary to ensure that the Bergen Arches provide access to the Hudson River waterfront, rather than

an alternate route to the Holland Tunnel. The design and alignment should make it difficult, if not impossible, for commuters bound for New York City to utilize the Bergen Arches as a shortcut to the trans-Hudson crossings. Restrictions should be self-regulating, utilizing design features that restrict access to the Holland Tunnel, since enforcement of traffic regulations can vary significantly over time. Careful consideration should be given to preserving the quality of life in residential neighborhoods that border the Bergen Arches in the Heights and Downtown. Potential impacts include noise, vibration, pollution and traffic depending upon the mode of transportation chosen. Adequate buffering, screening, aesthetics and design is encouraged to mitigate these impacts.

Other planned and programmed improvements include:

*Replace Route 1&9T Bridge over Conrail and St. Paul's Avenue*

This project consists of the replacement of the St. Paul's Avenue structure. Significant to this project is its relationship to the Tonnele Circle and the resulting need to redesign and realign the circle. Survey and technical studies are currently underway. The project is currently in the design phase with right-of-way acquisition slated for 2002 and construction to begin in 2004. The estimated construction cost is \$140 million.

*Charlotte Circle Elimination and Tonnele Circle Improvements*

This project includes interim improvements that are designed to improve traffic flow through the Tonnele Circle (Routes 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 of a direct connection from Route 7 to Route 1&9T northbound, two left turn lanes for Route 1&9T southbound, a cut-through for Route 1&9 northbound and the construction of two signalized intersections. The Tonnele Circle will be modified with the reconstruction of the Route 1&9T southbound to Pulaski Skyway connection and other minor ramp improvements. Construction will begin in 2000 and is estimated to cost \$5.343 million.

*Route 7 Bridge over the Hackensack River, Wittpen Bridge*

This project is going through engineering to determine if the limited number of marine vessels using the Hackensack River will allow a replacement bridge to be designed with a lower clearance. This might result in slightly more bridge openings; however, it could result in significant cost savings and make the new bridge easier to design. This design is further complicated by the close proximity of the Tonnele Circle.

*Route 1&9T Corridor Improvements*

This is an ongoing investigation of existing roadway operations along Routes 1&9T between the Tonnele Circle and the Ridgefield Circle. The results of this investigation will lead to the implementation of safety

improvements including resurfacing, signal improvements, intersection improvements and drainage along the corridor.

### *Route 139*

This is a major project that involves the rehabilitation of the 12<sup>th</sup> and 14<sup>th</sup> Street Viaducts that provide access to the Holland Tunnel and the upper and lower roadway between Kennedy Boulevard and Palisade Avenue.

### *Route 185*

There are plans for a new road, known as Route 185, to alleviate existing capacity problems on the regional road system, enhance north-south circulation and increase access to the Port Jersey/Greenville Yards complex. Proposed Route 185, also known as Waterfront Boulevard, would provide a north-south link between Route 169 in Bayonne and Liberty State Park as well as Downtown. The initial portion of this roadway has been constructed from Route 169 in the south to Linden Avenue. However, the section from Linden Avenue north has not been constructed due to the presence of chromium contamination and uncertainty about the alignment. An alignment that closely parallels the New Jersey Turnpike is recommended in order to preserve waterfront property from Port Jersey/Greenville Yards to Liberty State Park. The section of Route 185 from Linden Avenue to Caven Point Road has already been designed; however, construction is currently on hold as the NJDEP negotiates the clean up of chromium within the right-of-way. The delay represents an opportunity to relocate the alignment of this section to the west so it more closely follows the New Jersey Turnpike.

### *County and Local Roads*

The City of Jersey City has a dense network of roads under municipal and Hudson County jurisdiction that provide local circulation, significant access to development and connections to the City's highway network. The majority of these roads are classified as minor arterials, collectors and streets in recognition of their emphasis on land access as well as mobility. The major County and local roads include John F. Kennedy Boulevard, Secaucus Road/Paterson Plank Road, Communipaw Avenue, Montgomery Street, Palisade Avenue and Garfield Avenue. They are an important element of the City's transportation system because they are found in every neighborhood and provide circulation as well as links to activity centers, community resources and residential areas.

The majority of County and local roads in Jersey City were constructed in the 19<sup>th</sup> and early 20<sup>th</sup> centuries and are not designed for current traffic volumes. There are several roads where the traffic volumes approach those of State highways, such as Palisade Avenue, Newark Avenue and Danforth Avenue. They have weekday traffic volume of 21,380, 13,650 and 13,540 respectively. As a result, County and local roads are impacted by traffic congestion, excessive physical deterioration and safety problems. When the roads are located in residential areas, these conditions often diminish the quality of life experienced by residents.

Improvements that preserve existing infrastructure, rationalize the road hierarchy and enhance the residential quality of life are required to address this problem.

There are numerous actions that Jersey City may take in order to address the above-referenced issues. They include the expansion of routine maintenance such as resurfacing, operational improvements such as adding left turn lanes to sections of John F. Kennedy Boulevard, system management upgrades such as elimination of on-street parking on Communipaw Avenue, safety initiatives such as traffic calming and reorganization of the functional classification of roads to create a coherent and efficient local circulation system where roadway design matches traffic conditions. Selected capacity expansion, primarily to eliminate missing links, is recommended where local circulation and safety will be improved. This includes the Jersey Avenue extension to link Downtown to Liberty State Park and Lafayette. There is also an opportunity to restore the balance between vehicular and pedestrian circulation on the County and local road network by improving sidewalks, upgrading intersections, enhancing lighting, adding signage and reducing speed limits on certain facilities.

#### *Jersey Avenue Extension*

The City of Jersey City's Downtown neighborhood is located in close proximity to Liberty State Park, the City's largest and most frequently visited recreational facility. The neighborhood, however, is separated from the Park by the Tidewater Basin and Morris Canal Big Basin. This body of water inhibits access to the Park and serves as a buffer that protects the Van Vorst Park and Paulus Hook Historic Districts.

The residents of Jersey City's Van Vorst Park and Paulus Hook Historic Districts must travel a circuitous route to reach Liberty State Park by traveling west on Grand Street, south on Pacific Avenue and then east on Johnston Avenue. Conversely, commuters traveling to employment destinations on the Hudson River waterfront must divert around the southernmost portions of the Historic Districts because there is no direct access across the Tidewater and Morris Canal Big Basins. This condition is primarily the result of a missing link in the City's local road network where Jersey Avenue terminates at the water's edge. As shown in the Roadway Network Map, the extension of Jersey Avenue is recommended in order to eliminate this missing link and improve local circulation while increasing access to Liberty State Park. Careful consideration must be given to the design, capacity and alignment of the extension in order to preserve the character of the Van Vorst Park and Paulus Hook Historic Districts and promote pedestrian access to Liberty State Park. Any extension should give priority to local circulation over regional access so that traffic volumes and design speed do not approach those of State highways.

Other planned and programmed improvements include:

*Bergen Avenue Resurfacing*

Design is currently underway for the resurfacing of Bergen Avenue from Montgomery Street to Van Nostrand Avenue. The cost for engineering, right-of-way and construction is estimated to be \$1.402 million.

*Central Avenue Rehabilitation*

The project consists of the rehabilitation of Central Avenue from State Highway to Paterson Plank Road. The project is currently under design by the City with an estimated construction cost of \$1.045 million. No schedule has been set for the construction of the project.

*Fourteenth Street Traffic Improvements*

The Port Authority is planning to initiate extensive traffic improvements to 14<sup>th</sup> Street from the Holland Tunnel North Tube exit portal to Jersey Avenue. To be included will be significant aesthetic improvements such as signage and landscaping. The estimated costs of the improvements are \$10 million and are scheduled for completion by the end of 2000.

*Palisade Avenue Rehabilitation*

This project involves the rehabilitation of Palisade Avenue from Newark Avenue to Paterson Plank Road. The design is underway and the cost of engineering, right-of-way and construction is estimated to be \$1.42 million. No scheduled construction date is set for this project.

*Summit Avenue Resurfacing*

The design is currently underway for the resurfacing of Summit Avenue between Newark Avenue and Secaucus Road. The cost of engineering, right-of-way and construction is estimated to be \$1.438 million. No scheduled construction date is set for this project.

*Bridge Rehabilitation of Conrail Viaduct, 12<sup>th</sup> St. Viaduct and 14<sup>th</sup> St. Viaduct and Replacement of the Hoboken Viaduct*

NJDOT is currently in the design phase of a rehabilitation project that will include the Conrail Viaduct, 12<sup>th</sup> Street Viaduct and 14<sup>th</sup> Street Viaduct. The project will provide for deck replacement and superstructure rehabilitation on the 12<sup>th</sup> Street and 14<sup>th</sup> Street Viaducts and complete replacement of the Hoboken Viaduct, as well as deck replacement and superstructure rehabilitation of the Conrail Viaduct. Construction for 12<sup>th</sup> and 14<sup>th</sup> Street is projected for completion in 2004 with an estimated cost of \$65 million and the Hoboken and Conrail Viaducts are scheduled for completion in 2005 at a cost of \$40 million.

### *Improvements to Kennedy Boulevard*

Hudson County has a series of planned improvements along Kennedy Boulevard including the following projects:

- Resurfacing and signage between Sip Avenue and Communipaw Avenue;
- Signal improvements between Lembeck Avenue and Wade Street limits (5 intersections), including a hard wire interconnection of all signals within project limits; and
- Signal improvements between Lexington Avenue and Stevens Avenue (20 intersections), including a hard wire interconnection of all signals within project limits.

### *Greene Street Extension*

State aid money has been obtained to extend Greene Street north from its existing terminus at Christopher Columbus Drive. When constructed the roadway is proposed to be one way northbound with Washington Boulevard (at 2<sup>nd</sup> Street) being converted to handle one way southbound traffic.

### *Secaucus Road Grade Separation*

This project involves the construction of a grade separation carrying Secaucus Road over Routes 1&9T, Conrail and the 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&9T.

## **Freight and Goods Movement**

The City of Jersey City has an intermodal network of freight and goods movements as shown in the Freight and Goods Movement Map.

### *Portway*

Portway is a New Jersey Department of Transportation project to improve and expand access, intermodal connections and transportation infrastructure within the Port of New York and New Jersey. The project targets two sections of Jersey City; the Port Jersey/Greenville Yards complex and the Croxton Yard/U.S. Route 1 and 9T corridor in the northwest section of Jersey City. The proposed improvement phases are as follows:

- Phase 1 (Port to Croxton Yard): Rail yard relief segment and improved links to the NJ Turnpike, Exit 15; Major elements in Jersey City include reconstruction of the Route 7 lift bridge over the Hackensack River, redesign of the Charlotte and Tonnele Circles, a new roadway to Croxton Intermodal Terminal and a new bridge on U.S. Route 1 and 9T over Saint Paul's Avenue.

- Phase 2 (North Bergen-Little Ferry Extension): northern Route 1&9T relief segment;
- Phase 3 (Bayonne Extension): Port improvements phase including a new New Jersey Turnpike ramp and port access route improvements; Major elements in Jersey City include a new truck only interchange on the New Jersey Turnpike and improved freight rail infrastructure.
- Phase 4 (Portway South): Improvements to Route 1&9 southern corridor.

Currently there is \$8.0 million in the project development phase of the project over the next three years. The design is projected to continue in 2003 and 2004 at a cost in the range of \$20.0 million.

### **Bicycle and Pedestrian Circulation**

The City of Jersey City is currently preparing a Bicycle Plan. The Plan is intended to identify key issues, address necessary improvements and provide a framework for the development of a safe and efficient bicycle and pedestrian network. It is recognized that improved bicycle and pedestrian circulation will enhance the City's quality of life, provide increased access to key activity centers and facilitate the development of a fully intermodal transportation system. The Bicycle Master Plan, when completed, will be an independent document, but its goals are summarized as follows:

1. Encourage bicycle use in the City.
2. Reduce conflicts between bicycles, motor vehicles, and pedestrians.
3. Encourage bicycle tourism.

The Route 440 corridor is currently targeted for bicycle and pedestrian improvements which will be incorporated into a Route 440 Bicycle and Pedestrian Plan. These improvements are necessary and should be supported given the corridor's proximity to the West Side and Greenville neighborhoods, the existence of numerous shopping and employment destinations and unsafe conditions for those without an automobile. The major issues in the Route 440 corridor are:

1. The existence of a "vehicle dominant" environment characterized by auto-oriented design, high traffic volumes, excessive speed and inadequate bicycle and pedestrian facilities.
2. Route 440 serves as a barrier that separates residential neighborhoods to the east, where trips originate, from shopping and employment to the west, where trips are destined.
3. The lack of adequate pedestrian facilities that results in safety conflicts because pedestrians cross Route 440 without regard for safety rules.

The ultimate goal of the Plan is to create a "pedestrian first" environment in the Route 440 corridor. Infrastructure improvements, signage and traffic calming measures and regulations that support this goal

are recommended. Enhanced mass transit service and facilities, including bus, that complement pedestrian and bicycle access, are also recommended.

The City of Jersey City has an extensive pedestrian circulation network and a dense pattern of development that is conducive to walking. Pedestrian circulation is an important and overlooked element of the City's transportation system. More than 10 percent of residents walk to work according to the 1990 U.S. Census. Pedestrian facilities provide access to local activity centers, community facilities, mass transit and residential neighborhoods. Improvements that upgrade pedestrian infrastructure, increase pedestrian safety and facilitate pedestrian circulation are encouraged. These include expanded sidewalks, traffic calming measures, pedestrian scale lighting and way-finding signage.

## **VI. UTILITY PLAN ELEMENT**

### **INTRODUCTION**

The City of Jersey City has a comprehensive utility infrastructure that reflects its status as a major urban center with a large residential, commercial and industrial base as shown on the Utilities Map. The public utility system consists of water, stormwater management, sanitary sewer, solid waste, recycling and high technology facilities. The majority of the City is served by public utilities, except for portions of the Hackensack Meadowlands District and Hudson River/Upper New York Bay waterfront that are vacant or undeveloped.

Jersey City's utility infrastructure is aging because large portions of it were constructed in the first half of the twentieth and the latter half of the nineteenth centuries when the City was a developing industrial center. This is especially true for the inner core area of the City and parts of Downtown, which contain older residential and commercial development served by aging utilities. The more recent waterfront redevelopment along the Hudson River and Upper New York Bay has benefited from new utilities installed in these areas, which were formerly industrial with limited infrastructure.

The major issues with regard to Jersey City's utilities are the preservation of existing infrastructure, the selective replacement of deteriorated or outmoded infrastructure and the expansion of infrastructure to under-served areas in order to support redevelopment. In particular, the existence of combined sewers and combined sewer outfalls that contribute to flooding and water pollution are a continuing problem. There is also a need to accommodate high technology infrastructure in a coordinated and efficient manner.

### **EXISTING CONDITIONS**

The City of Jersey City's utility infrastructure is older and much of it is in need of rehabilitation, however, funding constraints limit the City's ability to make improvements. This was identified as an issue in the 1992 Master Plan Reexamination Report, which concluded that "Jersey City's aging urban infrastructure requires a host of on-going maintenance and improvement programs to meet the needs of the City... and improve environmental quality."<sup>12</sup> In response, the City has adopted an incremental approach to utility needs by providing maintenance and improvements over the long-term as resources are made available through the capital program.

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<sup>12</sup> *Master Plan Reexamination Report*; Jersey City Planning Board; 1992; p.14.

## Water Service

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.

Table VI-1 WATERSHED CHARACTERISTICS, 2000 City of Jersey City, N.J.	
<i>Water Supply Characteristics</i>	<i>Number (gallons)</i>
Reservoir Storage Capacity	11.4 billion
Total Treatment Capacity	80 million
Average Daily Use	38 million
<i>Source:</i> Jersey City Municipal Utilities Authority	

## Sanitary Sewers

Jersey City's system of sanitary sewers and associated facilities is owned and operated by the Jersey City Municipal Utility Authority. The majority of the City is served by combined sewers that were originally installed in the late nineteenth and early twentieth centuries. When the combined sewers reach 160 percent of capacity, overflows are discharged into the nearest waterway through combined sewer outfalls. This results in water pollution during periods of heavy rain since the overflows are untreated and carry a significant number of contaminants. The City has used a State grant to plan and design a solution to this problem, however, funding for implementation is not available at present. State assistance is necessary since there are 29 combined sewer outfalls in the Hudson River, Hackensack River and Upper New York Bay. The City is addressing this problem in areas where new development is occurring, such as the Hudson River waterfront, by requiring sewers to be separated.

Jersey City's wastewater is treated at the Passaic Valley Sewerage Commission (PVSC) treatment plant in Newark, as shown in Table VI-2. All wastewater undergoes secondary treatment in accordance with the federal Clean Water Act and Water Pollution Control Act. The City converted its two sewage treatment plants, East Side and West Side, into pumping stations to convey wastewater to the PVSC plant. The pumping stations connect to a pipeline across Newark Bay that was constructed by the Hudson County Utilities Authority. The plant has a design capacity of 330 million gallons per day and current dry weather volume is approximately 265 million gallons per day. The City sends an average of 48.6 million gallons of wastewater per day to the plant and is authorized to send up to 55 million gallons of wastewater per day to the plant. The pumping stations, pipeline and PVSC plant have sufficient capacity to handle the wastewater flows generated by Jersey City well into the future. The City's combined sewer collection system is a problem, however, because it is old and undersized. It lacks sufficient capacity to handle peak wastewater flows, especially during periods of heavy rain.

Table VI-2 MAJOR SANITARY SEWER AND STORMWATER FACILITIES, 2000 City of Jersey City, N.J.	
<i>Facility</i>	<i>Location</i>
East Side Pumping Station	Phillip Street
West Side Pumping Station	555 Route 440 at foot of Culver Avenue
Pump Station #1	North Pulaski Street and Route 169
Pump Station #2	Port Jersey Boulevard and Route 169
Pump Station #3	Caven Point Road
Pump Station #4	Wayne Street and Merseles Street
Pump Station #5	Paterson Plank Road and Congress Street
PVSC Treatment Plant	600 Wilson Avenue, Newark
<i>Source:</i> Jersey City Municipal Utilities Authority.	

### **Stormwater Management**

Jersey City's unique topography and aging infrastructure make it difficult to achieve adequate stormwater management. Large sections of the City along the Hudson River, Hackensack River and Upper New York Bay are in flood hazard areas because they are less than 10 feet above sea level. These low-lying areas are susceptible to flooding caused by high tides during severe coastal storms. They also have poor drainage because of their low elevation and are prone to flooding during periods of heavy rain. The problem is most severe when high tides coincide with heavy rain and overwhelm the sewer system.

Jersey City's old and deteriorating combined sewer system contributes to stormwater management problems. The combined sewers are adequate during dry weather but often lack the capacity to carry stormwater and wastewater flows during severe weather. They are designed to discharge untreated and polluted water into the nearest waterway when they reach 160 percent of dry weather capacity. This problem can be addressed by separating the existing combined sewer system, however, the expense of this solution and the disruption it would cause make it impractical.

Jersey City has designed improvements to the combined sewer outfalls that would reduce flooding and, in turn, the discharge of polluted stormwater. State grant assistance is necessary for implementation since the cost of improving the combined sewer outfalls ranges from \$15 to \$50 million. At present, the only assistance available to Jersey City is in the form of loans from the State Wastewater Trust Fund.

### **Solid Waste**

Jersey City's solid waste disposal system is under the jurisdiction of the Jersey City Incinerator Authority. The Incinerator Authority no longer owns any solid waste facilities and contracts with private firms to collect and dispose of the City's solid waste. The Incinerator Authority currently has a contract with Hudson Jersey Sanitation Company, a subsidiary of Eastern Environmental Services, for the collection and disposal of all solid waste generated within the City.

Jersey City's solid waste is hauled to a licensed transfer station under contract with the Hudson County Improvement Authority and is shipped to the County's out of state disposal site at Alliance Landfill in Taylor, Pennsylvania. The Incinerator Authority, through its contractors, collected 107,312 tons of solid waste during the 1997-1998 fiscal year. This represents approximately 300 tons of solid waste generated each day. The Incinerator Authority is also responsible for the disposal of demolition debris, street sweeping, collection of trash from litter baskets and snow removal. The City's solid waste disposal system may be affected by the interstate commerce issues raised in the Atlantic Coast case, however, it is unclear what changes, if any, will occur in the future.

### **Recycling**

Jersey City's recycling program is operated by the Jersey City Incinerator Authority in accordance with the Hudson County Solid Waste Management Plan. The Incinerator Authority contracts with Hudson Jersey Sanitation Company for the curbside collection of all newspaper, mixed newsprint and co-mingled glass, metal and plastic materials in the City. The recycling amounts for selected materials are shown in Table VI-3. The Incinerator Authority also operates a recycling drop-off center at its facility located at 501 Route 440. The materials recycled at the drop-off center include used motor oil, motor oil filters, anti-freeze, newspaper, mixed paper, corrugated cardboard, glass, metals, plastic, leaves, Christmas trees, tires and

paint. Jersey City's overall recycling rate is approximately 30 percent of the total solid waste stream generated in the City.

Table VI-3 RECYCLING VOLUMES FOR SELECTED MATERIALS, 2000 City of Jersey City, N.J.	
<i>Material</i>	<i>Amount Recycled</i>
Mixed Residential Paper	1,000 tons per month
Co-mingled Materials	550 tons per month
Refrigerators & Air Conditioners	2,805 units per year
Yard Waste	1,931 cubic yards per year
Woodchips	4,662 cubic yards per year
Mixed Concrete	2,331 cubic yards per year
Tires	800 tons per year
Leaves	1,000 cubic yards per year
<i>Source:</i> Jersey City Incinerator Authority.	

## UTILITY PLAN

### Public Water Supply

The City of Jersey City is serviced, in its entirety, by public water stored in northwestern New Jersey and transmitted to the City via an aqueduct. As shown in Table VI-4, the City's water is stored at the Boonton Reservoir in Boonton and Parsippany-Troy Hills and the Split Rock Reservoir in Rockaway. These facilities have a water storage capacity of 8.1 billion gallons and 3.3 billion gallons, respectively. All water is treated at the Water Treatment Facility in Parsippany-Troy Hills and transported to the City through an aqueduct system. Once in the City, water is delivered to users through an underground transmission and distribution network. Other water facilities include a pump station and 5 million gallon storage tank on Troy Street at the former Reservoir #2 site in the Heights. The storage tank primarily serves users in Downtown. The City's public water system has sufficient capacity to meet the current and future demand of residents, businesses, municipal customers and other users.

Jersey City's water is provided by the Jersey City Municipal Utilities Authority, which oversees the public water supply. In 1996, the City granted United Water Company of Hackensack a franchise to operate and manage the water system. Jersey City retains ownership of the system, however, United Water Company is responsible for numerous functions including water treatment and delivery, facility maintenance, billing and collection. This arrangement enables the City to take advantage of United Water Company's technology and economies of scale to increase the efficiency of the water system.

The primary issues confronting the Jersey City public water system as it enters the next century are protection of the watershed and reservoirs as well as preservation and improvement of existing storage, treatment and distribution facilities. The Boonton and Split Rock Reservoirs are located in the path of development in fast-growing Morris County. Residential and commercial development are encroaching on the reservoirs and the rivers and streams that feed them. In order to protect the integrity of the public water supply, it is recommended that adequate open space buffers be maintained around the reservoirs and their feeder tributaries. Coordination between the State, City and municipalities that host the reservoirs on land use policies is also encouraged. The City's existing water treatment and distribution facilities are aging and in need of repair or renovation. The Municipal Utility Authority has a long-term program to rehabilitate water supply facilities and extend water service to undeveloped areas along the Hudson River. The planned improvements include the construction of a sludge dewatering facility, cleaning and relining of water mains, rehabilitation of the aqueduct tunnel system and the replacement of large water valves. These initiatives should be expanded and accelerated to preserve the public water supply infrastructure.

Table VI-4 PUBLIC WATER SUPPLY FACILITIES, 2000 City of Jersey City, N.J.	
<i>Facility</i>	<i>Location</i>
Boonton Reservoir/Dam	Boonton, Parsippany-Troy Hills
Split Rock Reservoir/Dam	Rockaway
Jersey City Water Treatment Facility	Parsippany-Troy Hills
Jersey City Aqueduct	Rockaway, Boonton, Parsippany-Troy Hills to Jersey City
Water Storage Tank	Reservoir #2/Troy Street
Pump Station	Reservoir #2/Troy Street
<i>Source:</i> Jersey City Municipal Utilities Authority.	

### **Sanitary Sewers/Wastewater Treatment**

The City of Jersey City is served by an extensive system of sanitary sewers that transmit wastewater to the Passaic Valley Sewerage Commission (PVSC) treatment plant in Newark. Jersey City's sanitary sewer service area encompasses most areas of the City with the exception of certain parts of the Hackensack Meadowlands District, Hudson River/Upper New York Bay waterfront and Hackensack River waterfront that are vacant or undeveloped. Any development which occurs along the Hudson and Hackensack Waterfront will be served by the City. According to the 1990 U.S. Census, more than 99

percent of all households in the City are served by public sanitary sewers and wastewater treatment. A similarly high percentage of commercial and industrial establishments are served by public sanitary sewers and wastewater treatment. The City has sufficient treatment capacity to process current wastewater flows. According to the Jersey City Municipal Utilities Authority, the City transmits an average of 48.6 million gallons of wastewater per day to the PVSC treatment plant and is authorized to transmit up to 55 million gallons of wastewater per day. Careful planning is required to determine if the City's sanitary sewer and wastewater treatment system is adequate to support future redevelopment.

Jersey City is experiencing significant redevelopment that will generate additional wastewater flows and increase the demand upon existing sanitary sewer and wastewater treatment infrastructure. As shown in Table VI-5, the City currently utilizes 88.4 percent of its wastewater flow allocation from the PVSC. By 2020, continuing redevelopment is expected to create 17,432 additional housing units, 18,829,500 square feet of additional commercial space and 2,416,240 square feet of additional industrial space. This will increase current wastewater flows by 4.4 million gallons per day from 48.6 million gallons to 53 million gallons. This represents growth of 9.1 percent over current levels and will increase the City's PVSC wastewater allocation utilization to 96.4 percent.

Although Jersey City appears to have sufficient wastewater treatment capacity to accommodate future growth, there is very little surplus capacity available in the event of unanticipated redevelopment or periods of severe weather when flows increase due to stormwater. Consideration should be given to negotiating with the PVSC for an increase in the City's wastewater flow allocation. Planning should also be done to prepare for the wastewater flow increases that will be generated by redevelopment and to expand the capacity of the City's combined sewer system to convey such flows to the PVSC.

Table VI-5 PROJECTED WASTEWATER FLOWS, 2000 TO 2020 City of Jersey City, N.J.	
<i>Category</i>	<i>Number</i>
<i>Existing</i>	
PVSC Wastewater Allocation	55.00 m.g.d.
Wastewater Flows to PVSC	48.60 m.g.d.
Rate of Wastewater Allocation Usage	88.40 %
<i>Projected Addition*</i>	
Residential Wastewater Flows	1.74 m.g.d.
Commercial/Industrial Wastewater Flows	2.66 m.g.d.
Total Additional Wastewater Flows	4.4 m.g.d.
<i>Total Projected</i>	
PVSC Wastewater Allocation	55.00 m.g.d.
Wastewater Flows to PVSC	53 m.g.d.
Rate of Wastewater Allocation Usage	96.36 %
*Projected Addition is based upon anticipated development through 2020. For residential development, 17,432 residential units are projected and a multiplier of 100 gallons/unit is used (17,432 X100 = 1.74 mgd). For non-residential development, 18,829,500 square feet of commercial space and 2,416,240 square feet of industrial space and a multiplier of .125 are used (21,245,740 X .125 = 2.66 mgd).	
<i>Source:</i> Jersey City Municipal Utility Authority	

The primary constraint upon Jersey City's sanitary sewer and wastewater treatment system is the existence of combined sewers that serve most areas of the City. This system has a dual purpose, the collection of wastewater and stormwater, and is aging and undersized. It lacks sufficient capacity to handle peak wastewater flows during inclement weather when it is overwhelmed by an increase in stormwater volume. This results in the discharge of contaminated wastewater into local bodies of water including the Hudson River, Upper New York Bay and Newark Bay. This situation is not unique to Jersey City. There are other urban municipalities in Hudson County and elsewhere in the State that have similar problems with combined sewer systems.

Jersey City has developed a plan that addresses the problem of combined sewers, however, implementation is cost-prohibitive and requires State assistance. As a consequence, the City is taking an incremental approach to addressing the limitations of its combined sewer system. The City is spending \$10 million to reduce the number of combined sewer outfalls that discharge into local bodies of water from 29 to 24, as shown in Table VI-6. Additional reductions are planned in the future as funding

becomes available. The City plans to improve sewers on Secaucus Road, extending the Mill Creek sewer outfall and constructing new sewers on Fisk Street, Carbon Place and Water Street.

Table VI-6 JERSEY CITY MUA PROGRAMMED SEWER IMPROVEMENTS, 2000-2003 City of Jersey City, N.J.	
<i>Project</i>	<i>Estimated Total Cost (\$)</i>
Sewer Construction-Fisk Street, Carbon Place, Water Street	7 million
Sewer Relining-Martin Luther King Drive	1.2 million
Sewer Improvements-Secaucus Road	5 million
Sewer Outfall Extension-Mill Creek	4.6 million
Combined Sewer Outfall Screen Construction	10 million
<i>Source:</i> 1998 Jersey City MUA Capital Budget	

Jersey City also requires new development to be served by separate sanitary sewer and stormwater systems. As redevelopment accelerates, this provision will upgrade the overall quality and capacity of the City's sanitary sewer and wastewater system. It is recommended that Jersey City, in conjunction with the County and other similarly affected municipalities, advocate for increased State and federal grant funding to improve combined sanitary sewer systems.

### **Stormwater Management**

The City of Jersey City maintains an extensive stormwater management system to carry water away from developed areas of the City during periods of inclement weather. The system is designed to collect, distribute and release water that might otherwise cause flooding and other adverse conditions. It consists primarily of surface inlets for the intake of water, subsurface pipes for the transmission of water and outlets for the safe discharge of water. In general, the eastern half of the City drains towards the Hudson River and Upper New York Bay and the western half of the City drains towards the Hackensack River and Newark Bay. The City's stormwater management system discharges into these bodies of water.

Since Jersey City has a largely combined sewer system, the issues affecting stormwater management are similar to those affecting sanitary sewers and wastewater treatment. The sewer system is aging and undersized, which limits its capacity to adequately process stormwater. This results in localized flooding during periods of heavy rain when the volume of water exceeds the system's capacity to convey it to discharge points along the eastern and western waterfronts. This problem is most acute in low-lying areas that have poor natural drainage and are prone to flooding during periods of high tide. This includes

most areas along the Hudson River, Upper New York Bay, the Hackensack River and Newark Bay. Efforts to improve the combined sewer system and expand the areas served by separate stormwater and sanitary sewers should be encouraged and expanded. The City's Federal Emergency Management Agency (FEMA) flood maps have been revised to reflect changes in elevations in new developments based on Developers' application and submittal of as-built surveys showing that the developed areas are no longer in flood hazard areas.

### **Solid Waste and Recycling**

The City of Jersey City provides solid waste collection and recycling services under contract with a private waste hauler. Such an arrangement permits significant operational flexibility and efficiency gains in providing this essential service. The City currently generates approximately 300 tons of solid waste per day, which translates into more than 100,000 tons of solid waste that must be disposed of annually. The City has divested itself of solid waste facilities and relies upon its designated contractor for trash collection, transportation to a licensed transfer station and shipment to an out-of-state landfill for ultimate disposal. This system is expected to continue for the foreseeable future, especially in light of the Atlantic Coast case, which permits counties and municipalities to realize cost savings by disposing of their solid waste in out-of-state landfills.

An emerging regional issue that warrants further attention is New York City's plan to close the Fresh Kills landfill in 2001 and transport its solid waste to out-of-state disposal sites. New York's short-term plan calls for trucking solid waste across the Hudson River crossings, possibly through Jersey City, to the Essex County Incinerator in Newark and other out-of-state disposal sites. This plan should be monitored to ensure that the City's interests are protected. All trucks used to transport solid waste across the Hudson River should be confined to the interstate highway system to limit adverse impacts upon the City's residential neighborhoods and commercial districts.

Jersey City also operates a comprehensive recycling program that reclaims a broad range of glass, metals, paper and newsprint as well as durable goods including air conditioners, refrigerators and other metal products. The recycling program reduces the City's solid waste stream, yielding environmental benefits and reducing disposal costs. Collection services are provided by a private waste hauler while the Jersey City Incinerator Authority acts in the capacity of recycling coordinator. There is also a recycling drop-off center at the Incinerator Authority facility located at 501 Route 440. Overall, the City has achieved a 30 percent recycling rate with the majority of this amount, or 20 percent, coming from residential curbside collection.

**High Technology Infrastructure**

The City of Jersey City has a significant high technology infrastructure that is largely concentrated in Downtown and Journal Square. This infrastructure includes fiber optic data lines, wireless telecommunication facilities, digital switching stations and internet operations often referred to as “cyber hotels.” The further development of high technology infrastructure is encouraged, however, there is a need for increased coordination and planning to ensure adequate service, maximize efficient use of limited resources and minimize disruption to neighborhoods.

A recurring issue with high technology infrastructure is the demand for redundant facilities and limited cooperation between competing firms and service providers. Careful consideration should be given to revising the zoning ordinance to promote common facilities, increased sharing of infrastructure and co-location.

## **VII. COMMUNITY FACILITIES PLAN ELEMENT**

### **INTRODUCTION**

The City of Jersey City has experienced a broad-based revival since 1980 that has been characterized by renewed population growth, significant redevelopment and large employment gains. This trend has also been accompanied by an improved quality of life for the City's residents, workers and visitors. In order to solidify these gains and further enhance its reputation as a desirable place to live and work, the City has made addressing quality of life issues a priority. A variety of initiatives ranging from the renovation of parks to the establishment of Special Improvement Districts have been undertaken for this purpose. There are few actions, however, that have as significant an impact upon the quality of life as the provision of community facilities. Such facilities have a direct relationship to the availability and adequacy of public services and, therefore, to the quality of life experienced by residents, workers and visitors. Accordingly, the City has made community facilities a central element of its quality of life campaign.

Jersey City's planning implicitly and explicitly recognizes the importance of community facilities to the quality of life in a municipality. The City's vision for the future is of a community of neighborhoods that supports a high quality of life for its residents. This vision is to be realized through multiple goals, including the increased availability of community resources through an efficient system of shared City-wide facilities and residential area-specific facilities. The City-wide community facilities include emergency services, large parks, the main library, hospitals, colleges and universities and waterfront amenities. The residential area-specific community facilities include schools, neighborhood parks, community and senior centers serving each ward, branch libraries and day-care facilities. These facilities provide a broad range of public services including police and fire protection, education, health care, recreation and civic meeting space that are essential to the livability, stability and quality of life in dense urban areas such as Jersey City. Ultimately, it is the City's intent to develop a comprehensive infrastructure of modern and highly accessible community resources with a core group of facilities that serve the entire City and a network of facilities that serve individual neighborhoods. This will enable the City to provide larger, specialized community facilities in a central location, such as Journal Square, while providing smaller, basic community facilities in the neighborhoods.

### **EXISTING CONDITIONS**

The City of Jersey City has an extensive system of community facilities befitting its status as the second largest city in the State. The City's community facilities make an important contribution to the quality of life and are generally adequate to serve existing residents, businesses and visitors. However, many facilities are aging, obsolete and in need of repairs. The 1966 Master Plan recommended improvements to school, police, fire department, library and park facilities. The 1992 Master Plan Reexamination Report

identified a needs assessment and location study for all community facilities as a priority.<sup>13</sup> Although the City has not undertaken such a study, existing community facilities are improved and new community facilities are constructed as funding becomes available.

### **Educational Facilities**

Jersey City has a broad range of educational facilities to serve residents of the City, County and State. They include public and private elementary schools, high schools, vocational schools, colleges and universities as shown on the Education Facilities Map. The choice of educational institutions in the City has increased since the 1966 Master Plan with the creation of charter schools, McNair/Academic High School, Hudson County Community College and the Hudson County Schools of Technology.

#### *Jersey City Public Schools*

Jersey City has a comprehensive public school system that provides education for 31,574 students<sup>14</sup> in kindergarten through grade 12 (K-12). In addition, the school system operates pre-kindergarten, alternative education and adult education programs. As shown in Table VII-1, there are 41 school facilities in neighborhoods throughout the City. The facilities include 30 elementary schools, 1 intermediate school, 5 secondary schools and 5 specialized schools. The school system also leases School 36 to the State for the A. Harry Moore School for Crippled Children and uses School 35 for the Jersey City Learning Center.

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<sup>13</sup> *Master Plan Reexamination Report*; Jersey City Planning Board; 1992; p.6.

<sup>14</sup> 1998 data from the Jersey City Public School District.

Table VII-1  
PUBLIC SCHOOL FACILITIES, 2000  
City of Jersey City, N.J.

<i>Key #</i>	<i>School</i>	<i>Enrollment*</i>	<i>Address</i>	<i>Neighborhood</i>
<i>Elementary/Intermediate</i>				
1	PS 12, Julia A. Barnes	494	91 Astor Place	Bergen
2	PS 14, Ollie Culbreth, Jr.	645	153 Union Street	Bergen
3	PS 15, Whitney M. Young, Jr.	1,116	135 Stegman Street	Bergen
4	PS 29	370	123 Claremont Avenue	Bergen
5	PS 41, Fred W. Martin	950	59 Wilkinson Avenue	Bergen
6	PS 16, Cornelia F. Bradford	400	96 Sussex Street	Downtown
7	PS 22	1,101	264 Van Horne Street	Lafayette
8	PS 3, Frank Conwell	528	70 Bright Street	Downtown
9	PS 37, Rafael de J. Cordero	794	158 Erie Street	Downtown
10	PS 5, Dr. Michael Conti	798	182 Merseles Street	Downtown
11	PS 9, The Kennedy School	677	222 Mercer Street	Downtown
12	PS 20	580	160 Danforth Avenue	Greenville
13	PS 30, Alexander D. Sullivan	784	171 Seaview Avenue	Greenville
14	PS 34	829	1830 Kennedy Boulevard	Greenville
15	PS 38, James F. Murray	955	339 Stegman Parkway	Greenville
17	PS 25, Nicolaus Copernicus	1,354	3385 Kennedy Boulevard	Heights
18	PS 27, Alfred E. Zampella	1,162	201 North Street	Heights
19	PS 28, Christa McAuliffe	1,244	167 Hancock Avenue	Heights
20	PS 8	1,217	96 Franklin Street	Heights
21	PS 11, Dr. Martin Luther King, Jr.	841	886 Bergen Avenue	Journal Square
22	PS 23, Mahatma K. Gandhi	1,256	143 Romaine Avenue	Journal Square
23	PS 31, Anthony J. Infante	159	3055 Kennedy Boulevard	Journal Square
24	PS 42, Constance P. Nichols	194	700 Newark Avenue	Journal Square
25	PS 6, Jonathan W. Wakeman	1,031	100 St. Paul's Avenue	Journal Square
26	PS 1	361	128 Duncan Avenue	West Side
27	PS 17, Joseph H. Brensinger	1,239	600 Bergen Avenue	West Side
28	PS 24, Chaplain Charles A. Walters	1,122	220 Virginia Avenue	West Side
29	PS 32	---	16 Bentley Avenue	West Side
30	PS 33	394	362 Union Street	West Side
31	PS 39, Dr. Charles P. Defuccio	679	214 Plainfield Avenue	West Side

Table VII-1 (cont.) PUBLIC SCHOOL FACILITIES, 2000 City of Jersey City, N.J.				
Key #	School	Enrollment*	Address	Neighborhood
<i>Intermediate</i>				
16	PS 40, Ezra L. Nolan	642	88 Gates Avenue	Greenville
<i>Secondary</i>				
1	Lincoln H.S.	1,343	60 Crescent Avenue	Bergen
2	Ferris H.S.	1,520	35 Colgate Street	Downtown
3	McNair/Academic H.S.	489	123 Coles Street	Downtown
4	Snyder H.S.	1,197	239 Bergen Avenue	Greenville
5	Dickinson H.S.	2,584	2 Palisades Avenue	Journal Square
<i>Specialized</i>				
1	The Academy I	456	Snyder Annex 209 Bergen Avenue	Greenville
*	The Academy II	---	McNair/Academic H.S 123 Coles Street	Downtown
2	Regional Day School	124	425 Johnston Avenue	Lafayette
3	Visual Performing Arts H.S.	N/A	New Jersey City University 2039 Kennedy Boulevard	Greenville
**	Liberty H.S.	50-400	Journal Square	Journal Square
4	Jersey City Learning Center	N/A	299 Sip Avenue	Journal Square
5	Occupational Center	N/A	119 Newkirk Street	Journal Square
* 1998-99 enrollment provided by the Jersey City Public Schools.				
* Located at McNair Academic H.S.				
** Located in Journal Square				
Source: Jersey City Public Schools, 1999.				

The Jersey City public school system has experienced an enrollment decrease since 1966-67, as shown in Table VII-2. The decreases are the result of demographic trends in the City including population loss and the aging of the population. School enrollment decreased from 36,582 in 1966-67 to 31,574 in 1998-99. This represents a decline of 5,008 students or approximately 14 percent during the period. The overall decline, however, masks an increase in school enrollment since 1990 that coincides with the City's renewed population growth. School enrollment increased from 28,511 in 1990-91 to 32,238 in 1997-98. This is a gain of 3,727 students or approximately 13 percent since 1990. School enrollment decreased from 32,238 in 1997-98 to 31,574 in 1998-99. A decline is largely attributed to public school students enrolling in several of the new charter schools that have recently opened in the City. Despite this, public

school enrollment is projected to increase over the next several years because of continued population growth and residential development.

Table VII-2 PUBLIC SCHOOL ENROLLMENT TRENDS, 1966 TO 1999 City of Jersey City, N.J.			
<i>Academic Year</i>	<i>Enrollment</i>	<i>Change, 1966 – 1999</i>	
		<i>Number</i>	<i>Percent</i>
1966-67	36,582	---	---
1970-71	38,351	1,769	5
1980-81	32,564	-5,787	-15
1990-91	28,511	-4,053	-12
1997-98	32,238	3,727	13
1998-99	31,574	-664	-2

*Source:* Jersey City Public Schools.

Jersey City's public school enrollment trends have affected each school differently depending upon the type of facility, neighborhood population and changes in attendance zones. As shown in Table VII-3, 7 schools experienced an enrollment increase and 27 schools experienced an enrollment decrease between 1970-71 and 1998-99. In addition, Schools 2, 18 and 35 were closed during this period. The largest enrollment gains occurred at School 17 in West Side, School 25 in the Heights and School 28 in the Heights. Their enrollment increased by 78 percent, 36 percent and 41 percent respectively. In contrast, the largest enrollment declines occurred at School 9 in Downtown, School 29 in Bergen and Snyder High School in Greenville. Their enrollment decreased by 54 percent, 62 percent and 57 percent respectively.

The City's enrollment growth from 1970-71 to 1998-99 was concentrated in the Heights and Journal Square. During this period, 3 schools in the Heights and 2 schools in Journal Square experienced enrollment gains. This represents 71 percent of all schools that had enrollment growth. In addition, one school in Downtown and one school in West Side experienced enrollment growth during this period. In contrast, enrollment declines have affected every neighborhood in the City with varying degrees of severity. Between 1970-71 and 1998-99, 7 schools in Downtown/Lafayette, 6 schools in Bergen and 6 schools in Greenville experienced a decrease in enrollment. There were also 4 schools in Journal Square, 4 schools in West Side and 1 school in the Heights that had enrollment declines during this period. This trend has reversed itself in recent years, however, and 21 schools have experienced enrollment increases since 1990.

Table VII-3  
PUBLIC SCHOOL ENROLLMENT BY SCHOOL, 1970 TO 1999  
City of Jersey City, N.J.

Key #	School	1970-71	1980-81	1990-91	1998-99	Change, 1970 - 1999	
						Number	Percent
<i>Elementary</i>							
1	PS 1	---	---	---	361	---	---
2	Number 2	419	297	---	---	---	---
3	PS 3, Frank Conwell	1,009	720	508	528	-481	-48
4	PS 5, Dr. Michael Conti	599	669	714	798	199	33
5	PS 5, Jonathan W. Wakeman	1,098	938	771	1,031	-67	-6
6	PS 8	1,334	1,121	1,248	1,217	-117	-9
7	PS 9, The Kennedy School	1,470	748	633	677	-793	-54
8	PS 11, Dr. Martin Luther King, Jr.	1,061	779	951	841	-220	-21
9	PS 12, Julia A. Barnes	648	820	534	494	-154	-24
10	PS 14, Ollie Culbreth, Jr.	1,092	844	840	645	-447	-41
11	PS 15, Whitney M. Young, Jr.	1,343	1,299	975	1,116	-227	-17
12	PS 16, Cornelia F. Bradford	421	501	372	400	-21	-5
13	PS 17, Joseph H. Brensinger	698	679	951	1,239	541	78
14	Number 18	345	263	---	---	---	---
15	PS 20	985	720	658	580	-405	-41
16	PS 22	1,771	1,193	1,226	1,101	-670	-38
17	PS 23, Mahatma K. Gandhi	1,041	825	1,060	1,256	215	21
18	PS 24, Chaplain Charles A. Watters	1,274	923	942	1,122	-152	-12
19	PS 25, Nicolaus Copernicus	996	1,087	1,006	1,354	358	36
20	PS 27, Alfred E. Zampella	903	885	835	1,162	259	29
21	PS 27, Christa McAuliffe	884	814	972	1,244	360	41
22	PS 29	978	405	423	370	-608	-62
23	PS 30, Alexander D. Sullivan	911	680	636	784	-127	-14
24	PS 31, Anthony J. Infante	137	144	197	159	22	16
25	Number 32	438	421	368	---	---	---
26	PS 33	424	364	360	394	-30	-7
27	PS 34	1,227	681	725	829	-398	-32
28	Number 35	357	179	---	---	---	---
29	PS 37, Rafael de J. Cordero	1,180	959	815	794	-386	-33
30	PS 38, James F. Murray	993	881	904	955	-38	-4

Table VII-3 (cont.)  
PUBLIC SCHOOL ENROLLMENT BY SCHOOL, 1970 TO 1999  
City of Jersey City, N.J.

Key #	School	1970-71	1980-81	1990-91	1998-99	Change, 1970 - 1999	
						Number	Percent
31	Dr. Charles P. Defuccio	1,027	855	781	679	-348	-34
32	Fred W. Martin	1,282	1,114	841	950	-332	-26
33	Constance R. Nichols	---	272	202	194	-78	-29
<i>Intermediate</i>							
1	Ezra L. Nolan	1,009	821	642	642	-367	-36
<i>Secondary</i>							
1	Lincoln H.S.	1,542	1,568	1,139	1,343	-199	-13
2	Ferris H.S.	1,599	1,834	1,299	1,520	-79	-5
3	McNair/Academic H.S.	---	509	391	489	-20	-4
4	Snyder H.S.	2,758	2,117	1,319	1,197	-1561	-57
5	Dickinson H.S.	3,011	2,475	2,165	2,584	-427	-14
<i>Specialized</i>							
1	The Academy (I & II)	---	---	---	456	---	---
2	Regional Day School	---	---	---	---	---	---
3	Visual Performing Arts H.S.	---	---	---	---	---	---
4	Jersey City Learning Center	---	---	---	---	---	---
5	Occupational Center	---	---	---	---	---	---
<i>Source:</i> Jersey City Public Schools							

Jersey City's public school enrollment trends have varied by grade level, as shown in Table VII-4. The City's enrollment growth has been concentrated in the elementary schools. Grades 1 through 6 experienced enrollment increases between 1986-87 and 1998-99. The most significant growth occurred in grades 2, 3 and 4. During this period, the number of students in second and third grades increased by 14 percent each while the number of students in fourth grade increased by 15 percent. In addition, the number of students enrolled in pre-kindergarten and special education programs increased by 695 percent and 23 percent respectively.

In contrast, the City's enrollment decline was concentrated in the secondary schools. Grades 9, 10 and 11 experienced enrollment decreases between 1986-87 and 1998-99. The number of students in these grades decreased by 16 percent, 18 percent and 13 percent respectively. In addition, enrollment in the eighth grade decreased by 2 percent during this period. The number of students enrolled in kindergarten

also decreased by 3 percent between 1986-87 and 1998-99. However, this trend may be a short-term anomaly because it coincides with the opening of several charter schools in the City. The charter schools have attracted transfer students, including those in kindergarten, from the public schools.

Table VII-4 PUBLIC SCHOOL ENROLLMENT BY GRADE, 1986 TO 1999 City of Jersey City, N.J.						
Grade	1986-87	1989-90	1992-93	1998-99	Change, 1986 - 1999	
					Number	Percent
Pre-K	---	61	337	485	424	695
Kindergarten	2,498	2,347	2,733	2,415	-83	-3
1	2,647	2,584	2,771	2,923	276	10
2	2,526	2,398	2,580	2,871	345	14
3	2,393	2,296	2,372	2,727	334	14
4	2,161	2,246	2,312	2,493	332	15
5	2,188	2,297	2,243	2,311	123	6
6	2,117	2,091	2,243	2,305	188	9
7	2,165	1,951	2,210	2,165	0	0
8	1,934	1,719	2,062	1,895	-39	-2
9	2,303	2,260	2,420	1,936	-367	-16
10	1,931	1,438	1,493	1,588	-343	-18
11	1,471	1,085	1,192	1,280	-191	-13
12	1,101	1,185	1,140	1,248	147	13
Special Education	2,383	1,769	2,158	2,932	549	23
Total	29,818	27,727	30,266	31,574	1,756	6

Source: Jersey City Public Schools

According to the Jersey City Public Schools, the school system is over-capacity and there is a need for additional classroom space.<sup>15</sup> This problem has multiple causes including increasing school enrollment, changes in facility standards and the closure of Schools 2, 18 and 35 in 1981. The school system has a 1998-99 enrollment of 31,574 and a capacity of approximately 30,876 students.<sup>16</sup> The overcrowding is concentrated in the elementary schools and Dickinson High School. There is sufficient capacity to

<sup>15</sup> According to correspondence dated October 16, 1998 from Dr. Emery Konick, State Executive Assistant for the Jersey City Public Schools.

<sup>16</sup> *Five Year Long Range Facilities Plan, 1995-2000*; The Jersey City Public Schools; 1995; p. 40.

accommodate current enrollment at Ferris, Lincoln and Snyder High Schools. The capacity problem is exacerbated by the age of school facilities and the lack of vacant land for expansion. Greater than 50 percent of all school buildings are more than 70 years old and many are in need of rehabilitation or replacement.

As shown in Table VII-5, the school system has embarked on a program of renovation, expansion and new construction to increase capacity and improve the condition of facilities throughout the district. The planned improvements include additional classrooms at Schools 6, 8, 34 and 39; the construction of a new elementary school and two new middle schools; and the renovation and conversion of Snyder High School into a Media Arts High Tech Magnet School. Recently completed projects include the construction of School 17 in 1996 and the renovation of McNair/Academic High School in 1997.<sup>17</sup>

Table VII-5 PLANNED SCHOOL IMPROVEMENTS, 2000 City of Jersey City, N.J.		
<i>School</i>	<i>Type of Improvement</i>	<i>Location</i>
Jonathan W. Wakeman	New Classrooms	100 St. Paul's Avenue
P S 8	New Classrooms	96 Franklin Street
P S 34	New Classrooms	1830 Kennedy Boulevard
Dr. Charles P. Defuccio	New Classrooms	214 Plainfield Avenue
Frank Conwell	New School	70 Bright Street
Middle School	New School	70 Bright Street
Middle School	New School	Laidlaw Avenue at Collard Street
Snyder High School	Renovation, New Cafeteria, Conversion to Media Arts High Tech Magnet School	239 Bergen Avenue
<i>Source:</i> Jersey City Public Schools.		

### Jersey City Charter Schools

Jersey City currently has six active charter schools and two approved charter schools. Charter schools are quasi-public schools that employ innovative educational programs and practices in accordance with a charter approved by the State. They are operated by a community-based Board of Trustees, however, they are funded by the Jersey City Public Schools and the State. The active charter schools are Gateway Charter School, Jersey City Golden Door Charter School, Jersey City Community Charter School,

<sup>17</sup> Source of this information is the Jersey City Public School District.

Learning Community Charter School, Soaring Heights Charter School and Greenville Charter School. They have a total enrollment of 884 students for the 1998-1999 academic year. The majority of students enrolled in the City's charter schools are transfers from the public school system.<sup>18</sup>

Hudson County Public Schools

Jersey City contains one school, the Earl W. Byrd Center, that is part of the Hudson County Schools of Technology system. It is located at 525 Montgomery Street and offers a technology based curriculum for secondary school students. Consideration should be given to working with the County to create a high technology center with programs for lower income residents to prepare them for employment in technology based jobs.

Colleges and Universities

Jersey City is the center of post-secondary education in Hudson County with three colleges and universities, as shown in Table VII-6. The colleges and universities had a combined enrollment of 16,230 in 1998-99. New Jersey City University, formerly Jersey City State College, is the largest institution with a 1998-99 enrollment of 8,544. It has a self-contained campus on Kennedy Boulevard in Greenville and is primarily a commuter institution. Hudson County Community College is the second largest institution with a 1998-99 enrollment of 4,174. It has an urban campus in and around Journal Square and is exclusively a commuter institution. Saint Peter's College is the smallest institution with a 1998-99 enrollment of 3,512. It has an urban campus in West Side, near McGinley Square, and is increasingly a residential institution. The City's three colleges and universities offer associate's, bachelor's and master's degrees in a broad range of subjects including education, business, science and the arts.

Table VII-6 COLLEGES AND UNIVERSITIES, 2000 City of Jersey City, N.J.			
<i>College/University</i>	<i>Address</i>	<i>Neighborhood</i>	<i>Enrollment*</i>
New Jersey City University (Jersey City State College)	2039 Kennedy Boulevard	Greenville	8,544
Hudson County Community College	Various Locations Including 25 Pathside, 162 Sip Avenue and 168 Sip Avenue	Journal Square	4,174
Saint Peter's College	2461 Kennedy Boulevard	West Side	3,512
* Total enrollment for the 1998-1999 academic year.			
Source: N.J. Commission on Higher Education, 1999.			

<sup>18</sup> According to 1998-1999 enrollment information supplied by the Jersey City Public Schools.

Jersey City's colleges and universities have long-range plans to expand and improve their facilities. The purpose of these expansion plans is to accommodate enrollment growth, improve existing facilities and provide additional student amenities. Hudson County Community College has identified the need for an additional 500,000 square feet of space in and around Journal Square.<sup>19</sup> The buildings proposed for construction by 2007 include a Business and Technology Center, Culinary Arts Institute Center, Continuing Education Center, Student Affairs Center and a parking deck.

Saint Peter's College has also identified the need for additional facilities in and around its campus on JFK Boulevard in West Side. There are also plans to expand east towards McGinley Square in conjunction with the City's effort to revitalize this area. The buildings proposed for future development include four residence halls, a high technology academic building, a campus center, a college chapel and several parking decks with up to 700 spaces.<sup>20</sup>

New Jersey City University has identified the need for additional academic space, student amenities and parking as well. The facilities proposed for future expansion include a fine arts building, media arts center, residence hall and parking deck.<sup>21</sup>

### **Cultural Facilities**

Jersey City has established itself as a cultural center with a growing artistic community and a significant concentration of cultural facilities. The major cultural institutions include the Jersey City Museum, Liberty Science Center and the Loew's Theater as shown in Table VII-7. The Jersey City Museum is a multi-disciplinary institution that exhibits contemporary art, architecture and history. The Museum is planning a new facility, to be constructed with City and State funding as well as private donations, which will significantly upgrade the City's cultural infrastructure when completed.

Liberty Science Center is a \$68 million, 170,000 square foot facility in Liberty State Park. The Science Center gives the City a unique cultural attraction and has become the region's premier science education facility.

The Loew's Theater in Journal Square is being converted into an arts and entertainment center. When completed, it will greatly expand the City's inventory of live performance space.

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<sup>19</sup> From the Hudson County Community College Facilities Master Plan, Rothe-Johnson-Fantacone, 1998.

<sup>20</sup> From the St. Peter's College Facilities Master Plan, 1998.

<sup>21</sup> From interview with New Jersey City University officials on January 5, 1999.

The City has also attracted a large number of artists who live and work in Downtown. Their presence has led to the opening of numerous art galleries and the creation of a Work and Live District Overlay (WALDO) zone to encourage arts-oriented development.

Table VII-7 CULTURAL FACILITIES, 2000 City of Jersey City, N.J.		
<i>Cultural Facility</i>	<i>Address</i>	<i>Neighborhood</i>
<i>Museums</i>		
Jersey City Museum	472 Jersey Avenue	Downtown
Liberty Science Center	452 Phillip Street/Liberty State Park	Lafayette
Afro-American Historical Society Museum	1841 Kennedy Blvd	Greenville
CASE Museum of Contemporary Russian Art	80 Grand Street	Downtown
<i>Theaters</i>		
Cathedral Arts Center	39 Erie Street	Downtown
Loew's Theater	54 Journal Square	Journal Square
Margaret Williams Theater	New Jersey City University/2039 Kennedy Blvd	Greenville
Roy Irving Theater	Saint Peter's College/2641 Kennedy Blvd	West Side
Saint Patrick's Theater	505 Bramhall Avenue	Lafayette
Saint Paul of the Cross Theater	156 Hancock Avenue	The Heights
Attic Ensemble Theater Company	83 Wayne Street	Downtown
The Hudson Artists Stage	260 Grove Street	Downtown
<i>Galleries</i>		
Artbuilders, Inc.	193 Montgomery Street	Downtown
Artspace	New Jersey City University/2039 Kennedy Blvd	Greenville
Cathedral Arts Gallery	39 Erie Street	Downtown
Charles Chamot Studio Gallery	111 First Street, 4 <sup>th</sup> Floor	Downtown
Common Boundaries	200 Newark Avenue	Downtown
Community Gallery	111 First Street	Downtown
Cooper Gallery	295 Grove Street	Downtown
Courtney Gallery	New Jersey City University/2039 Kennedy Blvd	Greenville
Hudson Artists	896 Bergen Avenue	Journal Square
Kearon-Hempenstall Gallery	536 Bergen Avenue	Journal Square
Progressive Culture Works	111 First Street	Downtown
Rotunda Gallery	City Hall/280 Grove Street	Downtown
The Shoe String	111 First Street	Downtown
St. Peter's College Art Gallery	2641 Kennedy Boulevard	West Side
Upstairs Art Gallery	896 Bergen Avenue	Journal Square
<i>Source:</i> Jersey City Division of Cultural Affairs; <i>Jersey City, NJ: A Community Asset Profile</i> by the Jersey City Economic Development Corporation; <i>The New York Times</i> .		

## **Libraries**

Jersey City has a well-developed system of library facilities serving many neighborhoods in the City. There are 14 libraries consisting of the main facility, major branch facilities, neighborhood facilities and a bookmobile as shown in Table VII-20. The library system currently has holdings of 349,900 volumes, audio-visual material and electronic information media.

The City's library facilities are aging and \$4 million has been budgeted between Fiscal Years 1998 and 2003 for the repair and maintenance of buildings. The Main Library was constructed in 1898 and the Greenville Branch Library, Hudson City Branch Library and Miller Branch Library were constructed between 1918 and 1926. The Five Corners Branch Library, which houses the Watters Media Arts Center, was constructed in 1962 and is relatively modern compared to the other major branch facilities. The neighborhood branch libraries are rented storefront facilities except for the Pavonia Branch Library, which is City owned. The Perfecto Oyola Biblioteca Criolla serves the City's Spanish speaking residents and was relocated to its current site in 1997.

The library recently adopted a technology plan and has begun to install fiber optic wiring in the Main Library. It will be used for an integrated library automation system. All policies are established by the library's Board of Trustees.

**Community-Oriented Facilities**

Jersey City operates several community-oriented facilities to serve certain segments of the population, as shown in Table VII-8. The City owns and operates a day care center at 14 Bright Street, a community center in Pershing Field and a senior citizens center at 335 Bergen Avenue. The City recently opened a youth center at the National Guard Armory on Montgomery Street .

Table VII-8 COMMUNITY-ORIENTED FACILITIES, 2000 City of Jersey City, N.J.		
<i>Facility</i>	<i>Address</i>	<i>Space (s.f)</i>
Day Care Center	14 Bright Street	3,000
Hudson City Community Center	Pershing Field	4,487
Senior Citizens Center	335 Bergen Avenue, Paterson Street	6,000
Jersey City Armory Youth Center	National Guard Armory, 678 Montgomery Street	---
<i>Source:</i> City of Jersey City.		

**Medical Facilities**

Jersey City is the healthcare center of Hudson County with a broad range of medical facilities, as shown in Table VII-9. Jersey City Medical Center is a regional Level II Trauma Center and teaching facility. It has 350 beds, a Perinatal Center and is the largest hospital in the City. Christ Hospital is a community facility located in the Heights. It is the second largest hospital in the City with 402 beds, a Cancer Treatment Center and a school of nursing. Saint Francis Hospital is an acute care facility located in Downtown. It has 243 beds, a Sports Medicine Center and is the third largest hospital in the City. Greenville Hospital is a community facility located in Greenville. It has 86 beds and is the smallest hospital in the City.

Jersey City also has several extended care, rehabilitation and nursing facilities including Franciscan Home and Rehabilitation Center and Progressive Nursing Center. They have 183 and 400 beds respectively.

The City has plans for a \$150 million medical facility known as the Jersey City Medical Center at Grand Jersey to be located Downtown. When completed, it will be a 350 bed “state of the art” hospital operated

by Jersey City Medical Center that replaces the original medical center on Montgomery Street and Baldwin Avenue.

Table VII-9 MAJOR MEDICAL FACILITIES, 2000 City of Jersey City, N.J.		
<i>Facility</i>	<i>Address</i>	<i>Beds</i>
Jersey City Medical Center	50 Baldwin Avenue	350
Greenville Hospital	1825 Kennedy Boulevard	86
Christ Hospital	176 Palisade Avenue	402
Saint Francis Hospital	25 McWilliams Place	243
Franciscan Home and Rehabilitation Center	198 Stevens Avenue	183
Progressive Nursing Center (formerly Pollack Hospital)	100 Clifton Place	400
<i>Source:</i> Jersey City Economic Development Corporation; Jersey City Medical Center; Greenville Hospital; Christ Hospital; Saint Francis Hospital; Franciscan Home & Rehabilitation Center.		

### **City Government Facilities**

Jersey City has numerous facilities that house the municipal government, courts and administrative departments. The City's facilities are aging, as shown in Table VII-10, and several are in need of renovation or replacement. The condition of City facilities was an issue in the 1966 Master Plan, which recommended the creation of a new civic center with a municipal building, fire and police headquarters and a central library. Although this recommendation was not implemented, it is recommended that city government administrative offices be consolidated in a central location.

The current capital program emphasizes maintenance and rehabilitation since there is limited funding available for new facilities. The major public facilities include City Hall, which is located Downtown and contains the Mayor's Office, City Council Chambers, City Clerk's Office and other essential government functions. The Municipal Court is also located in the Police Department's former Seventh Precinct building. The Centralized Maintenance Facility is located along Route 440 and is used by several departments including Engineering, Public Works and Parks. It was constructed in 1963 and is significantly more modern than other City-owned buildings.

Jersey City is currently building a new Justice Complex that will upgrade the facilities of the Municipal Court and Police Department. A new facility for the Department of Public Works, Municipal Utility

Authority and Incinerator Authority is also being considered, however, the City has not finalized plans for this project.

The City also leases several facilities including 30 Montgomery Street, which is occupied by the Department of Housing, Economic Development and Commerce. This has proven to be an effective method of procuring office space at a time when funding for new facilities is scarce.

Table VII-10 CITY GOVERNMENT FACILITIES, 2000 City of Jersey City, N.J.		
<i>Facility</i>	<i>Address</i>	<i>Year Constructed</i>
City Hall	280 Grove Street	1893
Municipal Court/Violations Bureau	765-769 Montgomery Street	1930
Centralized Maintenance Facility	575 Route 440	1963
Municipal Office Building	325 Palisade Avenue	1910
Medical Services Building	88 Clifton Place	1940
Human Resources Building	201-209 Cornelison Avenue	1940
Water Department	60 Collard Street	1950
Car Pound Attendant's Building	100 Phillip Street	1960
Small Vehicle Garage	575 Route 440	1963
Large Vehicle Garage	575 Route 440	1963
<i>Source:</i> Jersey City Department of Engineering.		

### **Public Safety Facilities**

Jersey City has an extensive network of public safety facilities to protect residents as well as the thousands of workers and visitors who converge on the City each day. As shown in Tables VII-16 and VII-18, the majority of the City's Police and Fire Department facilities were constructed in the 19<sup>th</sup> and early 20<sup>th</sup> centuries. Many facilities are aging and in need of modernization. The 1966 Master Plan, 1984 Master Plan Update and 1992 Master Plan Reexamination Report identified the need for new police and fire department facilities to replace aging and obsolete buildings. However, the City has been unable to fully address this need due to funding constraints.

The Police Department has 5 major facilities to serve the north, south, east and west quadrants of Jersey City. Police headquarters is located Downtown while the District facilities are located in Downtown, the Heights, Greenville and West Side. There is also a small police facility in Newport Centre Mall that is

provided by the property owners. The majority of police facilities were constructed prior to 1920. The City has budgeted \$7 million dollars for police facilities in its Capital Program for the period FY 1998 to 2003.

The Fire Department has 17 facilities located throughout Jersey City with departmental headquarters located in Downtown. A new firehouse was constructed on Summit Avenue in the Heights in 1997, however, the majority of fire department facilities were constructed prior to 1920. The City has budgeted \$9 million for fire facilities in its Capital Program for the period FY 1998 to 2003.

Jersey City's emergency medical services are provided by Jersey City Medical Center. The Medical Center's Department of Emergency Services operates multiple facilities throughout the City and Hudson County, as shown in Table VII-11.

Ambulance services in Jersey City are provided under a contract with the Medical Center. The main ambulance facility is located at Jersey City Medical Center. There is also an auxiliary facility at the Tropicana Northeast Distribution facility in the Greenville Yards Industrial Park. The ambulance service currently has 23 vehicles and 88 full-time staff. A maximum of 11 vehicles are in use at any time.

Paramedic services in Jersey City are provided by the Medical Center in accordance with State law. There is a paramedic facility at Jersey City Medical Center in Downtown. Its service area includes Downtown, Journal Square, West Side and parts of Bergen, Greenville and the Heights. The Medical Center also operates other paramedic facilities in Bayonne, Secaucus and Weehawken that cover areas within Jersey City. The Bayonne facility provides paramedic service to parts of Bergen/Lafayette, Greenville and West Side as far north as Communipaw Avenue. The Secaucus and Weehawken facilities provide paramedic service to parts of the Heights. The paramedic service currently has 8 vehicles and a staff of 37.

The Medical Center also provides 911 dispatching for emergency medical services in Jersey City. During peak periods, there are 3 dispatchers and 1 supervisor on duty.

Table VII-11  
 EMERGENCY MEDICAL SERVICE FACILITIES, 2000  
 City of Jersey City, N.J.

<i>Facility</i>	<i>Address</i>
<i>Ambulance</i>	
Jersey City Medical Center	50 Baldwin Avenue, Jersey City
Tropicana Northeast Distribution Facility	9 Linden Avenue East, Jersey City
<i>Paramedic</i>	
Jersey City Medical Center	50 Baldwin Avenue, Jersey City
Bayonne Facility	764 Kennedy Boulevard, Bayonne
Secaucus Facility	1377 Paterson Plank Road, Secaucus
Weehawken Facility	201 Highland Avenue, Weehawken
<i>Source:</i> Department of Emergency Medical Services, Jersey City Medical Center.	

## COMMUNITY FACILITIES PLAN

### Education

#### Jersey City Public Schools

The City of Jersey City has a comprehensive public school system that reflects the size and diversity of the local population. During the 1998-1999 academic year, the City's public schools had a total enrollment of 31,574 students in pre-kindergarten through grade 12 including alternative and adult continuing education programs. This represents an enrollment increase of 3,727 or 13 percent since the 1990-1991 academic year. The large size of the school population, as well as recent enrollment growth, requires an extensive educational infrastructure of schools, administrative offices and recreation facilities.

Jersey City currently has a total of 36 schools consisting of 6 elementary schools, 22 elementary/middle schools, 2 middle schools, 1 special education school and 5 high schools, as shown in Table VII-12. They are located in neighborhoods throughout the City and vary in age, size and condition. As is characteristic of many urban districts, the City's schools are generally older, smaller and constrained by obsolete design. These conditions frequently result in overcrowding and have the potential to adversely impact the educational process. In order to address important facility needs and respond to the State Supreme Court's Abbott v. Burke decision, the Jersey City Board of Education has prepared a Five Year Facilities Management Plan to improve and expand school facilities. As shown in the Facilities Management Plan/Proposed Reconfiguration Plan Map, the Plan outlines a program of renovation, expansion and new construction intended to enhance the educational environment and further the goal of providing a "thorough and efficient" education to every student in the City's public schools.

Table VII-12  
 PROPOSED FACILITIES MANAGEMENT PLAN AND SCOPE OF WORK  
 Jersey City Public School District

	<i>Existing</i>				<i>Proposed</i>	
	<i>Use/Capacity Data</i>				<i>Use/Capacity Data</i>	
			<i>1998-99 Enroll*</i>	<i>Projected Enroll**</i>		
	<i>Grades</i>	<i>Capacity as per NJDOE</i>	<i>(includes Charter School Students)**</i>		<i>Grades</i>	<i>Capacity as per NJDOE***</i>
<b>Greenville</b>						
PS 20	K-5	402	608	625	Swing space during construction	
PS 20, Replacement School					K-5	500
PS 30, Alexander D. Sullivan	PK-5	527	809	1,000	K-5	500
New Elementary School (1)					K-5	500
PS 34	K-8	704	870	950	K-5	675
PS 38, James F. Murray	K-8	648	976	1,050	K-5	675
PS 40, Ezra L. Nolan	6-8	576	650	750	6-8	750
New Middle School (1)					6-8	675
<b>Greenville Totals</b>		<b>2,857</b>	<b>3,913</b>	<b>4,375</b>		<b>4,275</b>
<b>Bergen/West Side</b>						
PS 1	K-2	193	361	400	K-5	500
PS 12, Julia A. Barnes	PK-8	487	520	525	K-5	500
PS 14, Ollie Culbreth, Jr.	PK-8	755	686	700	K-5	500
New Elementary School (2)					K-5	500
PS 17, Joseph H. Brensinger	K-8	908	1,277	1,700	6-8	950
PS 15, Whitney M. Young, Jr.	PK-8	959	1,189	1,200	K-5	900
PS 29	PK-4	336	395	400	K-5	500
PS 41, Fred W. Martin	PK-8	767	975	1,000	K-5	650
New Middle School (2)					6-8	750
PS 24, Chaplain Charles A. Waters	PK-8	773	1,164	1,275	K-5	700
PS 33	PK-4	242	416	450	K-5	525
New Middle School (3)					6-8	575
PS 39, Dr. Charles P. Defuccio	PK-8	603	733	750	K-8	750
Academy I at Snyder HS	6-8	374	377	380	6-8	380
<b>Bergen/West Side Totals</b>		<b>6,397</b>	<b>8,093</b>	<b>8,780</b>		<b>8,680</b>

Table VII-12 (cont'd)  
PROPOSED FACILITIES MANAGEMENT PLAN AND SCOPE OF WORK  
Jersey City Public School District

	<i>Existing</i>				<i>Proposed</i>	
	<i>Use/Capacity Data</i>				<i>Use/Capacity Data</i>	
			<i>1998-99 Enroll*</i>	<i>Projected Enroll**</i>		
	<i>Grades</i>	<i>Capacity as per NJDOE</i>	<i>(includes Charter School Students)**</i>		<i>Grades</i>	<i>Capacity as per NJDOE***</i>
<i>Downtown/Lafayette</i>						
PS 3, Frank Conwell (Historic)	PK-8	470	552	575	Swing space during construction	
PS 16, Cornelia F. Bradford (Historic)	K-8	358	433	550	K-5	460
PS 22	PK-8	867	1,172	1,200	K-5	750
PS 3, Replacement School					K-5	550
New Downtown Middle School (4)					6-8	775
PS 5, Dr. Michael Conti	PK-8	611	823	850	K-5	460
PS 9, The Kennedy School	PK-8	556	714	650	K-5	460
New Middle School (5)					6-8	675
PS 37, Rafael de J. Cordero	PK-8	844	876	850	K-8	900
<i>Downtown/Lafayette Totals</i>		<i>3,706</i>	<i>4,570</i>	<i>4,675</i>		<i>5,030</i>
<i>Heights/Journal Square</i>						
PS 6, Jonathan W. Wakeman	PK-8	741	1,060	1,125	K-5	700
PS 8	K-8	1,068	1,235	1,325	K-5	800
PS 27, Alfred E. Zampella	PK-8	701	1,173	1,250	K-5	950
New Elementary School (3)					K-5	700
PS 28, Christa McAuliffe	K-8	1,013	1,258	1,350	K-5	1,000
PS 25, Nicolaus Copernicus	K-8	920	1,379	1,750	6-8	775
New Middle School (6)					6-8	775
New Heights Middle School (7)					6-8	775
PS 31, Anthony J. Infante	PK-8	129	277	300	K-8	277
PS 11, Dr. Martin Luther King, Jr.	K-8	676	861	900	K-5	700
PS 23, Mahatma K. Gandhi	K-8	714	1,288	1,425	K-5	700
PS 42, Constance P. Nichols	PK-4	148	199	225	Swing space/possible ECC or adult	
PS 35 (JCLC)	Adult				K-5	500
New Middle School (8)					6-8	775
<i>Heights/Journal Square Totals</i>		<i>6,110</i>	<i>8,730</i>	<i>9,650</i>		<i>9,427</i>

Table VII-12 (.cont'd)  
 PROPOSED FACILITIES MANAGEMENT PLAN AND SCOPE OF WORK  
 Jersey City Public School District

	<i>Existing</i>				<i>Proposed</i>	
	<i>Use/Capacity Data</i>				<i>Use/Capacity Data</i>	
			<i>1998-99 Enroll*</i>	<i>Projected Enroll**</i>		
	<i>Grades</i>	<i>Capacity as per NJDOE</i>	<i>(includes Charter School Students)**</i>		<i>Grades</i>	<i>Capacity as per NJDOE***</i>
<i>High Schools</i>						
William J. Dickinson High School	9-12	2,018	2,584	2,200	9-12	1,700
James J. Ferris High School	9-12	1,302	1,520	1,500	9-12	1,300
Lincoln High School	9-12	1,193	1,343	1,500	9-12	1,200
McNair Academic HS/Academy II	6-12	634	568	575	6-12	575
Henry Snyder High School	9-12	1,412	1,197	2,000	9-12	1,500
New High School					9-12	1,300
Alternative High School					9-12	225
Visual and Performing Arts HS	9-12					
<i>High School Totals</i>		<i>6,559</i>	<i>7,212</i>	<i>7,775</i>		<i>7,800</i>
PK-12 Totals (exc. New PK Prog.)		<i>25,629</i>	<i>32,518</i>	<i>35,255</i>		<i>35,212</i>
<i>Early Childhood Centers****</i>						
ECC 1 (Summit Ave. Comm. Ctr.)					PK	
ECC 2 (Cambridge Ave.)					PK	
ECC 3 (Davey Company Site)					PK	
ECC 4 (West Street)					PK	
ECC 5 (8 <sup>th</sup> & Division Sts.)					PK	
ECC 6 (1 <sup>st</sup> & 2 <sup>nd</sup> Sts.)					PK	
ECC 7 (Monticello Ave.)					PK	
ECC 8A (Pollock & Mallory Aves.)					PK	
ECC 8B (Pollock & West Side Aves.)					PK	
ECC 9 (Rose & Grant Aves.)					PK	
ECC 10 (MLK Community Center)					PK	
ECC 11 (Baldwin St. Site)					PK	
ECC 12 (JFK Blvd.)					PK	
<i>ECC Totals ( PK3 and PK4)</i>						
<i>BOE Building/346 Claremont Ave.</i>						

Table VII-12 (cont'd)						
PROPOSED FACILITIES MANAGEMENT PLAN AND SCOPE OF WORK						
Jersey City Public School District						
	<i>Existing</i>				<i>Proposed</i>	
	<i>Use/Capacity Data</i>				<i>Use/Capacity Data</i>	
			<i>1998-99 Enroll*</i>	<i>Projected Enroll**</i>		
	<i>Grades</i>	<i>Capacity as per NJDOE</i>	<i>(includes Charter School Students)**</i>		<i>Grades</i>	<i>Capacity as per NJDOE***</i>
*Existing enrollments include Charter Schools students as per NJDOE.						
** Based on school level cohorts; does not include new or expanded preschool programs; assumes a redistribution of special education students to neighborhood schools in accordance with district averages; school enrollment projections in bold are unreliable.						
***Includes provisions for Charter School students but not new/expanded/preschool programs.						
****Early Childhood Centers will provide pre-kindergarten educational and supportive services.						
<i>Source:</i> Jersey City Board of Education						

Jersey City's public school system has been designated a special needs district by the New Jersey Department of Education because of test scores that are below the State average and the often difficult socio-economic conditions experienced by students. The City benefits from this designation under the State Supreme Court's *Abbott v. Burke* decision, which established the State's constitutional requirement to provide a "thorough and efficient" education for all public school students including those enrolled in special needs districts such as the City's. The remedies prescribed by the State Supreme Court in this case include increased State funding to "special needs" or Abbott districts for improved schools and educational facilities. Such funding is contingent upon the preparation of a Five Year Facilities Management Plan to be submitted to the New Jersey Department of Education. In response to this requirement, the Jersey City Board of Education adopted a Five Year Facilities Management Plan on April 15, 1999 and submitted it to the State Department of Education for review and approval. The Facilities Master Plan identifies the following conditions and needs:<sup>22</sup>

- The Jersey City Public School District provides "neighborhood" schools to general education students in grades K-8. Since students are assigned to schools on a geographic basis, it is critical that equal accommodations be provided in each school throughout the District so that each student is offered the same opportunities and experiences.
- Bus transportation is typically not provided to general education students. Since traffic congestion and the lack of student drop-off areas at the schools are not conducive to mass busing, the proposed

<sup>22</sup> Jersey City Public School District Five Year Facilities Management Plan; Jersey City Board of Education; 1999; p.7.a.1:3.

plan must consider the geographic location of schools. Also, since the District has school capacity deficiencies throughout, there is no “available” capacity that could be utilized if more students were bused.

- Jersey City is a densely populated community with a scarcity of available open land. Many schools currently offer little or no on-site parking or play areas.

These conditions shape the effort to improve Jersey City’s schools and influence the Five Year Facilities Master Plan. The utilization of neighborhood schools for students in kindergarten through grade 8 dictates the need for an equitable distribution of school improvements and enhanced educational opportunities throughout the City. The widespread capacity constraints in the public school system and the difficulty of student transportation make it impractical to address overcrowding through busing. The dense pattern of development and the scarcity of available land result in landlocked schools with little room to expand for new classrooms, recreational facilities and parking. The sum effect of these conditions is a complex environment that requires a multi-faceted approach to facilities planning in order to provide improved schools in every neighborhood, address overcrowding and insufficient program space and overcome the scarcity of land for expansion.

The Jersey City Board of Education’s Five Year Facilities Master Plan is a bold and far-reaching response to the State Supreme Court’s *Abbott v. Burke* decision and the requirements of the New Jersey Department of Education. As shown in Table VII-13 the Facilities Master Plan proposes a public school system containing 49 schools for kindergarten through grade 12 (K-12) and 13, early childhood centers for pre-kindergarten (Pre-K). The public schools will consist of 27 elementary schools, 3 elementary/middle schools, 11 middle schools, 1 magnet middle school, 5 high schools, 1 magnet middle/high school and 1 alternative high school as well as 13 early childhood centers. This Plan is to be achieved through the replacement of 6 schools on existing sites, the construction of 13 new schools on new sites, the renovation and/or expansion of 30 schools on existing sites and the construction of 13 new early childhood centers on new sites.

Table VII-13 PROPOSED PUBLIC SCHOOL SYSTEM City of Jersey City, N.J.	
<i>Existing</i>	<i>Proposed</i>
(35) School Buildings for PK-12 plus one leased school	(49) School Buildings for PK-12 Plus 13 new Early Childhood Centers for new PK Programs
<i>Elementary and Middle School Grades</i>	
(5) Elementary Schools	(28) Elementary Schools scope of work: (6) new replacement schools (4) new schools (15) renovation/addition (3) renovation
(23) Elementary/Middle Schools	(2) Elementary/Middle Schools scope of work: Renovation/addition
(1) Middle School (1) Magnet Middle School (Academy II incl. Below)	(11) Middle Schools (1) Magnet Middle School scope of work: (1) renovation (magnet school) (8) new schools (3) renovation/addition
<i>High School Grades</i>	
(4) High Schools (1) Magnet Middle/High School	(5) High Schools (1) Magnet Middle/High School Scope of work: (1) minor repairs (magnet school) (1) renovation (2) renovation/addition (1) new school (1) Alternative High School Scope of work: Renovation
	Total Est. Cost (per NJDOE unit costs): \$1,059,317,371
<i>Source:</i> Jersey City Board of Education.	

The total estimated cost of the Facilities Master Plan is \$1.059 billion, the majority of which is to be funded by the State in accordance with its constitutional obligation to provide a “thorough and efficient” education. The broad scope of this Plan requires a phased implementation over a period of time and the actual schedule is dependent upon factors such as State funding, site selection and acquisition and the pace of construction.

In addition to upgrading the physical condition of the City’s schools, the Facilities Master Plan will have the following benefits:

- The Plan will accommodate the planned grade reorganization from K-8 / 9-12 to K-5 / 6-8 / 9-12. This reorganization is consistent with the New Jersey Department of Education’s Abbott District Facilities Model and will permit a more efficient utilization of space and resources.
- The Plan will retain the majority of the City’s existing schools in order to control costs and maximize efficiency. Only 6 of the 36 existing facilities are proposed for replacement due to age, conditions or site configuration.
- The Plan reduces school capacity and classroom size to promote an enhanced environment for learning and instruction.
- The Plan provides classroom and program spaces that are conducive to hands-on, inquiry-based and technology infused education and that support the State Core Curriculum Content Standards. The proposed classroom and program spaces are substantially consistent with the N.J. Department of Education’s Abbott District Facilities Model with certain exceptions due to the large size of existing schools, the lack of available land for new schools and the particular needs of Jersey City students.

Jersey City’s schools are community facilities in the truest sense of the term because they serve residents of the neighborhoods surrounding them as well as students and parents. The City’s schools are typically open beyond the normal school day and offer a broad range of community-oriented education, health and recreation programs. These include adult continuing education, medical services and clinics, summer camps, athletic leagues and public meeting space.

The Jersey City Board of Education’s Five Year Facilities Management Plan will benefit the entire community because it will upgrade facilities at existing schools and provide new schools in most neighborhoods throughout the City. Residents will have access to specialized school facilities including auditoriums, gymnasiums, playgrounds, pools and ballfields. The schools will also continue to host public meetings, community functions and recreation programs in their enhanced facilities. In doing so, it is

anticipated that the relationship between schools and the local community will be enhanced and students will benefit from the interaction with, and support of, the local community.

Charter Schools

The City of Jersey City has developed into a center of the charter school movement in New Jersey since the Charter School Program Act of 1995 was signed into law by the Governor. Charter schools are public schools that operate independently of the local Board of Education under an educational charter granted by the State Commissioner of Education. Their purpose is to foster educational reform and school choice by employing innovative programs and practices and providing an alternative to traditional public schools. Charter schools are publicly funded by the State and host municipality, with the majority of all financial support coming from the local Board of Education.

The City currently has 8 charter schools with a total 1998 -1999 enrollment of 884, as shown in Table VII-14. Of these, 6 schools are operating and 2 schools have been approved and are in the planning phase. The City Administrator has supported the charter school program and it is anticipated that additional schools will open in the future, subject to State approval.

Table VII-14 CHARTER SCHOOLS, 2000 City of Jersey City, N.J.				
Key #	School	Address	1998-99 Enrollment	Projected Enrollment
1	Gateway Charter School	119 Newkirk Street	60	120
2	Jersey City Community Charter School	128 Danforth Avenue	123	264
3	Jersey City Golden Door Charter School	9 <sup>th</sup> Street at Marin Boulevard	468	500
4	Learning Community Charter School	1 Canal Street	132	206
5	Soaring Heights Charter School	317 Third Street	101	140
6	Greenville Charter School	MLK Drive and Wade Street	Planning Year	216
7	Schomburg Charter School	Colden Street	Planning Year	500
8	Mosaica Charter School	Christopher Columbus Drive and Warren Street	Planning Year	500
Total			884	2,446
<i>Source:</i> New Jersey Department of Education, City of Jersey City.				

Jersey City's charter schools provide elementary and intermediate education, kindergarten through grade 8 (K-8), and are located in neighborhoods throughout the City as shown in the Education Facilities Map. Most of the charter schools in the City are relatively small compared to public schools, however, they are experiencing enrollment growth and are expected to add grades and facilities in accordance with their charters.

- The Gateway Charter School is located at 119 Newkirk Street in Journal Square. The school enrolls students in grades 6 to 8 and is operated in association with the Occupational Center of Hudson County. Its charter emphasizes occupational education and the development of job related skills.
- The Jersey City Community Charter School is located at 128 Danforth Avenue in Greenville. The school enrolls students in kindergarten through grade 3 and is operated in association with the Urban League of Hudson County. Its charter emphasizes a holistic education based upon the State Core Curriculum Content Standards with the support of the Urban League's Second Chance Program.
- The Jersey City Golden Door Charter School is located in the Community Education Recreation Center (CERC) at 9<sup>th</sup> Street and Luis Munoz Marin Boulevard in Downtown. The school enrolls students in kindergarten through grade 4. Its charter emphasizes a rigorous content-based curriculum and high academic standards.
- The Learning Community Charter School is located at 1 Canal Street in Downtown. The school provides elementary education to students in kindergarten through grade 6 and is operated in association with the Boys and Girls Club of Hudson County. Its charter emphasizes inquiry-based education, public service and high academic standards.
- The Soaring Heights Charter School is located at 317 Third Street in Downtown. The school enrolls students in kindergarten through grade 4. Its charter emphasizes open learning and incorporates a communications training program into the curriculum.
- The Greenville Charter School is located at Martin Luther King Drive and Wade Avenue in Greenville. The school enrolls students in kindergarten through grade 6. Its charter emphasizes meeting the educational, cultural and emotional needs of students; collaboration with the community, parents, business and government; and high academic standards.

Jersey City has two charter schools that have been approved by the State Commissioner of Education for the 2000-2001 academic year. They are currently in the planning phase and are addressing facility, staffing and curriculum issues. The Schomburg Charter School will be located on Colden Street on the border of Bergen/Lafayette and Downtown. The school plans to enroll up to 500 students in kindergarten through grade 5 and will be operated in association with the Urban League of Hudson County. Its charter emphasizes a comprehensive curriculum incorporating the "Success for All" reading program, the

University of Chicago mathematics program, extensive use of technology and Spanish language instruction for all students.

The Mosaica Charter School is temporarily located at Christopher Columbus Drive and Warren Street in Downtown. The school plans to enroll up to 500 students in kindergarten through grade 7. Its charter emphasizes character development, personal management skills and the use of the Paragon curriculum including world languages and technology.

Although no other charter schools are currently planned in the City, other schools may be approved over the next several years because the Charter School Program Act of 1995 permits the establishment of up to 135 charter schools throughout the State.

#### Private Schools

The City of Jersey City's public school system is supplemented by a diverse range of private, parochial and non-profit schools. The City has a strong tradition of support for such schools which provide a specialized or religiously-oriented education. They represent an important element of Jersey City's educational system and their contribution is recognized.

#### Hudson County Schools of Technology

The City of Jersey City, by virtue of its central location and large student population, is a hub of the Hudson County Schools of Technology. The Earl W. Byrd Center is located at 525 Montgomery Street in Downtown, as shown on the Education Facilities Map. The Center had a 1997-1998 enrollment of 586 and offers a technology-based vocational curriculum for secondary school students.

#### Colleges and Universities

The City of Jersey City is a regional center of higher education with three colleges and universities consisting of Hudson County Community College, New Jersey City University (formerly Jersey City State College) and Saint Peter's College, as shown in Table VII-15 and the Education Facilities Map. The City's colleges and universities have a combined enrollment of 16,230<sup>23</sup> and attract students from the City, Hudson County and northern New Jersey. They are a significant presence in the City and have a public purpose that extends beyond their primary mission of higher education. The colleges and universities contribute to the City's artistic and cultural life, boost economic activity in the areas where they are located and provide an outlet for social interaction. They are currently experiencing enrollment growth and are planning to expand their facilities, which will reinforce and enhance their presence in the community.

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<sup>23</sup> 1998-1999 enrollment data from the N.J. Commission on Higher Education.

Table VII-15 COLLEGES AND UNIVERSITIES, 2000 City of Jersey City, N.J.				
<i>Key #</i>	<i>College/University</i>	<i>Address</i>	<i>Neighborhood</i>	<i>Enrollment</i>
1	New Jersey City University (Jersey City State College)	2039 Kennedy Boulevard	Greenville	8,544
2	Saint Peter's College	2461 Kennedy Boulevard	West Side	3,512
3	Hudson County Community College	Various Locations Including 25 Journal Sq. (Pathside), 162 Sip Avenue and 168 Sip Avenue	Journal Square	4,174

Hudson County Community College is a two-year institution of higher education with an urban campus located in and around Journal Square. The College had a 1998-1999 enrollment of 4,174 and is the second largest college or university in the City. Hudson County Community College is a commuter institution, which is characteristic of community colleges that primarily serve a local area. The College has projected enrollment growth of 5 percent annually and anticipates a total matriculated student population of 7,000 and a total continuing education population of 6,000 by 2008.<sup>24</sup> The majority of these students will attend the Journal Square campus.

In order to accommodate growth and upgrade facilities, Hudson County Community College is planning to expand its facilities by adding 300,000 square feet of space for new classrooms, student services, cultural programs and offices. The major elements of this expansion include a Culinary Arts Institute Center, Art and Music Program facilities, Conference Center with an auditorium, gymnasium, parking deck and additional classrooms. The College has identified several development alternatives for the proposed expansion in and around Journal Square, although no decisions regarding implementation have been made. The alternatives are as follows:

- A 6-story building on the former State Theater site with frontage on Sip Avenue and John F. Kennedy Boulevard and a total area of 120,000 square feet.
- A 14-story building fronting on Journal Square immediately south of the PATH Journal Square Transportation Center with a total area of 379,000 square feet.

<sup>24</sup> Hudson County Community College Master Plan; Rothe-Johnson-Fantacone; 1998.

- A 6-story building on the corner of Sip Avenue and Enos Place with a total area of 113,500 square feet.
- A 6-story building on the corner of Sip Avenue and Summit Avenue with a total area of 104,500 square feet.

The expansion of Hudson County Community College may encompass one or more of the above referenced development options. When implemented, the expansion will create a more cohesive campus and give the College a significant presence on Journal Square.

Saint Peter's College is a four-year institution of higher education with a compact and self-contained campus located in West Side. The College had a 1998-1999 enrollment of 3,512 and is the smallest college or university in the City. Saint Peter's College is primarily a commuter institution, however, it is planning to make the transition to a residential college and has established the goal of housing 1,250 students on-campus by 2005. In addition, the College is projecting enrollment growth that will increase total full-time enrollment to 2,500 by 2005.

In order to accommodate growth and address the need for upgraded facilities, Saint Peter's College is planning a major expansion of facilities to provide additional space for classrooms, on-campus housing, student services, parking, recreation and worship. The growth will occur in several directions and consists of the following elements:

- A parking deck with ground level retail space in McGinley Square between Bergen Avenue and the Jersey City Armory.
- A high-technology academic building and four residence halls on the eastern portion of the campus.
- A campus center and green quad on the western portion of the campus.
- A centrally located college chapel.
- Renovations and expansions of existing buildings including the conversion of McDernott and Dineen Halls to an Administrative Center, modernization of Pope Academic Building and improvements to O'Toole Library.

Saint Peter's College's expansion plans will be phased over a period of several years and are scheduled for completion by 2005. They will expand the College's presence into McGinley Square and transform the current campus into a lively "round the clock" academic and residential community.

New Jersey City University is a comprehensive four-year institution of higher education with a compact and self-contained campus located in Greenville. The University had a 1998-1999 enrollment of 8,544 and is the largest college or university in the City. New Jersey City University is primarily a commuter institution with a small on-campus residential presence.

The University has identified the need for additional facilities to accommodate expected enrollment growth and upgrade existing facilities. The potential expansion plans include a fine arts building, media arts center, residence hall and parking deck. Since the campus is almost fully developed, additional facilities may be located beyond the University's historic campus boundaries. Careful planning is necessary to balance New Jersey City University's need for expansion with preservation of the surrounding residential neighborhood.

### **Public Safety/Emergency Services**

#### Police

The City of Jersey City has an extensive public safety and emergency services infrastructure, including police facilities, commensurate with its status as a major urban center with a large population and employment base as shown in the Emergency Service Facilities Map. The City's Police Department is organized into districts based upon geography, operational requirements and the availability of suitable facilities. There are a total of four districts covering each quadrant of the City; East, West, North and South. They are responsible for community-oriented public safety operations within the boundaries of their designated service area and each has its own facility. Specialized police functions and support services are provided in facilities dispersed throughout the City. As shown in Table VII-16, the Police Department currently has 12 facilities including a headquarters facility, four district facilities, two mini-station facilities and multiple specialized units in facilities located throughout the City. According to the Police Department, the district system is still valid but there is a need to modernize and consolidate facilities.

Table VII-16 POLICE FACILITIES, 2000 City of Jersey City, N.J.			
Key #	Facility	Address	Year Constructed
<i>Existing</i>			
1	Police Headquarters	8-14 Erie Street	1917
2	East Police District Building	205-207 7 <sup>th</sup> Street	1910
3	West Police District Building	576-578 Communipaw Avenue	1870
4	North Police District Building	282-284 Central Avenue	1900
5	South Police District Building	191 Bergen Avenue	1955
6	Journal Square Mini-Station	50 Journal Square	N/A
7	Newport Mini-Station	30 0 West Mall Drive	N/A
8	Bureau of Criminal I.D. / Property and Evidence Room	10 Boland Street	N/A
9	Juvenile Bureau/Truancy Unit	139 Cator Avenue	N/A
10	Operations Division H.Q. / Traffic Bureau	60 Collard Street	N/A
11	Emergency Services Unit / Violent Crimes Unit	575 Route 440	N/A
12	Pistol Range and Training Unit	1300 West Side Avenue	N/A
<i>Planned</i>			
1	West Police District Building (with new headquarters)	Communipaw Avenue and Martin Luther King Drive	N/A
3	North Police District Building	Central Avenue and Hoboken Avenue	N/A
<i>Source:</i> Jersey City Police Department.			

The majority of Jersey City's Police Department facilities were constructed in the early 20<sup>th</sup> century as part of a precinct based system that was in use at the time. The Police Department's facilities are typically older, relatively small in size and in need of renovation. Many also lack adequate space for ancillary activities including off-street parking and equipment storage. As a consequence, physical conditions are often less than optimal for modern police operations.

The Police Department is planning several facility improvements in order to address this situation. As shown in Table VII-16, a new West Police District building is planned for Communipaw Avenue in the vicinity of Martin Luther King Drive. The facility would include a new headquarters for the Police Department. A replacement for the North Police District building is also being planned, however, the location has not yet been determined. A site at the intersection of Central Avenue and Hoboken Avenue is under consideration, although a more central location is desired by the Heights neighborhood. In addition, the Police Department's Bureau of Criminal Identification and Property/Evidence Room will be relocated to the Jersey City Justice Complex on Summit Avenue between Newkirk Street and Academy Street when it is completed. Ultimately, it is the Police Department's goal to consolidate the Director's

and Chief's office and staff, central communications, division commands, specialized units and support staff into a new headquarters facility. This would yield a significant improvement in operational efficiency, coordination of police activity and command and control. It would also enable the Police Department to renovate the current Headquarters facility at 8-14 Erie Street for use by the East Police District.

Jersey City has experienced a significant decline in crime over the past ten years, as shown in Table VII-17. The total incidence of crime, violent and non-violent, has decreased from 20,891 in 1988 to 13,520 in 1998. This represents a decline of 7,371 crimes or 35.3 percent during the 10 year period and mirrors State and national trends. Each of the City's Police Districts has experienced a decrease in crime levels during the past 10 years. The largest decrease occurred in the West District, where total crimes fell from 6,220 in 1988 to 3,881 in 1998. This represents a reduction of 2,339 or 37.6 percent during the period. The total amount of crime in the East District decreased from 5,140 in 1988 to 3,264 in 1998. This is a decrease of 1,876 or 36.5 percent over the 10 year period. The total amount of crime in the North District decreased from 4,923 in 1988 to 3,185 in 1998, which is a decline of 1,738 or 35.3 percent during the period. In the South District, total crime levels fell from 4,608 in 1988 to 3,190 in 1998. This is a decrease of 1,418 or 30.8 percent. The trend of decreasing crime is projected to continue, driven by factors such as the use of increased foot patrols, advanced technology and more stringent sentencing requirements under the State Criminal Code.<sup>25</sup>

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<sup>25</sup> *Uniform Crime Report-State of New Jersey*; State of New Jersey/Division of State Police; 1998.

Table VII-17  
CRIME TRENDS, 1988 To 1998  
City of Jersey City, N.J.

	1988	1990	1992	1994	1996	1998	Change, 1988-1998	
							Number	Percent
<i>SOUTH</i>								
Homicide	10	8	9	8	10	6	-4	-40
Rape	34	42	26	16	21	18	-16	-47
Robbery	549	625	623	483	412	396	-153	-27.9
Agg/Assault	473	657	615	622	554	461	-12	-2.5
Burglary	849	1,018	885	893	716	717	-132	-15.5
Larceny	1,483	1,388	1,252	1,269	1,130	1,099	-384	-25.9
Auto Theft	1,182	1,285	955	799	691	475	-707	-59.8
Arson	28	26	24	26	33	18	-10	-35.7
Total	4,608	5,049	4,389	4,116	3,567	3,190	-1,418	-30.8
<i>WEST</i>								
Homicide	9	7	8	11	8	4	-5	-55.6
Rape	21	44	34	31	37	21	0	0
Robbery	855	879	971	845	702	544	-311	-36.4
Agg/Assault	410	525	701	682	513	568	158	38.5
Burglary	1,183	1,312	1,255	1,357	1,105	1,188	5	0.4
Larceny	2,272	1,846	1,912	1,679	1,484	748	-1,524	-67.1
Auto Theft	1,457	1,686	1,455	1,240	1,014	779	-678	-46.5
Arson	13		18	21	27	29	16	123.1
Total	6,220	6,332	6,354	5,866	4,890	3,881	-2,339	-37.6
<i>EAST</i>								
Homicide	3	3	6	12	2	2	-1	-33.3
Rape	39	26	19	23	22	22	-17	-43.6
Robbery	551	520	538	426	382	333	-218	-39.6
Agg/Assault	290	419	413	381	386	357	67	23.1
Burglary	1,005	962	1,098	909	694	586	-419	-41.7
Larceny	2,278	2,206	1,827	2,032	1,808	1,450	-828	-36.3
Auto Theft	951	982	870	721	933	490	-461	-48.5
Arson	23	20	19	23	45	24	1	4.3
Total	5,140	5,138	4,790	4,527	4,272	3,264	-1,876	-36.5

Table VII-17 (cont'd)  
 CRIME TRENDS, 1988 To 1998  
 City of Jersey City, N.J.

	1988	1990	1992	1994	1996	1998	Change, 1988-1998	
							Number	Percent
<i>NORTH</i>								
Homicide	1	6	4	5	5	2	1	100
Rape	19	27	14	10	9	16	-3	-15.8
Robbery	337	401	476	497	366	266	-71	-21.1
Agg/Assault	214	268	310	303	305	289	75	35.0
Burglary	1,066	1,396	1,365	1,164	935	829	-237	-22.2
Larceny	2,046	1,836	1,740	1,623	1,531	1,114	-932	-45.6
Auto Theft	1,228	1,259	1,235	1,015	1,033	652	-576	-46.9
Arson	12	12	25	29	42	17	5	41.7
Total	4,923	5,205	5,169	4,646	4,226	3,185	-1,738	-35.3
Total City	20,891	21,724	20,702	19,155	16,955	13,520	-7,371	-35.3
<i>Source:</i> Jersey City Police Department, 1999.								

Fire

The City of Jersey City has a comprehensive system of firehouses and associated facilities to protect its densely populated residential neighborhoods, extensive commercial and industrial districts and the thousands of commuters and visitors who traverse the City each day. The firehouses also contribute to neighborhood public safety by providing “eyes on the street” and serving as a safe haven in the event of emergencies.

The City’s Fire Department is organized into battalions based upon geography, operational requirements and the location of facilities. There are four battalions with a total of 17 firehouses located in neighborhoods throughout the City, as shown in Table VII-18 and the Emergency Service Facilities Map. Each battalion contains a mix of engine companies, truck companies and specialized units that are equipped to address a broad range of fire emergencies. There are currently 15 engine companies, 9 truck companies, 1 rescue company, 1 squad company, 1 HAZMAT unit and 1 mask services unit. In addition, there is a headquarters facility and a fire training school. The primary issues concerning Fire Department facilities are related to the age of the structures. Most of the City’s firehouses are more than 80 years old and are in need of renovation due to physical deterioration and the lack of sufficient space to accommodate larger, modern equipment.

Table VII-18  
 FIRE DEPARTMENT FACILITIES, 2000  
 City of Jersey City, N.J.

Key #	Facility	Address	Year Constructed
<i>Existing</i>			
<i>First Battalion</i>			
1	Engine Company #2	160 Grand Street	1850
2	Engine Company #5, Truck Company #6	355 Newark Avenue	1965
3	Engine Company #10, Truck Company #12	283 Halladay Street	1880
4	Fire Headquarters, Engine Company #6, Truck Company #2, HAZMAT Unit, Battalion Chief	465 Main Boulevard	1982
<i>Second Battalion</i>			
5	Engine Company #8	14-16 Orient Avenue	
6	Engine Company #13	152 Linden Avenue	1910
7	Engine Company #19, Truck Company #8, Battalion Chief	2-4 Bergen Avenue	1910
8	Engine Company #22, Truck Company #4	468 Ocean Avenue	1894
<i>Third Battalion</i>			
9	Engine Company #7, Truck Company #3, Battalion Chief	715 Summit Avenue	1997
10	Safety Officer, Mask Services Unit	666 Summit Avenue	1840
11	Engine Company #11, Truck Company #7	152 Lincoln Street	1905
12	Engine Company #14	46 Irving Street	1910
13	Engine Company #18	218 Central Avenue	1896
<i>Fourth Battalion</i>			
14	Engine Company #9, Battalion Chief	697 Bergen Avenue	1873
15	Engine Company #15, Truck Company #9	200 Sip Avenue	1910
16	Engine Company #17, Truck Company #11	110 Boyd Avenue	1905
17	Rescue Company #1, Squad Company #4	582 Communipaw Avenue	1870
<i>Other Facilities</i>			
18	Fire Department Headquarters	465 Marin Boulevard	1982
19	Fire Training School	Droyer's Point	1959
<i>Planned</i>			
2	Firehouse	Palisade Avenue and Congress Street	N/A

Source: Jersey City Fire Department.

Jersey City's Fire Department has a significant presence in the neighborhoods. The First Battalion serves Downtown and Lafayette and contains 4 firehouses. The current mix of units is 4 engine companies, 3 truck companies and 1 HAZMAT unit. The Second Battalion serves Bergen and Greenville and also contains 4 firehouses. The current mix of units is 4 engine companies and 2 truck companies. The Third Battalion serves the Heights and contains 5 firehouses. The current mix of units is 4 engine companies, 2 truck companies and 1 mask services unit. The Fourth Battalion serves Journal Square and West Side and contains 4 firehouses. The current mix of units is 3 engine companies, 2 truck companies, 1 rescue squad and 1 squad company. The Fire Department headquarters is located in Downtown at 465 Luis Munoz Marin Boulevard and the Fire Training School is located in Greenville at Droyer's Point.

The majority of Jersey City's firehouses, or 13 of 17 facilities, were constructed prior to 1911 and are a remnant of an earlier era when fire equipment was horse-drawn and service areas were much smaller. In order to improve conditions and maintain adequate fire protection services, the Fire Department has embarked on a long-term program of replacing and renovating substandard firehouses. A new firehouse containing Engine Company #7 and Truck Company #3 was constructed on Summit Avenue in the Heights in 1997. A new firehouse is planned at the intersection of Palisade Avenue and Congress Street in the Heights, as shown in Table VII-18. A new firehouse is also planned for Greenville, however, the location of the facility has not been selected yet. A new firehouse is also proposed as part of the Martin Luther King Drive Redevelopment Plan within the HUB project area on Ocean Avenue. Future redevelopment, particularly along the Hudson River and Hackensack River waterfronts, may precipitate the need for additional Fire Department facilities to serve new residential and commercial uses.

#### Emergency Medical Services

The City of Jersey City is a regional health care center with four hospitals including Jersey City Medical Center, which is a State designated trauma center. As a result, the City is well-served by emergency medical services including ambulance, paramedic and mobile intensive care units. The Medical Center is the City's primary provider of emergency medical services as shown in Table VII-19. These services are operated by its Department of Emergency Services.

Table VII-19 EMERGENCY MEDICAL SERVICE FACILITIES, 2000 City of Jersey City, N.J.		
<i>Key #</i>	<i>Facility</i>	<i>Address</i>
<i>Ambulance</i>		
1	Jersey City Medical Center	50 Baldwin Avenue, Jersey City
2	Tropicana Northeast Distribution Facility	9 Linden Avenue East, Jersey City
<i>Paramedic</i>		
3	Jersey City Medical Center	50 Baldwin Avenue, Jersey City
<i>Source: Jersey City Medical Center</i>		

The Jersey City Medical Center operates ambulance service under contract with the City. These units are based at the Medical Center facility on Baldwin Avenue with an auxiliary facility at the Tropicana Northeast Distribution Facility in Greenville as shown in the Emergency Service Facilities Map. The ambulance unit currently consists of 23 vehicles and 88 full-time staff. A maximum of 11 vehicles are in use at any time and current service levels are considered adequate to meet the needs of the City.

The Jersey City Medical Center provides paramedic and mobile intensive care service in the City as required by State law. These units are based at the Medical Center facility on Baldwin Street and have a service area that includes Downtown, Journal Square, West Side and parts of Bergen, Greenville and the Heights. The Medical Center also has facilities in Bayonne, Secaucus and Weehawken that cover parts of Jersey City. The Bayonne facility provides paramedic services to parts of Bergen/Lafayette, Greenville and West Side as far north as Communipaw Avenue. The Secaucus and Weehawken facilities cover those parts of the Heights that adjoin these municipalities. The paramedic and mobile intensive care unit currently consists of 8 vehicles and a staff of 37. Service levels are considered adequate to meet the needs of the City.

The Jersey City Medical Center also provides 911 dispatching for emergency medical services in the City from its facility on Baldwin Street. There are 3 dispatchers and 1 supervisor on duty during peak periods.

Jersey City's emergency medical service facilities are currently adequate to meet the needs of residents, businesses and visitors. The Jersey City Medical Center is planning a new hospital that will be located in the vicinity of Grand Street and Jersey Avenue in Downtown. When this project is completed, it is anticipated that the existing emergency medical service facilities will be relocated to the new facility.

## Libraries

The City of Jersey City has a comprehensive and well-developed public library system with facilities in most neighborhoods throughout the City as shown in the Libraries and Community Centers Map. The library system currently consists of a main facility, 5 branch facilities, 7 neighborhood facilities and a bookmobile as shown in Table VII-20. The number and diversity of facilities makes the public library system accessible to most residents, schoolchildren and businesses in the City. The Main Library has a City-wide service area and is the largest facility in the system with 186,000 volumes. The branch libraries have a regional service area and are medium-sized facilities with holdings of 16,000 to 32,000 volumes. The neighborhood facilities have a neighborhood service area and are small facilities with holdings of 5,000 to 14,000 volumes. The bookmobile is the equivalent of a neighborhood facility that can be deployed throughout the City and has 5,500 volumes. The major issues as they relate to public library facilities are the need for renovations to older facilities, the use of high technology and providing access to libraries in under-served areas of the City.

Table VII-20 LIBRARY FACILITIES, 2000 City of Jersey City, N.J.				
Key #	Library Facility	Address	Space (s.f.)	Books
<i>Main Facility</i>				
1	Main Library	472 Jersey Avenue	82,502	186,000*
<i>Major Branch Facilities</i>				
2	Five Corners Branch Library	678 Newark Avenue	13,635	32,000
3	Watters Media Arts Center	678 Newark Avenue	3,400	17,000
4	Greenville Branch Library	1841 Kennedy Boulevard	19,404	18,900
5	Hudson City Branch Library	14 Zabriskie Street	5,913	21,000
6	Miller Branch Library	489 Bergen Avenue	20,200	16,000
<i>Neighborhood Facilities</i>				
7	Pavonia Branch Library	362 Eighth Street	3,664	14,000
8	Perfecto Oyola Biblioteca Criolla	280 First Street	2,500	7,500
9	Claremont Branch Library	291 Martin Luther King Drive	1,950	5,800
10	Lafayette Branch Library	307 Pacific Avenue	1,380	6,000
11	Marion Branch Library	1017 West Side Avenue	1,574	9,200
12	Pearsall Branch Library	104 Pearsall Avenue	1,350	6,000
13	West Bergen Branch Library	476 West Side Avenue	2,350	5,000
<i>Other Facilities</i>				
14	Bookmobile	Based at Five Corners	--	5,500
* This total includes 46,000 books stored off-site.				
Source: Jersey City Free Public Library; Jersey City Management Review Team; Jersey City Department of Engineering; Master Plan Review, City of Jersey City, 1984.				

The Jersey City Public Library has a varied collection of books, newspapers, audio-visual materials and electronic media as shown in Table VII-21. The Public Library currently has 243,551 book titles and 374,616 book volumes; 630 periodicals and newspapers; and 14, 051 audio-visual and electronic materials. The total annual circulation is approximately 246,041 with circulation of 109,509 from the adult collection and 134,897 from the juvenile or children's collection. The collection is expected to increase in the future consistent with additional demand resulting from population growth and the increased availability of computers and electronic media. In the long term, it is the Public Library's goal to tailor each library's collection to the particular interests and needs of the neighborhood it is located in as was done with the Perfecto Oyola Biblioteca Criolla facility.

Table VII-21 PUBLIC LIBRARY COLLECTION AND CIRCULATION, 1998 City Of Jersey City, NJ	
<i>Category</i>	<i>Number</i>
<i>Collection</i>	
Book Titles	243,551
Book Volumes	374,616
Periodicals and Newspapers	630
Audio-Visual and Non-Print Materials	14,051
<i>Circulation</i>	
Adult Collection	109,509
Juvenile Collection	134,897
Other	1,635
Total Circulation	246,041
<i>Source:</i> Jersey City Free Public Library; 1998 Public Library Statistical Report.	

The Jersey City Public Library's facilities are characterized by an aging physical plant, obsolete configuration and extensive need for renovation. There are 6 libraries, representing 50 percent of all facilities, that were constructed in 1930 or earlier. This includes the Main Library as well as the Hudson City, Miller, Greenville, Lafayette and Marion Branch Libraries. Many of the existing libraries have a multi-floor layout, which is less than optimal for modern library operations. The age of the libraries, in conjunction with heavy usage, has resulted in physical deterioration that needs to be addressed.

In response to these conditions, the Public Library has recently renovated the Perfecto Oyola Biblioteca Criolla and Pearsall Branch Libraries. It is also preparing to renovate the Hudson City and Lafayette

Branch Libraries and will initiate these projects in 2000. The Public Library is also engaged in long-term planning to assess the needs of the system and prepare for future facility improvements. To date, the following determinations have been made:

- There is a need for improvements to the Main Library including adequate shelf space for books, meeting and training space, parking, upgraded electrical wiring, elevator renovation, repairs to the roof and compliance with the Americans With Disabilities Act (ADA).
- There is a need for improvements to existing branch library facilities, excluding recently renovated facilities such as the Perfecto Oyola Biblioteca Criolla and Pearsall Branch Libraries. Proposed improvements include repairing and waterproofing the basements of the Greenville and Miller Branch Libraries.
- There is a need for a new facility on the Hudson River waterfront in Downtown to serve the expanding population in this area.
- There is a need for a new facility to replace the Claremont Branch Library.

The Jersey City Public Library has identified several potential locations for the above-referenced facilities in conjunction with City officials and community groups. The WALDO District may be an appropriate location for a new branch library to serve the growing waterfront population. Such a facility would be centrally located on the waterfront and have an arts focus to complement the arts-oriented uses that are permitted in the District. The HUB project area on Martin Luther King Drive has been identified as a suitable location for a new branch library to replace the Claremont Branch Library. This facility could be located on the site of the former railroad station and would contribute to the significant redevelopment occurring in this area. Finally, the Public Library has identified an opportunity to create a children's library at the Liberty Science Center that would focus on science and technology. Such a facility would be a unique resource for children and students from throughout the City and would be created through a partnership with the Science Center.

The Jersey City Public Library is also making progress in its effort to incorporate technology into library services and administration. Each library in the system has been equipped with a minimum of 4 computer terminals and wiring for internet access is currently underway. Software is currently being developed to automate the card catalog and a variety of other library functions. By June 2000, the Public Library anticipates having an operational computer system that will provide automated catalog searches, internet access, management information and computerized book tracking and inventory control. Eventually, patrons will be able to access the Jersey City Public Library through a web page. This

upgrade will have multiple benefits including improved service, more efficient operations and increased access to information.

### **Community Centers**

The City of Jersey has an expanding network of community centers and has established the objective of providing most neighborhoods with access to such facilities. Community centers make a significant contribution to the quality of life experienced by residents and are utilized for a broad range of civic, educational, recreational and social purposes. Such facilities are used for public meetings, charter schools, athletic programs and leagues and community gatherings. As shown in Table VII-22, there are currently 7 public community centers located in neighborhoods throughout the City. These facilities are depicted in the Libraries and Community Centers Map. The newest facility is the Community, Education and Recreation Center on Luis Munoz Marin Boulevard in Downtown. A portion of the Center is being used by the Jersey City Golden Door Charter School. In order to accelerate the creation of community centers, the City has established an innovative partnership with local churches to provide such facilities on church property. The City subsidizes the creation and operation of church-based community centers, which must be open to the public. The Grace Van Vorst Community Center in Downtown, Saint Anne's Community Center in the Heights and Michael A. Maher Community Center in Bergen/Lafayette are examples of this type of facility, which utilizes public-private partnerships to enhance the quality of life in under-served residential neighborhoods.

Jersey City has plans for additional community centers in neighborhoods that currently lack access to such facilities. As shown in Table VII-22, a community center is planned on Summit Avenue to serve the Heights neighborhood. A community center consisting of two buildings is also planned on Martin Luther King Drive to serve the Bergen and Greenville neighborhoods. In addition, the City also has long-term plans to convert the Jersey City Armory at 678 Montgomery Street into a community center. The central location of this facility, as well as its large size, will enable it to serve the entire City. Other community centers are planned, however, the location of these facilities has not yet been determined.

Table VII-22  
COMMUNITY CENTERS, 2000  
City of Jersey City, N.J.

<i>Key</i>	<i>Facility</i>	<i>Address</i>
<i>Existing</i>		
1	Pershing Field Recreation Center	Pershing Field
2	Paterson Street Senior Center	Paterson Street
3	St. Anne's Community Center	3545 JFK Boulevard
4	Community, Education and Recreational Center (CERC)	9 <sup>th</sup> Street and Marin Boulevard
5	Grace Van Vorst Community Center	Erie Street and 2 <sup>nd</sup> Street
6	Maureen Collier Senior Center	Bergen Avenue between Virginia Avenue and Ege Avenue
7	Michael A. Maher Community Center (St. Patrick's Church)	492 Bramhall Avenue
<i>Planned</i>		
1	Summit Avenue Community Center	Summit Avenue between Secaucus Road and Hague Street
2	Jersey City Armory Community Center	678 Montgomery Street
3	Martin Luther King Drive Community Center (Phases 1 and 2)	Martin Luther King Drive and Fulton Avenue
<i>Source: City of Jersey City.</i>		

### **Government Facilities**

The City of Jersey City is characterized by a dispersed system of public facilities that are located in neighborhoods throughout the City as depicted in the Government Facilities Map. The major facilities are shown in Table VII-23 and are utilized by the executive, legislative and judicial branches of the City and County government. The major municipal government facility is City Hall, which is located at 280 Grove Street in Downtown. This facility houses the Mayor's Office, City Council and various executive and administrative departments. Other City government facilities include the Municipal Court at 765-769 Montgomery Street and Department of Public Works complex at 575 Route 440. The major County facility is the Administrative Complex and Courthouse located on Newark Avenue in Journal Square. These facilities house the County Executive's Office, Board of Chosen Freeholders and County Courts. The major issues as they relate to City government facilities are the age and condition of the structures, lack of sufficient space for administrative offices and their widely dispersed locations.

Jersey City utilizes several approaches to overcome the limitations of existing government facilities. Primary among these is the use of leased facilities to house various governmental functions and administrative departments. The City currently leases space in an office building at 30 Montgomery Street in Downtown for use by departments such as Housing, Economic Development and Commerce and the Jersey City Redevelopment Agency. The City is also planning new facilities such as the Jersey City Justice Complex currently under construction on Summit Avenue in Journal Square. The Justice Complex will house the Municipal Court and Violations Bureau.

Other government facilities are planned including a new Department of Public Works structure, however, their locations have not yet been determined. There is a need for upgraded government facilities to improve efficiency, access to services and the physical condition of aging structures. In order to address this need, it is recommended that a new civic center and municipal government complex be considered. Such a facility could be located in Journal Square to maximize access and complement the existing government presence in this area. If a new civic center and municipal government complex is created, careful consideration should be given to an appropriate reuse of City Hall.

Table VII-23  
 GOVERNMENT FACILITIES, 2000  
 City of Jersey City, N.J.

<i>Key #</i>	<i>Facility</i>	<i>Address</i>	<i>Year Constructed</i>
<i>Existing</i>			
1	City Hall	280 Grove Street	1893
2	Municipal Court/Violations Bureau	765-769 Montgomery Street	1930
3	Centralized Maintenance Facility	575 Route 440	1963
4	Municipal Office Building	325 Palisade Avenue	1910
5	Human Resources Building	201-209 Cornelison Avenue	1940
6	Auto Pound	100 Phillip Street	1960
7	Department of Public Works	575 Route 440	1963
8	County Courthouse and Administration Complex	595 Newark Avenue, 583 Newark Avenue, 567 Newark Avenue	1910, 1966
9	County Public Safety Building	549 Duncan Avenue	1963
<i>Planned</i>			
1	Justice Complex/Municipal Court	Summit Avenue between Newkirk and Academy Streets	N/A
<i>Source:</i> City of Jersey City.			

## VIII. RECREATION AND OPEN SPACE PLAN ELEMENT

### INTRODUCTION

The City of Jersey City recognizes the central role played by parks and recreation facilities in maintaining the City's quality of life and the contribution that they make to its reputation as a desirable place to live and work. Such facilities are an essential counterbalance to the intensely urban environment of large cities such as Jersey City. They provide residents with recreational opportunities, open space, social outlets and a refuge from the "hustle and bustle" of the City. When parks and recreation facilities are well-designed, they also have the potential to function as a public common where residents from the surrounding neighborhood and throughout the City may gather for civic as well as recreational purposes. In recognition of their importance, Jersey City has made it a priority to preserve existing parks and recreation facilities while providing for new facilities in targeted areas.

Jersey City's urban character, dense pattern of development and intense level of activity generate a significant need for, and place great demands upon, parks and recreation facilities. This is acknowledged in current planning efforts, which establish a vision of the City as a community of neighborhoods that support a high quality of life for its residents. This vision is to be achieved, in part, by increasing the availability of community resources for residents through an efficient system of shared City-wide facilities and residential area-specific facilities. The resources contemplated include large recreational facilities, waterfront amenities and community or pocket parks. They are intended to enhance the quality of life in the City by increasing active and passive recreational opportunities, providing additional open space and improving access to the waterfront. The ultimate goal is to develop a comprehensive parks and recreation system consisting of large, highly accessible facilities that serve the entire City and small, community-oriented facilities that serve individual neighborhoods.

Jersey City's existing parks and recreation facilities represent the foundation upon which the future system will be developed. The existing facilities provide a multitude of programs and amenities and are being improved to meet the current needs of residents for recreation and open space. However, new facilities will be required to fulfill the City's vision for the future and achieve the goal of increased availability of community resources including parks and recreation facilities. It will also be necessary to complete existing facilities that are only partially developed at present. As the City's system of parks and recreation facilities is improved and expanded, the following issues will be addressed:

- Preservation and improvement of existing parks and recreation facilities.
- Completion of unfinished parks and recreation facilities, including Liberty State Park and the Hudson River Waterfront Walkway.

- Providing new parks and recreation facilities in underserved neighborhoods.
- Enhancing access to, and linkages between, parks and recreation facilities.

## **EXISTING CONDITIONS**

Jersey City is served by an extensive system of parks and recreational facilities that are intensively used by residents of the City, Hudson County and northern New Jersey region. Since the City is one of the most densely populated municipalities in the State, they provide much needed recreational amenities and open space. The facilities vary in size and character from small neighborhood parks to mid-size community parks and large regional parks. There are currently 55 City parks, 2 County parks and 1 State park with a total area of 1,554 acres, as shown in Table VIII-1 and in the Parks and Recreation Map. The City also contains a national monument administered by the National Park Service. Despite this, Jersey City has a parks and open space deficit because of the relatively small size and uneven geographic distribution of municipal facilities.

### **City Parks and Recreational Facilities**

Jersey City's parks and recreational facilities are located in neighborhoods throughout the City. They are classified as neighborhood, community and regional facilities based upon their size and function. Altogether, these facilities provide residents with a broad range of recreational opportunities and open space.

Jersey City has 34 neighborhood parks characterized by their small size, limited facilities and local service area. They are generally used as playgrounds and passive recreation areas. The neighborhood parks include City Hall Park in Downtown, Terrace Avenue Park in the Heights and Muhammad Ali Park in Greenville.

There are 18 community parks characterized by their medium size, numerous facilities and intermediate service area. They are generally used as active recreation areas with pools, ballfields, tennis courts and pavilions. The community parks include Hamilton Park in Downtown, Fiske/Riverview Park in the Heights and Columbia Park in Greenville.

There are 3 regional parks characterized by their large size, comprehensive facilities and extensive service area. They are generally used for active and passive recreation with ballfields, concession stands, ice rinks, pools, picnic areas and wooded seating areas. The regional parks are Caven Point Recreational Facility in Greenville, Bright Street Gateway Recreational Facility near Downtown and Pershing Field in the Heights.

Jersey City is also planning several new parks including a recreational facility at the former Reservoir #3 site in the Heights and Veteran's Park on the Hudson River waterfront in Downtown. In addition, the City has initiated a program to improve existing parks and has budgeted \$43 million between FY1998 and FY2003 to achieve this goal.

### **County and State Parks and Recreational Facilities**

Jersey City's system of parks and recreational facilities is supplemented by regional facilities operated by Hudson County and the State of New Jersey. Lincoln Park East, Lincoln Park West and Washington Park are County parks used by residents of the City as well as Hudson County. Lincoln Park East and West is a 273 acre facility located in West Side. It contains active and passive recreation areas including playgrounds, ballfields, tennis courts, a running track, a picnic area and an 86 acre natural area. Washington Park is a 21 acre facility in the Heights that straddles the municipal border with Union City. It contains a playground, ballfields, tennis courts and a spray pool.

Liberty State Park is the largest park in Jersey City and the most visited State park in New Jersey. It is a 1,212 acre facility located between Bergen/Lafayette and Downtown with a waterfront walkway, an interpretive center, a marina, a pool and picnic areas. Although most of Liberty State Park is undeveloped, it accounts for more than two-thirds of all park and recreational land in the City. It also provides access to important tourist attractions in the City including Ellis Island, the Statue of Liberty and Liberty Science Center. Future plans for the development of Liberty State Park include a 125 acre green park and an amphitheater.

### **National Parks and Facilities**

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 1999 in a landmark 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, however, there is no funding for improvements at present. Among the proposed improvements is the creation of a public health museum, conference center and permanent pedestrian bridge linking Ellis Island to Liberty State Park.

### **Other Parks and Recreational Facilities**

Jersey City's system of parks and recreational facilities is further enhanced by the presence of the Hudson River Waterfront Walkway and the planned Hackensack RiverWalk. These are unique facilities that will supplement the existing system when completed and give the City outstanding access to the east and west waterfronts.

The Hudson River Waterfront Walkway is a partially complete linear park that extends from the George Washington Bridge in Fort Lee to the Bayonne Bridge in Bayonne. It will include all of the City's waterfront along the Hudson River and Upper New York Bay when completed. The sections of the Walkway that have been constructed in Jersey City are at Liberty State Park, Harborside Financial Center, Newport, Colgate and J. Owen Grundy Park at Exchange Place. The planned Veteran's Park in Paulus Hook will be constructed as part of the Colgate development and will expand the Walkway when completed.

The Hackensack RiverWalk is a planned linear park along the Hackensack River from Harmon Meadow in Secaucus to Lincoln Park in Jersey City. The Hackensack Meadowlands Development Commission (HMDC) will construct the RiverWalk, which will provide passive recreational opportunities and increase access to the Hackensack River.

### **Park and Recreational Facility Issues**

Jersey City has a parks and open space deficit that indicates there is a need for additional facilities. The State Green Acres Program standard is 8 acres of municipal parks and open space per 1,000 population. This translates into a need for 1,828 acres of parks and open space based upon the City's 1990 population of 228,537. The recommended Green Acres standard may be appropriate for suburban and rural municipalities with significant vacant land, however, it is difficult to achieve in a fully developed urban community like Jersey City.

The New York City standard of 2 acres of municipal parks per 1,000 population for active recreation and .5 acres of municipal parks per 1,000 population for passive recreation is better suited to conditions in the City. This translates into 457 acres of parks and open space for active recreation and 114 acres of parks and open space for passive recreation. Jersey City has approximately 138 acres of parks and open space, resulting in a total deficit of 452 acres. It will be difficult for the City to erase this deficit given the lack of funding and suitable vacant land for new park and recreational facilities. The presence of Lincoln Park, Washington Park and Liberty State Park partially compensates for the lack of municipal parks and open space. However, they are regional facilities that serve the County and State in addition to residents of Jersey City.

Table VIII-1  
EXISTING AND PLANNED PARKS AND RECREATION FACILITIES, 2000  
City of Jersey City, N.J.

Key #	Facility	Facility Classification	Size (Acres)	Amenities
<i>City Parks</i>				
1	Woodland Avenue Playground	Neighborhood-Playground	.25	Benches
2	Columbia Park (Greenville Memorial Park)	Community-Active/Passive	4.68	Pavilion, swings, seating area, walking path
3	McGovern Park (Country Village Park)	Community-Active/Passive	2.44	Climbing equipment, softball field, basketball courts, tennis courts, benches, tables
4	Martiniuk Park (Martiniuk – Enright/Pamrapo)	Neighborhood-Passive	.15	Monument
5	Caven Point Recreational Facility	Regional-City	17.29	Baseball Fields, softball fields, soccer fields, football fields, concession stand, restrooms, offices, grandstands
6	Ralph Taylor Memorial Park (inactive)	Neighborhood-Playground	.17	Climbing equipment, swings, basketball court, benches
7	Triangle Park	Neighborhood-Passive	.23	Climbing equipment, benches
8	Audubon Park (Major John Desmond Park)	Community-Active/Passive	2.77	Pavilion, climbing equipment, tennis courts, basketball courts, seating areas
9	Lt. R.B. Grover Memorial Park	Neighborhood-Passive	.25	Monument
10	Metro Field and Playground (Courtney Fricchione Little League)	Community-Playfield	1.40	Swings, softball field, benches
11	Stevens Avenue Park	Neighborhood-Playground	.24	Benches, play equipment
12	Boyd-McGuinness Memorial Park	Neighborhood-Passive	.22	Benches
13	LaPointe Park	Neighborhood-Playground	.26	Swings, basketball court, monument, benches
14	Hackensack River Greenway	Community-Passive	34	N/A
15	Pavonia/Marion Playground & Pool (Martucci Little League)	Community-Pool	2.67	Pool building, softball field, basketball courts, bocce court, benches
16	McGinley Square	Neighborhood-Passive	.21	Shelter, benches
17	Sgt. Anthony Playground	Neighborhood-Playground	.40	Swings, climbing equipment, basketball court

Table VIII-1 (cont'd)  
EXISTING AND PLANNED PARKS AND RECREATION FACILITIES, 2000  
City of Jersey City, N.J.

<i>Key #</i>	<i>Facility</i>	<i>Facility Classification</i>	<i>Size (Acres)</i>	<i>Amenities</i>
18	Cuneo Place Park	Neighborhood-Playground	.29	Playground
19	Tumulty Park	Neighborhood-Passive	.49	Swing stands
20	Pershing Field	Regional-Pool/Playfield	13.50	Pool building, swings, slide, softball field, track, tennis courts, basketball courts, ice rink, bocce courts, passive recreation area, card tables, benches
21	Fiske/Riverview Park	Community-Active/Passive	5.50	Pavilion, climbing equipment, swings, spray shower, basketball courts, seating area, sculpture
22	Leonard Gordon Park (Mosquito Park)	Community-Active/Passive	5.34	Pavilion, climbing equipment, swings, slides, tennis courts, basketball court, sculpture
23	Terrace Avenue Park	Neighborhood-Playground	.45	Spring sets, tire swing, basketball court, tables, benches
24	16 <sup>th</sup> Street Playground	Neighborhood-Playground	.44	Basketball courts
25	Hamilton Park	Community-Active/Passive	5.29	Pavilion, climbing equipment, swings, slide, tennis courts, basketball courts, wooded lawn and seating areas
26	Mary Benson Park	Community-Playfield	2.30	Softball fields, basketball courts, handball court, benches, rest rooms
27	First Street Playground	Neighborhood-Playground	.10	Basketball courts, benches
28	Fitzgerald/Holota Park (Grove Street PATH)	Neighborhood-Passive	.13	Benches, landscaping, fountain
29	City Hall Park	Neighborhood-Passive	.48	Benches, lawn
30	Bright Street Gateway Recreational Facility	Regional-City	6.30	Baseball/football field, little league field, concessions, lights
31	Van Vorst Park	Community-Active/Passive	1.83	Pavilion, slide, climbing equipment, spray shower and pool, seating area
32	Paulus Hook Park	Neighborhood-Passive	.92	Hook Park, basketball court, benches
33	J. Owen Grundy Park	Community-Active/Passive	.39	Benches, tables, entertainment platform
34	Meluso Park (Alexander F. Santora Park)	Neighborhood-Passive	.12	Lawn area
35	Enos Jones Park (w/ Ed Franco Field)	Community-Playfield	4.58	Field house, climbing equipment, softball fields
36	Roberto Clemente Field	Community-Playfield	1.00	Softball field

Table VIII-1 (cont'd)  
EXISTING AND PLANNED PARKS AND RECREATION FACILITIES, 2000  
City of Jersey City, N.J.

<i>Key #</i>	<i>Facility</i>	<i>Facility Classification</i>	<i>Size (Acres)</i>	<i>Amenities</i>
37	Wayne Street Playground (Angel Ramos)	Neighborhood-Playground	.25	Basketball courts
38	Lafayette Park (Rev. Ercel Webb Park)	Community-Active/Passive	4.20	Pavilion, climbing equipment, swings, slide, softball field, basketball courts, seating areas, monument
39	Dr. Lena Edwards Park	Neighborhood-Playground	.50	Climbing equipment, slide, spray shower, basketball courts, tables, benches
40	Laurel Court/Grove Street	Neighborhood-Passive	.05	Benches
41	York Street Park	Neighborhood-Passive	.06	Benches
42	Hudson Street/Veteran's Park	Neighborhood-Playground	.34	Play equipment, benches
43	Skinner Park	Neighborhood-Passive	.14	N/A
44	Arlington Park (William Thornton Park)	Community-Active/Passive	3.40	Pavilion, swings, climbing equipment, seating areas
45	Virginia Avenue Playground	Neighborhood-Playground	.25	Swings, climbing equipment, basketball courts
46	Garfield Avenue Park (Terry Dehere Park)	Neighborhood-Playground	.25	Basketball courts
47	Wilkinson Avenue Playground	Neighborhood-Playground	.30	N/A
48	Izetta McDuffy Mini-park	Neighborhood-Passive	.25	Benches
49	Monticello Avenue Mini-park	Neighborhood-Playground	.25	Climbing equipment, swings, seating areas
50	Cornelius R. Parker Park	Neighborhood-Playground	.25	Playground equipment, benches
51	Arlington/Minerva Avenue Playground (Arthur Ashe Basketball Courts)	Neighborhood-Playground	.17	Basketball court, benches
52	Bayside Park	Community-Active/Passive	9.20	Playground equipment, softball field, tennis courts, basketball courts, seating areas
53	Fulton Avenue Park	Neighborhood-Playground	.28	Benches, tables, lights
54	Muhammad Ali Park	Neighborhood-Playground	.50	Tennis courts, basketball courts, seating areas
55	Harmon Street Pool (inactive)	Community-Pool	.50	Pool building
	<i>Subtotal</i>		<i>138.20</i>	

Table VIII-1 (cont'd)  
 EXISTING AND PLANNED PARKS AND RECREATION FACILITIES, 2000  
 City of Jersey City, N.J.

Key #	Facility	Facility Classification	Size (Acres)	Amenities
<i>County Parks</i>				
56	Lincoln Park	Regional-County	273.00	Restaurant, playgrounds, wading pool, softball fields, soccer fields, golf course, track, football fields, tennis courts, basketball courts, roller hockey rink, bocce courts, fountain, picnic areas, rest rooms
57	Washington Park*	Regional-County	21.00	Pavilions, swings, slides, wading pool, softball fields, soccer field, basketball courts, tennis courts, roller hockey rink, bocce courts, seating areas, rest rooms
	<i>Subtotal</i>		<i>294.00</i>	
<i>State Parks</i>				
58	Liberty State Park (State Owned)	Regional-State	1,122.00	Central Railroad of N.J. terminal, waterfront promenade, climbing equipment, slides, swings
	<i>Subtotal</i>		<i>1,122.00</i>	
	<i>TOTAL</i>		<i>1554.12</i>	
<i>Planned Parks</i>				
59	Reservoir 3 Site	Regional	±13	Active and passive recreation facilities, equipment
60	HMDC Park	Regional	Unknown	Passive recreation with trails and interpretive stations
61	HMDC Park	Regional	N/A	Passive recreation with trails and interpretive stations
62	Morris Canal Greenway	Community	Unknown	Passive recreation
63	Harborside Plaza Park	Community	.66	Passive recreation
64	PJP Landfill	Regional	Unknown	Passive and active recreation
65	Connector Park between Mary Benson and Enos Jones Parks	Community	1 acre or less	Bicycle and pedestrian paths

*Source:* City of Jersey City.

\*Washington Park is located in Jersey City and Union City. The acreage of the portion of the park located in Jersey City is unknown.

## **PARKS AND RECREATION PLAN**

### **City Parks and Recreation Facilities**

The City of Jersey City's parks and recreation facilities are distinguished by their relatively compact size, increasing age and limited amenities. This is typical of older urban centers where such facilities were developed prior to modern park planning standards and where there is a limited amount of vacant land available for expansion. The City's parks and recreational facilities are intensively used and must accommodate increased demand resulting from population growth, employment gains and an increase in the number of visitors. The City is unable to fully meet this demand because the supply of parks, recreational facilities and open space is constrained by the lack of vacant land, the need for renovation of existing facilities and limited funding. This condition makes it imperative, from a planning perspective, to maximize the use and enjoyment of existing facilities through renovation, provision of additional amenities and selected expansion where land is available. Opportunities for the creation of new facilities should also be pursued in order to address the City's parks and open space deficit.

### *Availability of Parks and Open Space*

Jersey City has a municipal parks and open space deficit ranging from 266 acres to 1,690 acres as shown in Table VIII-2. According to the New York City standards, the City should have 571 acres of municipal parks and open space based upon a 1990 population of 228,537. This consists of 457 acres devoted to active recreation and 114 acres devoted to passive recreation. According to the New Jersey Green Acres standards, Jersey City should have 1,828 acres of municipal parks and open space based upon a 1990 population of 228,537. According to the New Jersey Balanced Land Use standards, Jersey City should have 404 acres of municipal parks and open space based upon a total developable area of 21.06 square miles. Despite the variation in standards, they substantiate the existence of a deficit and reinforce the need for additional parks and open space to serve residents of the City.

Table VIII-2 AVAILABILITY OF MUNICIPAL PARKS AND OPEN SPACE, 2000 City of Jersey City, N.J.				
<i>Category</i>	<i>Municipal Parks Area Standard</i>	<i>Recommended Municipal Parks Area</i>	<i>Existing City Parks Area</i>	<i>Park and Recreation Surplus/Deficit</i>
New York City	2.5 acres/1,000 population*	571 acres	138 acres	-433 acres
N.J. Green Acres	8 acres/1,000 population	1,828 acres	138 acres	-1,690 acres
N.J. Balanced Land Use	3% of developed/developable area	404 acres	138 acres	-266 acres
* The New York City standards consist of 2 acres of active recreation space per 1,000 population and .5 acres of passive recreation space per 1,000 population.				
<i>Source:</i> Open Space Guidelines, New York City Department of City Planning; New Jersey Open Space and Outdoor Recreation Plan Summary – 1994 to 1999, Green Acres Program, New Jersey Department of Environmental Protection.				

For planning purposes, the New York City and New Jersey Balanced Land Use standards should be used because they most accurately reflect the urban character and density of development in Jersey City. This results in a municipal parks and open space deficit ranging from 266 acres to 433 acres. Due to the scarcity of available land in the City, a multi-faceted approach to addressing the deficit consisting of the development of new facilities, the expansion of existing facilities and the completion of County and State facilities is recommended. Consideration should also be given to providing additional mini-parks and pocket parks that can be located in most neighborhoods without the need for significant amounts of land.

*Park and Recreation Facility Characteristics*

The City of Jersey City's system of parks, recreation facilities and open space consists of neighborhood, community and regional facilities as shown in Table VIII-3 and in the Parks and Recreation Map. The neighborhood parks are the fundamental unit of the municipal parks and recreation system and are found in every neighborhood throughout the City. They are supplemented by larger community parks and regional parks that provide a greater variety of recreational amenities as well as open space. The City's parks and recreation facilities are typically smaller in size and have a more limited service area than is recommended. This is a consequence of the age of most facilities, the dense pattern of development and the lack of available land.

Table VIII-3 PARK AND OPEN SPACE FACILITY CLASSIFICATIONS, 2000 City of Jersey City, N.J.				
<i>Classification</i>	<i>Description</i>	<i>Service Area</i>	<i>Size Criteria</i>	<i>Number of Facilities</i>
Neighborhood Park	The basic unit of the park system and serves as the recreational and social focus of the neighborhood. Focus is on informal active and passive recreation.	Radius of .25 to .50 miles	5 to 10 acre	32
Community Park	A unit of the park system that is larger in size and serves a broader purpose than neighborhood parks. Focus is on meeting community-based recreation needs, as well as preserving unique landscapes and open spaces.	Radius of .50 to 3 miles	20 to 50 acres	18
Regional Park	A unit of the park system that is larger in size and serves a broader purpose than community parks. Focus is on meeting community-based recreation needs, as well as preserving unique landscapes and open spaces.	City-wide	50 acres and greater	3
<i>Source:</i> Park, Recreation, Open Space and Greenway Guidelines, National Recreation and Park Association and American Academy for Parks and Recreation Administration, 1995, p. 94.				

### Neighborhood Parks and Open Space

The City of Jersey City has 34 neighborhood parks and recreation facilities that are the basic unit of the municipal parks and recreation system. They are found in most neighborhoods in the City and represent more than 60 percent of all municipal parks and recreation facilities. Neighborhood parks function as the recreational and social focus of a neighborhood and are used for active and passive recreation.

Jersey City's neighborhood parks vary in size, amenities and condition. The City's neighborhood parks are smaller and have a smaller service area than is recommended under current standards, which is appropriate given the prevailing density and scarcity of available land. They typically contain limited amenities such as benches, monuments, basketball courts and playground equipment. The City's neighborhood parks range in size from York Street Park at .06 acres to Paulus Hook Park at .92 acres. This is significantly less than the recommended size of 5 to 10 acres, which is a standard more suitable for suburban locations. The City's neighborhood parks are pedestrian-oriented and lack parking due to their relatively small size. As a result, the service area corresponds to walking distance and is

approximately one-quarter of a mile. They serve the neighborhood surrounding them and are typically used by residents who walk or bicycle to the park.

The development of additional neighborhood parks is recommended as a means of addressing Jersey City's parks and open space deficit. The provision of such facilities also increases the availability of neighborhood-serving community resources, which is part of the City's vision for the future. The areas that are currently underserved by neighborhood parks include the Heights, Journal Square, West Side and portions of the waterfront at Newport and Droyer's Point as shown on the Neighborhood Park Service Area Map. Residents of these areas typically utilize larger City parks as well as County and State parks to compensate for the lack of neighborhood facilities. It is also recommended that future large-scale planned residential development incorporate neighborhood parks to serve the population growth that they generate. In addition, there is a need for small pocket parks and sitting nodes within the City's neighborhood commercial/residential districts to enhance the streetscape, balance commercial activity and provide amenities for shoppers and pedestrians.

#### Community Parks and Open Space

The City of Jersey City has 18 community parks and recreation facilities that supplement neighborhood parks and are the intermediate unit of the municipal parks and recreation system. Community parks are located in most neighborhoods throughout the City and represent 34 percent of all municipal parks and recreation facilities. They are larger and have a broader purpose than neighborhood parks. The focus of community parks is on meeting the recreational needs of two or more neighborhoods while providing open space and preserving unique landscapes. They often host group activities and intensive recreational uses that require more space and better facilities than are found in neighborhood parks.

Jersey City's community parks vary in size, amenities and condition. The City's community parks are considered mid-size facilities, however, they are smaller and have a smaller service area than is recommended under current standards. This reflects the age of the facilities, the dense pattern of development and the lack of available land for expansion or new park development. Community parks typically contain numerous amenities such as ballfields, tennis courts, playgrounds, pools, seating areas, pavilions and walking paths. The City's community parks range in size from J. Owen Grundy Park, which is .39 acres, to Bayside Park, which is 9.2 acres. Although this is significantly less than the recommended size of 20 to 50 acres, it is appropriate given the urban environment and compact character of the City's parks and recreation system.

The City's community parks are pedestrian-oriented and are accessible through mass transit, usually in the form of bus service. Several of the larger parks have off-street parking but their relatively small size limits the number of spaces that are available. This results in a service area of one-half mile, which

reflects the dependence upon pedestrian access and the availability of mass transit. Those community parks that have parking may attract users from a slightly larger service area. Due to their larger service area and greater number of recreational amenities, community parks typically serve the neighborhood they are located in as well as neighborhoods within a half-mile radius.

The development of additional community parks is recommended as a means of addressing Jersey City's parks and open space deficit. The provision of such facilities will have the additional benefit of increasing the availability of neighborhood-serving community resources, which is part of the City's vision for the future. The areas that are currently underserved by community parks include the Heights, Journal Square and West Side as shown on the Community Parks Service Area Map. The presence of regional facilities such as Pershing Field in the Heights and Lincoln Park in West Side partially compensates for the lack of community parks in these neighborhoods. There is also a need for such facilities in areas of the City experiencing residential development and population growth, including portions of Downtown along the Hudson River waterfront such as Newport. A connector park or green corridor linking Mary Benson Park and Enos Jones Park is recommended. Such a link should be provided under the elevated Turnpike right-of-way or along existing streets.

#### Regional Parks and Open Space

The City of Jersey City has 3 regional parks and recreation facilities that are the most comprehensive unit of the City's parks and recreation system. They provide recreation facilities and open space that cannot be accommodated in smaller neighborhood and community parks. Regional parks are found in the northern, central and southern sections of the City and represent approximately 6 percent of all municipal parks and recreation facilities. They are larger and have a broader purpose than other types of parks in the City. The focus of regional parks is on meeting the recreational needs of the entire City while providing open space and preserving unique landscapes. They have facilities for group activities, organized athletic leagues and intensive recreational uses that require large areas of land and specialized facilities.

Jersey City's regional parks are the largest facilities and have the most extensive service area in the municipal parks and recreation system. Despite this, the regional parks are smaller in size than is considered optimal under current standards. This is consistent with the compact character of the City's parks and recreation system and is dictated by the intensely urban environment, dense pattern of development and lack of available vacant land.

The City's regional parks contain numerous amenities including ballfields, basketball courts, tennis courts, playgrounds, pools, an ice rink, seating areas and concession stands. They range in size from Bright Street Gateway Recreation Facility at 6.3 acres to Pershing Field at 13.5 acres and Caven Point

Recreation Facility at 17.3 acres. Although this is significantly less than the recommended size of 50 acres or more, it is sufficient to provide large-scale recreational opportunities for residents of the entire City.

With the exception of Pershing Field, the City's other regional parks provide a significant amount of parking and are auto-oriented due to their relatively isolated location. As a result, they have a City-wide service area because they are accessible by automobile from most points in the City. Pershing Field, on the other hand, is accessible to residents of the entire City who drive and park in the small on-site parking lot or who use NJ Transit as well as private courier bus service on Central and Summit Avenues.

The expansion of existing regional parks, where land is available, is recommended as a means of addressing Jersey City's parks and open space deficit. There are opportunities to expand Caven Point Recreation Facility and Pershing Field because of the availability of vacant land adjacent to these facilities. Consideration should also be given to developing a regional park on the Hudson River waterfront in Downtown and along the Hackensack River in conjunction with planned or anticipated redevelopment. Such a park would have connections to either the Hudson River Waterfront Walkway or the HMDC's Hackensack RiverWalk.

### **County Parks and Recreation Facilities**

The City of Jersey City's municipal parks and recreation system is supplemented by the facilities of the Hudson County park system. There are 3 County parks with a total area of 294 acres located in Jersey City, as shown in Table VIII-4 and depicted in the Parks and Recreation Map. They are Lincoln Park East, Lincoln Park West and Washington Park.

The County parks are large regional facilities that provide residents of the City and County with a broad range of active and passive recreational opportunities as well as open space. By virtue of their large size and accessibility, they enable the City to mitigate its parks and open space deficit. Like most other Hudson County facilities, the parks are relatively old and experience intensive use. There is a need for renovations to repair deteriorating facilities, modernize infrastructure and provide upgraded amenities and equipment. The County is addressing this problem through a long-term parks improvement program. Between 1990 and 1996, Hudson County spent more than \$4.7 million to renovate facilities in Lincoln Park East and Washington Park. Additional improvements are planned during the next several years. There is also an opportunity to develop additional facilities at Lincoln Park West, which is underutilized at present. This would expand the recreational opportunities available to City and County residents while enabling the City to further reduce its parks and open space deficit.

Table VIII-4  
 HUDSON COUNTY PARK AND RECREATION FACILITIES, 2000  
 City of Jersey City, N.J.

	<i>Lincoln Park East</i>	<i>Lincoln Park West</i>	<i>Washington Park</i>
Total Area (acres)	150.4	123	21
<i>Playing Fields/Courts</i>			
Baseball/Softball Fields	7	5	4
Exercise/Cross Country Courses	1	-	-
Basketball Courts	5	-	2
Bocce/Shuffleboard Courts	1	-	-
Soccer Fields	2	-	-
Tennis Courts	21	-	10
Running Tracks	1	-	-
Football Fields	2	-	-
Handball/Paddleball Courts	4	-	-
<i>Playgrounds</i>			
Children's Tot Lot	3	-	1
<i>Water-Oriented Facilities</i>			
Lakes and Ponds	3.7 acres	-	-
Waterfront	1,900 ft.	-	-
Spray Pool	-	-	1
<i>Other Facilities</i>			
Picnic Areas	4	-	-
Running/Bicycle Trails	3.3 miles	-	3.8 miles
Restrooms>Showers	-	-	1
Gazebo	4	-	1

*Source: Hudson County Park and Recreation Plan; Hudson County Department of Public Resources, 1997.*

*Lincoln Park East*

Lincoln Park East is located in the West Side neighborhood of Jersey City between John F. Kennedy Boulevard and U.S. Route 1 and 9. It has a total area of 150.4 acres and is the second largest park in the Hudson County park system. The park is used for multiple recreational purposes and functions as a regional park for residents from throughout the County, a community park for residents of the City and a large-scale source of open space. Lincoln Park East is one of the most important recreation facilities in the City because of its central location, extensive recreation facilities and intensive level of use.

Lincoln Park East contains a broad range of amenities for active and passive recreation including playing fields and courts, water-oriented facilities and lawn areas. As shown in Table VIII-4, there are 7 baseball and softball fields, 21 tennis courts, 3 playgrounds/tot lots, 4 picnic areas and a lake. In the Hudson County Park and Recreation Master Plan, more than \$4.4 million in long-term improvements have been identified. These include repairs to ballfields, construction of a new track grandstand, restoration of a monument and renovations to the maintenance area. It is recommended that the City coordinate with the County to ensure that these improvements and others identified in the Master Plan are implemented.

#### Lincoln Park West

Lincoln Park West is also located in the West Side neighborhood of Jersey City between U.S. Route 1 and 9 and the Hackensack River. It has a total area of 123 acres and is the third largest park in the Hudson County park system. A significant portion of the park, however, is largely undeveloped due to environmental constraints including wetlands and a former landfill. It is used for limited recreational purposes and functions as a regional park for residents from throughout the County, a community park for residents of the City and a significant source of open space. Lincoln Park West has the potential to be one of the most important recreation facilities in the City because of its central location, available land, access to the Hackensack River and physical connections to Lincoln Park East.

Lincoln Park West contains a mix of public and private recreation facilities including playing fields, water features and natural areas. As shown in Table VIII-4, there are 5 baseball fields, a tidal pond and undeveloped wetland areas. The ballfields are used and maintained by Jersey City and Saint Peter's College. There is also a commercial golf complex with a driving range and pitch and putt facility. In the Hudson County Park and Recreation Master Plan, more than \$10.9 million in long-term improvements have been identified. These include improvements to the tidal pond, restoration of wetlands, creation of a nature center with trails and interpretive stations, construction of a walkway on the Hackensack River and a new parking lot. Due to its incomplete condition, Lincoln Park West represents a unique opportunity to provide increased recreational opportunities and open space in the heart of Jersey City. It is recommended that the City coordinate with the County to ensure that the park is developed in accordance with the Park and Recreation Master Plan.

#### Washington Park

Washington Park is located in the Heights neighborhood of Jersey City between Central Avenue, Webster Avenue, North Street and Paterson Plank Road. It has a total area of 21 acres and is the seventh largest park in the Hudson County park system. The park straddles the municipal border with Union City and approximately half of it is located in Jersey City. The park is used for active and passive recreational purposes and functions as a regional park for residents from the central section of the County and a community park for residents of the northern section of the City. Washington Park is a significant

recreation facility because of its numerous amenities and location in an area of the City that is underserved by parks and open space.

Washington Park contains a broad range of amenities for active and passive recreation including playing fields and courts, playgrounds, water-oriented facilities and trails. As shown in Table VIII-4, there are 4 baseball and softball fields, 10 tennis courts, 1 playground/tot lot, a spray pool and running/bicycle trails. In the Hudson County Park and Recreation Master Plan, more than \$1.7 million in long-term improvements have been identified. These include repairs to ballfields, construction of a special design area with ornamental landscaping, improvements to passive lawn areas and a reconstructed restroom/shower facility. It is recommended that the City coordinate with the County to ensure that these improvements and others identified in the Master Plan are implemented.

### **State Parks and Recreation Facilities**

The City of Jersey City has one State recreational facility, Liberty State Park, that is among the foremost urban parks in the region as shown in the Parks and Recreation Map. Liberty State Park is also a facility of national and global significance because of its historic role in international immigration and current function as the gateway to the Statue of Liberty and Ellis Island. The park is the single most important recreational facility in the City because of its size and location, extensive facilities and intensive use. The City relies upon Liberty State Park, which is 1,212 acres in size, to compensate for the municipal parks and open space deficit. It also benefits from the broad range of facilities available to residents and that attract large numbers of visitors to the City, as shown in Table VIII-5. City residents are frequent users of Liberty State Park, which is the most heavily utilized facility in the State park system with 1998 attendance of almost 4 million.<sup>26</sup> The major issue, from a planning perspective, is the completion of Liberty State Park in order to realize its full potential as a source of recreation, open space and education for residents of the City and region. A related issue is providing appropriate facilities and amenities in the area surrounding the park to promote its continued development as a national and international tourist destination.

### *Current Conditions and Facilities*

Jersey City derives significant benefits from Liberty State Park even though it is only partially complete. The park is a unique resource with facilities and amenities devoted to education, historic preservation, recreation and open space as shown in Table VIII-5. The educational facilities are the Liberty Science Center, an interactive science and technology museum, and the Interpretive Center, a multi-purpose building for park-related exhibits and activities. The primary historic site is the former Central Railroad of New Jersey Terminal, which is listed in the National and State Registers of Historic Places for its role in

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<sup>26</sup> Liberty State Park had 3,998,853 visitors in 1998 according to the N.J. Division of Parks and Forestry.

U.S. immigration as well as architectural significance. The major recreation facilities include the Liberty Walk, Green Park, Liberty Landing Marina and Liberty Park Natural Area. The Green Park was recently completed and contains a great lawn, playground and landscaped areas. Other facilities that contribute to the unique character of Liberty State Park include ferry service from the Morris Canal Big Basin to the Statue of Liberty and Ellis Island.

At present, Liberty State Park is less than 50 percent complete due primarily to funding and environmental constraints. Of the park's total area of 1,212 acres, approximately 300 acres have been developed for recreation, open space, education and historic preservation. A portion of the undeveloped area contains environmentally sensitive features such as wetlands and tidal marshes and is unlikely to be developed. However, the interior section of Liberty State Park is designated for future recreational use but remains unimproved. The lack of State funding and soil contamination are the major constraints to development of this area. It is Jersey City's objective to pursue the development of this area and the completion of Liberty State Park in cooperation with the State.

Table VIII-5 FACILITIES AT LIBERTY STATE PARK, 2000 City of Jersey City, N.J.	
<i>Facilities</i>	<i>Description</i>
<i>Educational</i>	
Liberty Science Center	Interactive science and technology museum with IMAX theater.
Interpretive Center	Educational and meeting facility with exhibit space, classrooms and auditorium.
<i>Historic</i>	
Central Railroad of New Jersey Terminal	Former railroad terminal listed in the National and State Register of Historic Places.
<i>Recreational</i>	
Liberty Walk	A 2 mile long segment of the Hudson River Waterfront Walkway.
Green Park	An 88 acre park for active and passive use.
Liberty Landing Marina	A 200 berth marina on the Morris Canal Big Basin.
Liberty Park Natural Area	A 36 acre tidal salt marsh with nature trail.
Swimming Pool	A public pool located in the southern end of park.
Trail System	Paths and trails for fitness course, biking and hiking.
<i>Other</i>	
Liberty Park Café	Food sales and service.
Ferry	Ferry service to the Statue of Liberty and Ellis Island.
<i>Source:</i> N.J. Division of Parks and Forestry.	

### Future Plans and Facilities

The City of Jersey City anticipates that Liberty State Park will continue to grow as a national and international tourist destination as development proceeds and the park is completed. The major unfinished element is the interior of the park, especially a 225 acre section bounded by Freedom Way, Audrey Zapp Drive and Philip Drive. This area is planned for future use as a green park with active and passive recreational uses. Other park elements that require further development are the restoration of the Central Railroad of New Jersey terminal and ferry slips, completion of the Green Park east of Freedom Way and expansion of the Liberty Landing Marina. In addition, the City has established a vision for additional facilities within Liberty State Park that will further enhance the park and support efforts to develop the area around it into an international tourist destination. These facilities include horse stables for riding, a botanical garden, a transportation museum and a conference center on nearby Ellis Island. Consideration should be given to seeking funding from the \$1 billion parks and open space preservation initiative approved by State-wide ballot in 1998 for the completion of Liberty State Park. Consultation and coordination between the City, State and local groups such as the Liberty State Park Conservancy are necessary as the plan for additional facilities in Liberty State Park evolves.

### **Other Park and Recreation Facilities**

The City of Jersey City, by virtue of its location on a peninsula, has extensive waterfront areas along the Hudson River/Upper New York Bay in the east and the Hackensack River in the west. The City's waterfront areas have significant potential as a recreational amenity and source of open space. However, they have historically been isolated from residential neighborhoods and the inner core of the City by industrial, transportation and port-related uses that predominated until well into the 20<sup>th</sup> century. It is only since the 1970's that these uses have ceased operation, resulting in new opportunities for waterfront access and water-oriented recreation facilities.

The most prominent example of the transformation of Jersey City's waterfront is Liberty State Park, which was created on the site of the former Central Railroad of New Jersey yard and terminal along Upper New York Bay. The City hopes to replicate the success of Liberty State Park with the Hudson River Waterfront Walkway, which is partially complete and is planned to extend from the George Washington Bridge in the north through Jersey City to the Bayonne Bridge in the south. The Walkway will have a significant positive impact on the City's quality of life and its completion at the earliest possible date is recommended. A similar waterfront walkway along the Hackensack River is also recommended for the purpose of increasing access to this underutilized recreational and open space resource. Issues that are common to both walkways include accessibility, funding for construction, maintenance responsibility and consistency of design.

### Hudson River Waterfront Walkway

Jersey City's portion of the Hudson River Waterfront Walkway is currently under development and is characterized by finished segments interspersed with "missing links" and sections that are being constructed in conjunction with redevelopment projects. The full extent of the Walkway through the City is shown in the Parks and Recreation Map. The largest finished segment of the Walkway is Liberty Walk in Liberty State Park, which is two miles in length and spans the entire waterfront area of the park. Other completed segments of the Hudson River Waterfront Walkway are found at Newport, Avalon Cove, Harborside Financial Center, Exchange Place and Portside where previous redevelopment triggered the New Jersey Department of Environmental Protection's Walkway requirements. Sections of the Walkway that are currently under construction are located in Newport and Colgate, where waterfront redevelopment is progressing. The major "missing links" are found at the northern end of Newport, at Liberty Harbor North along the Morris Canal Big Basin and along the waterfront south of Liberty State Park. In order to promote the completion of the Hudson River Waterfront Walkway, support should be given to Hudson County's proposal to construct missing segments of the Walkway. Under this proposal, the County would complete the Walkway, property owners would repay public bonds used to finance improvements and a non-profit conservancy would be responsible for maintenance. In addition, consideration should be given to amending the zoning ordinance to require developers to construct the walkway to the centerline of adjoining streets to eliminate gaps and "orphan" segments of the walkway at the stub ends of public streets.

The Hudson River Waterfront Walkway is in the advanced stages of implementation along most of Jersey City's waterfront, with the exception of the industrial waterfront south of Port Liberte. The alignment has been established, segments have been constructed and others are under construction or are planned. The southern section of the Walkway, however, represents a difficult planning challenge due to the presence of active industrial and maritime uses at Port Jersey and Greenville Yard Industrial Park. These intensive uses require waterfront access in order to remain viable and are incompatible with recreational activity. In order to preserve the industrial uses while maintaining the integrity of the Hudson River Waterfront Walkway, it is recommended that an inland route through the southern waterfront be established. Such a route could be located on Garfield Avenue within the City street grid or traverse the Greenville Yards Industrial Park. The use of way-finding signal and street scope improvements are recommended to delineate and distinguish the inland route. The inland route should also be supplemented by alternative methods of access that provide views of the working waterfront and port activity, which is an often overlooked element of the Hudson River and Upper New York Bay. Alternative access may consist of elevated viewing platforms such as the one in use at the eastern end of Port Jersey peninsula.

### Hackensack River Waterfront Walkway

Jersey City's Hackensack River waterfront is an underutilized natural resource that has the potential to provide much needed recreation and open space for residents of the City, especially those in the neighborhoods of West Side, Journal Square and Greenville. In order to capitalize on the potential of this area, a waterfront walkway similar to the Hudson River Waterfront Walkway is proposed from Penhorn Creek in the north to the municipal border with Bayonne in the south as shown in the Parks and Recreation Map. The initial elements of a Hackensack River Waterfront Walkway exist in the form of the walkway at the Society Hill residential development at Droyer's Point and publicly owned waterfront at Lincoln Park West. However, additional planning and advocacy is necessary to bring the proposed walkway to fruition. It is perhaps most important to develop and implement a kick-off project that provides meaningful access to the Hackensack River and demonstrates the benefits of a walkway along the river.

There are several candidates for a kick-off project that will initiate the development of the Hackensack River Waterfront Walkway. These include the HMDC's proposed Hackensack RiverWalk and Hudson County's proposed riverfront promenade at Lincoln Park West. The Hackensack RiverWalk is a planned linear park along the river that will link Harmon Meadow in Secaucus with Lincoln Park in Jersey City. The County's planned riverfront promenade at Lincoln Park West will provide improved access to the Hackensack River and include a walkway, benches and shelters or a gazebo. It is recommended that the City support these projects and coordinate with the HMDC and the County to advance their implementation.

The City has also included the majority of the Hackensack River waterfront in the Waterfront Planned Development District to encourage large-scale mixed-use redevelopment. As redevelopment commences in this area, provisions for waterfront access and water-oriented facilities should be incorporated into approved plans. The City should also consider the use of the State Local Redevelopment and Housing Law to negotiate the construction of a waterfront walkway and other recreational improvements in conjunction with redevelopment. Particular attention should be given to ensuring unrestricted access, promoting high quality design and creating linkages to redevelopment projects and other recreation facilities. As is the case with the Hudson River Waterfront Walkway, it is anticipated that the development of the Hackensack River Waterfront Walkway will address the City's need for additional recreation and open space and act as a catalyst for redevelopment activity along the waterfront.

## IX. HISTORIC PRESERVATION PLAN ELEMENT

### INTRODUCTION

Jersey City has both a long history of development and a long history of historic preservation. Jersey City's first historic preservation ordinance was enacted in 1974, at which time the Historic Preservation Commission and the Historic Preservation Officer position were created and the first local historic districts (Van Vorst Park, Paulus Hook and Hamilton Park) were designated. Those districts were later added to the State and National Registers of Historic Places. Since 1974, several other local districts and individual landmarks have been added to the Historic Preservation Commission's jurisdiction based on works like the 1987 Historic Preservation Element of the Jersey City Master Plan and the Cultural Resource Inventories (Phase I and Phase II) performed by Dr. Joseph Brooks and Mary Kierick, respectively, in the 1980s. Many of the recommendations of the 1987 Historic Preservation Element are on-going and still relevant and should be carried-over into this Master Plan. These recommendations, as well as current historic preservation issues in Jersey City, will be discussed in the sections that follow.

### HISTORY<sup>27</sup>

Jersey City was originally settled in the seventeenth century by Dutch traders and colonists. The City was part of Bergen Township from 1660 to 1869. Bergen Township was divided into several municipalities between 1855 and 1863. Between 1869 and 1870, Hudson City, Bergen City and Jersey City were consolidated and in 1873 Greenville was added, creating the modern Jersey City.

#### The Early Settlers

The original inhabitants of the Jersey City area were the Lenni-Lenape Nation. The Hackensack tribe of the Lenni-Lenape Nation hunted animals, gathered shellfish and cultivated crops on small parcels of land. The earliest known land conveyance in Jersey City was a grant from the Native Americans to the Dutch on November 22, 1630. The Dutch settled the area and used slave labor to maintain and operate their large farms. African-Americans comprised the majority of the slave labor and settled in the community after they were emancipated.

The next settlers were Flemish, English and French Huguenot farmers and fisherman. The two main farming communities were Communipaw, located near Upper New York Bay and Bergen Village, located

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<sup>27</sup> *Images of America-Jersey City*, Shalhoub, Patrick B., Arcadia Publishing, 1995; *History and Forms of Government from Early Dutch Days to the Present Time*, Grundy, J. Owen and Louis P. Caroselli, 1970, City of Jersey City web site, 1998; *Historic Preservation Element to the Master Plan*, City of Jersey, September, 1987.

on the Palisades ridge. The English claimed the lands known as New Netherlands from the Dutch and the Dutch surrendered their colony on September 8, 1664. The Dutch recaptured the lost territory in 1672 but power was restored to England in 1674. In 1680, the Dutch Reformed Congregation erected a small stone church at the intersection of Vroom Street and Bergen Avenue in Old Bergen.

### **The Revolutionary War**

The Paulus Hook Fort was constructed early in the Revolutionary War by the American revolutionaries. The Fort was captured by the British in September, 1776 and retaken by an American force led by Major Henry Lee in 1779. Later in the war a resident of Jersey City, Jane Tuers, learned of Benedict Arnold's plans to surrender West Point to the British and arranged for General George Washington to receive news of the conspiracy. This helped the American revolutionaries avert a loss that may have changed the course of the war.

### **Railroads, Canals and Industry**

Jersey City's status as a major transportation and industrial center can be traced to the development of railroads, canals and ports in the nineteenth century. Several railroad companies located rail lines and terminals in Jersey City for freight, commuter, trolley and ferry services. The New Jersey Railroad established a rail line in 1837 which was taken over by the Pennsylvania Railroad in 1871. The terminal was expanded by the Pennsylvania Railroad, which provided train, trolley and ferry service. The Central Railroad of New Jersey established a railroad terminal and ferry slips on Communipaw Cove by 1863. The Morris Canal was built in the 1830's, starting in Phillipsburg and ending in Jersey City, near the present location of Liberty State Park. The Canal, which was filled in the 1920's, formed the boundary between Jersey City and Bayonne.

In 1825, the Drummer Brothers established the Jersey City Porcelain and Earthenware Company that was later known as Rouse & Turner's Pottery Works, where high quality ceramic products were manufactured. The Drummer family also established the Jersey City Glass Works in 1824 which produced glass until 1860, when a sugar refinery took over the site. Many industries operated successfully in Jersey City including Colgate, Lorillard Tobacco, Public Service Company and American Can Company.

### **International and Domestic Immigration**

The first large wave of immigration in Jersey City consisted of Irish, German and British immigrants who settled in the City during the mid- to late 1800's. Between 1830 and 1880, a significant amount of land was subdivided and housing was constructed to accommodate immigrants and native-born residents. The second wave of immigration included large numbers of Italian, Polish, Russian and Slovak newcomers who came to Jersey City between 1880 and 1920. A third wave of domestic migration

occurred in the mid-twentieth century when African-American citizens from the rural south migrated to the northeast in search of employment in the region's many industries and an improved standard of living. Many of these newcomers to Jersey City settled in Bergen and Lafayette, which had an established African-American community dating to early in the City's history. The modern wave of immigration, which commenced in 1965, includes people of Puerto Rican, Asian Indian, Egyptian, Filipino and Haitian descent who have established growing communities in the City.

### **The Towns**

Besides the historic communities of Bergen Village and Communipaw, which vanished long ago, there are several well-known historic communities in Jersey City. These include the Hamilton Park, Harsimus Cove, Paulus Hook and Van Vorst Park areas that have been designated as local, State and National Historic Districts. Other historic areas include Claremont, Greenville, Lafayette and Marion. They were once towns and villages that have been merged into modern Jersey City.

### **BENEFITS OF HISTORIC PRESERVATION**

The benefits of historic preservation are many, but can be generally categorized as economic and civic benefits. The civic benefits of preservation include stabilization of potentially deteriorating older neighborhoods and housing stock, preservation of past culture and ways of life and maintenance of "living" history. Economic benefits include an increase in property values and the property tax base, job creation through rehabilitation and restoration and the indirect benefits of cultural tourism through increased local retail, restaurant and hotel activity. A study prepared for the New Jersey Historic Trust by the Rutgers University Center for Urban Policy Research<sup>28</sup> echoes the findings of many other studies on historic preservation that preservation activity increases property value, creates more jobs than new construction, and meets broad social objectives of funneling resources to existing developed areas. Residential preservation maintains a variety of housing types and focuses on the upgrade and retention of existing structures.

### **HISTORIC RESOURCES**

A number of historically significant resources, including buildings, sites and districts, remain in Jersey City today. A number of resources have been listed in the New Jersey and National Registers of Historic Places as either districts such as Paulus Hook, or individual landmarks, such as William Dickinson High School. Of the five historic districts in the State and National Registers, four have been designated as local historic districts. Of the 21 individual resources in the State and National Registers, two have been

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<sup>28</sup> *Economic Impacts of Historic Preservation*. Center for Urban Policy Research. May 1997.

designated as local historic landmarks. Numerous other resources have been identified as eligible for inclusion in the State and National Registers, but require further study and official nomination.

### Locally-Designated Historic Districts and Landmarks

The City has designated four local historic districts and two local landmarks for protection, as shown in Table IX-1 and the Historic Preservation Map. They are the Hamilton Park, Harsimus Cove, Paulus Hook and Van Vorst Park Historic Districts as well as Ellis Island and William Dickinson High School. These resources are under the jurisdiction of the Historic Preservation Ordinance and Commission.

Table IX-1 LOCAL HISTORIC DISTRICTS AND LANDMARKS, 2000 City of Jersey City, N.J.			
<i>Map ID #</i>	<i>Resource Name</i>	<i>Location</i>	<i>Date of Designation</i>
1	Hamilton Park Historic District	6 <sup>th</sup> , 7 <sup>th</sup> , 8 <sup>th</sup> and 9 <sup>th</sup> Streets at Hamilton Park, Jersey Avenue to 10 <sup>th</sup> Street	2/1/77
2	Harsimus Cove Historic District	Portions of Jersey Avenue; Bay, Coles, Erie, First, Second, Third, Fourth, Fifth Streets; Manila Avenue	7/21/83
3	Paulus Hook Historic District	Portions of York, Grand, Sussex, Morris, Essex, Greene, Washington, Warren and Van Vorst Streets and Marin Boulevard	3/15/77
4	Van Vorst Park Historic District	Jersey Avenue; Varick, Barrow, Grove, Wayne, Mercer, Montgomery, York, Bright, Grand, Monmouth and Mercer Streets, Columbus Drive	2/1/77
5	William Dickinson High School (Jersey City High School)	2 Palisade Avenue	5/27/80
6	Ellis Island	Hudson River/Upper New York Bay	6/22/94
<i>Source:</i> Jersey City Zoning Ordinance, as amended.			

The Historic Preservation Commission is currently in the process of designating the Apple Tree House and White Manor as local landmarks and is preparing nominations for the State and National Registers of Historic Places. No other resources are planned for local designation by the Commission at this time. The designation of additional local resources has been slow due to fears of gentrification (Bergen Hill area) that will increase housing prices in historic areas and by misperceptions of economic hardship that property owners will face to maintain their properties in historic districts. Non-profit entities that may receive federal funding have been particularly wary of the potential requirement for consistency with

federal historic preservation regulations (Section 106 of the Historic Preservation Act), and have resisted being regulated members of historic districts.

### State and National Registers of Historic Places

Jersey City has historic resources of statewide and national significance, as evidenced by the broad range of buildings, sites and districts listed in the State and National Registers of Historic Places. The City currently has 29 listings in the State and National Registers ranging from the Grace Van Vorst Church to the former Morris Canal and the Hamilton Park Historic District. These are depicted in the Historic Preservation Map. There are three national landmarks in Jersey City: The Great Atlantic and Pacific Tea Company Warehouse, the Holland Tunnel and the Statue of Liberty National Monument. The complete listing of buildings, sites and districts in the State and National Registers is shown below in Table IX-2.

Table IX- 2 NEW JERSEY AND NATIONAL REGISTERS OF HISTORIC PLACES, 2000 City of Jersey City, N.J.			
<i>Map ID #</i>	<i>Resource Name</i>	<i>Location</i>	<i>Register and Date of Listing*</i>
1	Dr. William Barrow Mansion (Ionic House)	83 Wayne Street	SR: 12/20/76 NR: 5/02/77
2	Fairmount Apartments	2595 Kennedy Boulevard	SR: 12/09/94 NR: 3/03/95
3	Fickens Warehouse	750-766 Grand Street	SR: 5/01/84 NR: 6/14/94
4	Great Atlantic and Pacific Tea Company Warehouse	Provost Street between First and Bay Streets	SR: 6/02/78 NR: 6/02/78 (National Historic Landmark)
5	Grace Van Vorst Church	268 Second Street	SR: 5/24/79 NR: 8/01/79
6	Hamilton Park Historic District	6 <sup>th</sup> , 7 <sup>th</sup> , 8 <sup>th</sup> and 9 <sup>th</sup> Streets at Hamilton Park	SR: 4/27/78 NR: 1/25/79
7	Hamilton Park Historic District Extension	Jersey Avenue to 10 <sup>th</sup> Street	SR: 10/01/82 NR: 12/02/82
8	Harsimus Cove Historic District	Portions of Jersey Avenue; Bay, Coles, Erie, First, Second, Third, Fourth, Fifth Streets; Manila Avenue	SR: 10/15/87 NR: 12/09/87
9	Holland Tunnel	Terminus of U.S. Routes 1 & 9 and N.J. Turnpike Hudson County Extension (I-78); east of Provost Street	NR: 11/04/93 (National Historic Landmark)
10	Hudson County Court House	583 Newark Avenue	SR: 6/12/70 NR: 8/25/70

Table IX- 2 (cont'd.)  
 NEW JERSEY AND NATIONAL REGISTERS OF HISTORIC PLACES, 2000  
 City of Jersey City, N.J.

<i>Map ID #</i>	<i>Resource Name</i>	<i>Location</i>	<i>Register and Date of Listing*</i>
11	Jersey City Central Railroad Terminal	Audrey Zapp Drive (formerly Johnston Avenue)	SR: 8/27/75 NR: 9/12/75
12	Jersey City YMCA		SR: 1999 NR: 1999
13	William Dickinson High School (Jersey City High School)	2 Palisade Avenue	SR: 12/23/81 NR: 6/01/82
14	Jersey City Medical Center	Montgomery Street, Cornelison Avenue, Clifton Place and Baldwin Avenue	SR: 3/19/85 NR: 11/27/85
15	Labor Bank Building	26 Journal Square	SR: 5/01/84 NR: 6/14/84
16	Lembeck and Betz Eagle Brewing Company District	9 <sup>th</sup> , 10 <sup>th</sup> and Manila Streets, Marin Boulevard	SR: 5/17/84 NR: 6/21/84
17	Loew's Theater	54 Journal Square	SR: 8/15/85
18	Morris Canal	Hackensack River near Communipaw Avenue, south paralleling Route 440 to the border with Bayonne, north paralleling the N.J. Turnpike Hudson County Extension to Morris Canal Big Basin near Liberty State Park	SR: 11/26/73 NR: 10/01/74
19	Newkirk House	510 Summit Avenue	SR: 11/07/79
20	Old Bergen Church	Bergen and Highland Avenues	SR: 6/13/73 NR: 8/14/73
21	Paulus Hook Historic District	Portions of York, Grand, Sussex, Morris, Essex, Greene, Washington, Warren and Van Vorst Streets	SR: 8/07/81 NR: 6/21/82
22	Paulus Hook Historic District Extension	Portions of York and Van Vorst Streets, Marin Boulevard	SR: 3/12/85 NR: 5/13/85
23	Pohlmann's Hall	154 Ogden Avenue	SR: 7/09/85 NR: 9/05/85
24	St. Patrick's Parish and Buildings	Ocean and Bramhall Avenues; Grand Street	SR: 3/17/80 NR: 9/17/80
25	Stanley Theater	2932 J.F.K. Boulevard	SR: 5/12/81
26	Staten Island Ferry Route and Terminal Sites	Upper New York Bay	SR: 5/08/75
27	Statute of Liberty National Monument (Including Ellis Island)	Hudson River/Upper New York Bay	SR: 5/27/71 NR: 10/15/66 (National Historic Landmark)
28	U.S. Post Office	Washington and Montgomery Streets	SR: 1/31/86
29	Van Vorst Park Historic District	Jersey Avenue; Varick, Barrow, Grove, Wayne, Mercer, Montgomery, York, Bright and Grand Streets	SR: 8/02/78 NR: 3/05/80

Table IX- 2 (cont'd.)			
NEW JERSEY AND NATIONAL REGISTERS OF HISTORIC PLACES, 2000			
City of Jersey City, N.J.			
Map ID #	Resource Name	Location	Register and Date of Listing*
30	Van Vorst Park Historic District Extension	Wayne, Barrow, Bright, Varick, Montgomery, York, Monmouth and Mercer Streets; Jersey Avenue; Columbus Drive	SR: 8/21/84 NR: 10/11/84
* SR - State Register of Historic Places; NR - National Register of Historic Places			
**The Lembeck and Betz structure has been demolished, however, the district remains intact.			
Source: New Jersey and National Registers of Historic Places, 1970-1995, NJDEP, Historic Preservation Office, 1996; U.S. Department of the Interior National Register Information System; Various other information from NJDEP Historic Preservation Office.			

**Additional Historic Resources**

In addition, the City also has several hundred buildings, sites and districts that are potentially eligible for listing in the State and National Registers of Historic Places, as identified in the Phase 2 Cultural Resources Survey performed for the City in the late 1980s (see Appendix A). These resources should be prioritized by the Commission for official nomination to the State and National Registers, and as local landmarks.

**HISTORIC PRESERVATION ORDINANCE**

In order to protect its resources, the City has adopted an historic preservation ordinance to regulate alterations to local landmarks and development within local historic districts. The ordinance was originally adopted in 1974 and was most recently amended in 1989. The historic preservation ordinance creates the regulatory framework for the preservation of historic resources and establishes an Historic Preservation Officer and an Historic Preservation Commission.

**Regulatory Framework**

The Historic Preservation ordinance contains information regarding the designation procedure for resources, standards for rehabilitation, restoration and infill development within districts and for landmarks and Commission procedures. The ordinance is structured so that the historic districts are located in their own zoning districts, and are subject to zone-specific standards. There are several elements of the ordinance that require modification due to insufficient information or inconsistencies. They are as follows:

### Historic Zoning Districts

Resources owned by non-profit entities are not subject to review under the ordinance (Sections 345-105 through 108). This exemption means that non-profit entities do not have to comply with the use and bulk standards of the historic district, as well as the preservation standards. It is recommended that the ordinance be revised to require such structures to be compliant with the use and bulk standards of the zoning district, although they may be exempt from historic oversight.

### Standards for Infill within Historic Districts

The local historic districts have experienced incompatible infill development, which undermines the character and value of the historic districts. The design standards for infill development are insufficient and should be supplemented with specific standards, including a requirement to meet the prevailing height and setback of adjacent structures facing the same street, as well as structures across the street. The Design Guidelines contained in the Urban Design Element can serve as the basis for standards that should be implemented in the Historic Preservation Ordinance.

### Definitions Section

The definitions section of the ordinance should be reconciled with the definitions section of the main body of the Zoning Ordinance to ensure consistency between the two.

### **Historic Preservation Officer**

The Historic Preservation Officer processes development applications within the four historic districts and the two local landmarks to ensure consistency with established design standards for rehabilitation and infill development, and zoning standards within the historic districts. Projects that are larger in scale or that require Planning Board or Zoning Board of Adjustment review, are referred by the Historic Preservation Officer to the Historic Preservation Commission for review and comment. According to the Historic Preservation Officer, approximately 10 to 15 such applications are processed per week.

### **Historic Preservation Commission**

The Historic Preservation Commission recommends districts and landmarks for designation to the City Council, specifies development standards and prescribes the process used to review development applications. The Historic Preservation Commission consists of 9 appointed members with two alternates and the Historic Preservation Officer who serves as staff. The Commission members must meet prescribed qualifications criteria. All Commission members must have a demonstrated interest,

competence or knowledge in historic preservation. The Commission has been given the power, via ordinance, to:<sup>29</sup>

- Identify, record and inventory all buildings, sites or landscape features of significant historical or architectural value based upon the standards of the U.S. Department of the Interior...
- Advise and assist City officers, boards and other bodies...on all matters which have potential impact on the landmark buildings, sites, structures, object or landscape features in the City or on the ambiance of an historic district.
- Recommend to the Planning Board and City Council the establishment and boundaries of additional historic districts...
- Recommend to the Board of Adjustment and Planning Board the grant or denial of development applications...
- Issue certificates of appropriateness, certificates of no effect or notice to proceed...

The Historic Preservation Commission serves in an advisory capacity to the Planning Board and Zoning Board of Adjustment. It reviews all proposals for development before the Boards that will either alter a landmark or occur within an historic district. The Commission may recommend the approval or denial of an application based upon its affect on the landmark or historic district in question, and compliance with the standards of the historic preservation ordinance. Approvals are granted through a certificate of appropriateness, a certificate of no effect or a notice to proceed in cases of emergency. The Historic Preservation Commission may also grant a certificate of economic hardship if a denial would deprive the applicant of the reasonable use of their property. Appeals of Commission decisions are heard by the Zoning Board of Adjustment. All proposed development in the historic districts on regulated properties is subject to the zoning standards contained within the historic preservation ordinance.

The Historic Preservation Commission also serves in an advisory capacity to the City Council for the designation of landmarks and historic districts. The Commission, at the request of the Council, may review and comment on applications for local landmark or historic district status. Its recommendation is non-binding and the Council is the sole body authorized to designate a landmark or historic district under the historic preservation ordinance. The Commission must use the U.S. Department of the Interior's National Register Criteria for Evaluation to determine if a property or district is eligible for designation as a landmark or historic district. Property owner consent is necessary, as is Planning Board approval. In addition, all landmarks and historic districts listed on the State and National Registers of Historic Places are eligible for local designation at the request of the property owner(s).

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<sup>29</sup> Zoning Ordinance, City of Jersey City, Section 345-88, p.34605.

## **RECOMMENDATIONS**

### **General Recommendations**

- The procedures and design standards of the Historic Preservation Ordinance for maintaining historic structures should be followed and maintained, except for those amendments recommended herein such as the reconciliation of the Zoning Ordinance definitions with those of the Historic Preservation Ordinance, and compliance of structures owned by non-profits with use and bulk standards of the historic districts.
- Removal and below-grade placement of all over-head utility services should be a priority in all historic districts, with the exception of HBLRTS category systems and associated support and utility structures.
- The list of permitted uses in historic districts should be reviewed and evaluated. Uses that lend themselves to historic districts and adaptive reuse, such as bed and breakfasts, should be considered.

### **Certified Local Government Status**

In order to better protect the cultural resources within Jersey City, the Commission should to achieve designation as a Certified Local Government. Status as a Certified Local Government will afford the Commission opportunities to receive matching grants from the federal government for historic studies and preservation efforts such as planning and education projects and historic register nomination plans. In order to achieve Certified Local Government status, local governments must be certified by the State Historic Preservation Officer as meeting State and Federal program requirements for the designation and protection of historic properties and districts in the City. It is recommended that the Historic Preservation Ordinance and the Historic Preservation Element of the Master Plan be submitted to the State Historic Preservation Officer for compliance review as the first step toward achieving Certified Local Government status.

### **Increase Public Awareness and Acceptance of Historic Preservation**

Historic preservation in Jersey City has suffered in recent years due to misperceptions about the economic implications of historic designation at all levels. The importance of historic preservation from both cultural and economic perspectives should be disseminated to the public and policy makers. The Historic Preservation Commission should focus their efforts on re-educating property owners and policy makers of the significant benefits of preservation, including increases in property value and retention of cohesive neighborhood character. Along with the economic benefits of preservation, property owners

should be informed of State and federal funding and technical assistance for rehabilitation and restoration, including the federal Investment Tax Credit Programs.

Other City departments and services can also help in the historic preservation effort in the following ways:

- The Building Division and Police Department can discourage non-demolition salvage operation of architectural elements from vacant buildings.
- The Jersey City Public Library can serve as the City repository for historic resources information.
- The Jersey City Public Schools can include preservation curricula in civics, history and art classes at all grade levels to promote awareness at younger ages.

If the Commission achieves Certified Local Government status, funding for such educational campaigns could be obtained.

#### **Local Designation of Additional Resources**

The City has the ability to designate additional historic resources as local historic districts and landmarks. The historic resources contained on the State and National Registers of Historic Places should be locally-designated, especially those that are publicly-owned. Resources that are not adequately maintained by private interests should be targeted for local public acquisition and adaptively reused for public purposes. Historic public buildings that are sold should be encumbered by a protective easement that will maintain the historic character of the buildings. Consideration should be given to landmarking additional neighborhoods and properties as Local Historic districts and Landmarks.

The resources inventoried in Appendix A should be prioritized for eventual local designation and nomination to the State and National Registers.

## APPENDIX A

PHASE 2 SURVEY OF WARD A, JERSEY CITY		
List of Sites Eligible for the National Register		
Phase 2, Ward A Sites Eligible for the National Register		
0906-A3	JFK 2	1801-5 J.F. Kennedy Boulevard
0906-A3	JFK 3	Jersey City Free Library – 1843 J.F. Kennedy Boulevard
0906-A3	JFK 4	1855 J.F. Kennedy Boulevard
0906-A3	JFK 6	1887 J.F. Kennedy Boulevard
0906-A3	LEM 2	283 Lembeck Avenue
0906-A3	SUL 1	Van Leer Containers - Alex Sullivan Drive (Lembeck to Linden)
0906-A4	DAN 1	110 Danforth Avenue
0906-A4	DAN 4	Public School Number 20 - 160 Danforth Avenue
0906-A4	DAN 7	206 Danforth Avenue
0906-A4		St. Paul's Church Complex
GRNV 1,2	OLBERG 2	10-24 Greenville Avenue, 183 Old Bergen Road
0906-A4	LEM 4	St. Ann's R.C. Home for the Aged - 148 Lembeck Avenue
0906-A5	CAT 1	36-8 Cator Avenue
0906-A5	DAN 2	46 Danforth Avenue
0906-A5	GAR 5	232 Garfield Avenue
0906-A5	LIN 5	30 Linden Avenue
0906-A5	LIN 18	93 Linden Avenue
0906-A5	LIN 20	101 Linden Avenue
0906-A5	OC 3,4	Grace P.E. Church - 154 Ocean Avenue
0906-A5	OC 9, 10	164, 168 Ocean Avenue
0906-A5	OC 11	Trust Company of New Jersey - 165 Ocean Avenue
0906-A6	JFK 1	Public School Number 34 - 1830 J.F. Kennedy Boulevard
0906-A6	OC 1	301 Ocean Avenue
0906-A6	OC 2	Bayview Cemetery Gate – Ocean Avenue at Chapel Avenue
0906-A6	WAR 3	Church of the Redeemer – 33-7 Warner Avenue
0906-A7	BAYPK 1	500 Bayside Park Drive
0906-A7	BER 7	Corinthian Baptist Church - 132 Bergen Avenue
0906-A7	MLK 4,5	Sacred Heart R.C. Church Complex - 210-16 MLK Drive
		183 Bayview Avenue
0906-A7	MLK 6	First Fidelity Bank - 263 MLK Drive
0906-A7	OC 3	J.C. Fire Truck #4, Engine Co., #22 - 468 Ocean Avenue
0906-A7	OC 9	Hudson City Savings Bank - 532-4 Ocean Avenue
0906-A7	STEG 1	67 Stegman Street
0906-A7	STEV 5,6	Mount Olive Pentecostal Faith Church; 150-2 Stevens Avenue
0906-A7	VANN 1	27 Van Nostrand Avenue
0906-A7	WILK 1, 2, 3	1; 11-39 Wilkinson Avenue

**PHASE 2 SURVEY OF WARD A, JERSEY CITY**

**List of Sites Eligible for the National Register**

**National Register Sites in Ward A**

There are no National Register Sites in Ward A

**Sites Determined Eligible for the National Register in Ward A**

0906-A4	LIN 4	Engine Company Number 13 - 152 Linden Avenue
0906-A		Greenville Yard Piers

**PHASE 2 SURVEY OF WARD B, JERSEY CITY**

**List of Site Eligible for the National Register**

**Phase 2, Ward B Sites Eligible for the National Register**

0906-B3	JFK 1	Hepburn Hall, Jersey City State College - 2051-9 J.F. Kennedy Boulevard
0906-B3	WOO 1, 2, 3	389-407; 388-408 Woodlawn Avenue
0906-B3	WS 1	Miss America Diner; 322 West Side Avenue
0906-B4	CLE 1	140-142 Clendenny Avenue
0906-B4	CLE 6	99 Clendenny Avenue
0906-B4	CLE 6	215 Clendenny Avenue (there are 2 CLE 6's)
0906-B4	CLT 1	260-2 Claremont Avenue
0906-B4	EG 1	180 Ege Avenue
0906-B4	EG 11	Our Lady of Victories School - 238 Ege Avenue
0906-B4	EG 15	279 Ege Avenue
0906-B4	LEX 4, WS 19	124 Lexington Avenue, 548-50 West Side Avenue
0906-B4	LEX 6	164 Lexington Avenue
0906-B4	LEX 7	168 Lexington Avenue
0906-B4	ROO 2	51 Roosevelt Avenue
0906-B4	ROO 6	77-9 Roosevelt Avenue
0906-B4	UN 11	315 Union Street
0906-B4	UN 14	Public School Number 33 - 362 Union Avenue
0906-B4	UN 15	389 Union Street
0906-B4	V I 2	Public School Number 24 - 220 Virginia Avenue
0906-B4	WS 1	374-8 West Side Avenue, Also 346-70 Claremont Avenue
0906-B4	WS 10	452-4 West Side Avenue
0906-B4	WS 13	477 West Side Avenue
0906-B4	WS 17	510-22 West Side Avenue
0906-B4	WS 19	See 0906-B4 LEX 4
0906-B4	WS 20	561-3 West Side Avenue
0906-B5	HAR 3	First Church of Christ Scientist - 154-6 Harrison Avenue
0906-B5	HAR 13	292 Harrison Avenue
0906-B5	JFK 2	Temple Beth-EL – 2415-31 J.F. Kennedy Boulevard
0906-B5	LPK	Lincoln Park
0906-B5	WS 1, 2, 3, 4	St. Aloysius Roman Catholic Church Complex - 691-703 West Side Avenue 178 Kensington Avenue
0906-B6	FRW 1	162-4 Fairview Avenue
0906-B6	FRW 2	187, 187A, 189 Fairview Avenue
0906-B5		West Bergen Historic District

**National Register Sites in Ward B**

There are no National Register Sites in Ward B

**Sites Determined Eligible for the National Register in Ward B**

0906-B4	BOY 5	Engine Company No. 17 - 106-10 Boyd Avenue

**PHASE 2 SURVEY OF WARD C, JERSEY CITY**

**List of Sites Eligible for the National Register**

**Phase 2, Ward C Sites Eligible for the National Register**

0909-C2	BDY 1	P.S. 23 - 15-29 Broadway (143 Romaine Avenue)
0906-C2	BDY 5	Our Lady of Mount Carmel Church & Rectory – 99-101 Broadway
0906-C2	BDY 6	Manhattan Tobacco Warehouse - 106-8
0906-C2	BDY 7	Watch Factory - 124 Broadway
0906-C2	SI 3	P.S. 35 - 289 Sip Avenue
0906-C2	STY 2	112-6 Stuyvesant Avenue
0906-C2	VW 1	39-41 Van Wagenen Avenue
0906-C3	BER 6	Commercial Trust Company of N.J. - 729 Bergen Avenue
0906-C3	BER 11	Bergen Theater Building
0906-C3	BRI 3	17-19 Britton Street
0906-C3	DUN 1-8	10-14, 16-18, 22-26, 28, 36, 38-48, 54, 56 Duncan Avenue (see Ward B, West Bergen Historic District)
0906-C3	DUN 13	Public School No. 17 - 126-8 Duncan Avenue
0906-C3	DUN 14	138-42 Duncan Avenue
0906-C3	FMT 1	297-303 Fairmount Avenue
0906-C3	FMT 6	318 Fairmount Avenue
0906-C3	FMT 10	333 Fairmount Avenue
0906-C3	FMT 11	Melbro Towers Apartments - 340 Fairmount Avenue
0906-C3	FMT 22-24A	379-81, 382, 384, 386 Fairmount Avenue
0906-C3	GLW 1	19-21 1/2 Glenwood Avenue
0906-C3	GLW 3-6	54-6, 58, 60, 64-6 Glenwood Avenue
0906-C3	HIL 12, 3	41, 45 Highland Avenue
0906-C3	KEN 1	The Duncan Apartments, 2600 Kennedy Boulevard (see Ward B, West Bergen Historic District)
0906-C3	KEN 2	The Fairmount Hotel, 2595 Kennedy Boulevard (see Ward B, West Bergen Historic District)
0906-C3	KEN 4	Parmley Memorial Baptist Church, 2608 Kennedy Boulevard
0906-C3	KEN 5	2614 Kennedy Boulevard
0906-C3	KEN 6	2624 Kennedy Boulevard
0906-C3	KEN 7	2627 Kennedy Boulevard
0906-C3	KEN 8	2633 Kennedy Boulevard
0906-C3	MTG 2, 3	761, 763A, B Montgomery Street
0906-C3	MTG 4	Seventh Police Precinct, 765-9 Montgomery Street
0906-C3	MTG 9	802-4 Montgomery Street
0906-C3	MTG 15	891-3 Montgomery Street
0906-C4	BAL 2	C.F. Mueller Company, 168-184 Baldwin Avenue
0906-C4	BE 1	St. Aedan's Church Complex, 790-804 Bergen Avenue
0906-C4	JOR 7	88-90 Jordan Avenue
0906-C4	MTG 7	Jersey City Armory, 664 Montgomery Street (251-281 Summit Avenue)
0906-C4	TU 8	70-78 Tuers Avenue (81-89 Vroom Street)
0906-C4	VRM 5	115-7 Vroom Street
0906-C4	WAY 6	461 Wayne Street

**PHASE 2 SURVEY OF WARD C, JERSEY CITY**

**List of Sites Eligible for the National Register**

0906-C6	CLE PSK1	General Pulaski Skyway
0906-C6	CVT 1	34-6 Covert Street
0906-C6	JMS 1	15-17 James Street
0906-C6	LAH 1	91 Larch Avenue
0906-C6	NE 1	P. Lorrillard Factory Complex, 888 Newark Avenue
0906-C6	NE 2	Endicott & Johnson Shoe Factory, 930 Newark Avenue
0906-C6	ST. P1, 1b	American Can Company Complex, 315-61 St. Paul's Avenue
0906-C7	COT 2	20-24 Cottage Street
0906-C7	COT 3	54 Cottage Street
0906-C7	H1, 3	St. Paul's Evangelical Lutheran Church, 440, 442-6 Hoboken Avenue
0906-C7	KEN 2, 3, 4	St. John's R.C. Church Complex, 3018, 3026, 2046-52 Kennedy Boulevard
0906-C7	KEN 5	P.S. 31, 3055 Kennedy Boulevard
0906-C7	LBTY 1	20 Liberty Avenue
0906-C7	LBTY 2	63-85 Liberty Avenue
0906-C7	LBTY 3	Brunswick Laundry, 68-72 Liberty Avenue
0906-C7	STP 2	283-7 St. Paul's Avenue
0906-C7	SUM 2	Summit Avenue Baptist Church, 569-73 Summit Avenue (also 0906-C8 Sum 5)
0906-C8	ACA 2	Van Wagenen Homestead, "The Apple Tree House", 198 Academy Street
0906-C8	BER 3	Bergen Square Building (Lincoln Trust Company Building), 880 Bergen Avenue
0906-C8	BER 5	896 Bergen Avenue
0906-C8	BER 6	903 Bergen Avenue
0906-C8	COT 3	23 Cottage Avenue
0906-C8	HI 1	24-28 Highland Avenue
0906-C8	HI 2	38-40 Highland Avenue
0906-C8	KEN 4	2752 Kennedy Boulevard
0906-C8	KEN 8a	2775 Kennedy Boulevard
0906-C8	KEN 9	The Summit Apartment House, 2781-91 Kennedy Boulevard
0906-C8	KEN 11	Simpson Grace Methodist church, 2811 Kennedy Boulevard
0906-C8	KEN 16	State Theater, 2852 Kennedy Boulevard
0906-C8	PAV 1	595-7 Pavonia Avenue
0906-C8	SI 1	57-9 Sip Avenue
0906-C8	SI 6	Sevilla Apartments, 182-198 Sip Avenue
0906-C8	SI 7	Engine Company 15, 200 Sip Avenue
0906-C8	SMI 1	18-22 Smith Street
0906-C8	TON 8	Mayflower Apartment Hotel, 65 Tonnele Avenue
0906-C8	TON 11	88-94 Tonnele Avenue
0906-C8	VRA 8	49-59 Van Reypen Street
0906-C8	VRS 6	Alcazar Apartments, 68-70 Van Reypen Street
0906-C8	VRS 8	Stockadian Apartments, 76-90 Van Reypen Street
0906-C8	VRS 10	Shelbourne Apartments, 83-9 Van Reypen Street
0906-C9	BAL 1	Scott Printing Company Building, 190 Baldwin Street
0906-C9	BAL 4-6	St. Joseph's Church Complex, 253-7, 264, 263-9 Baldwin Avenue
(ALSO PAV 4)		503-5, 511, 531-9 Pavonia Avenue, 72 Magnolia Avenue
0906-C9	BAL 11a	282 Baldwin Avenue
0906-C9	CHT 5	145-7 Chestnut Avenue

**PHASE 2 SURVEY OF WARD C, JERSEY CITY**

**List of Sites Eligible for the National Register**

0906-C9	CHT 6	146 Chestnut Avenue
0906-C9	CHT 7, 8	161-7 Chestnut Avenue
0906-C9	HEN 3	31 Henry Street
0906-C9	MAG 9	75 Magnolia Avenue
0906-C9	MAG 18	Granada Apartment, 129 Magnolia Avenue
0906-C9	NEWA 1	515-7 Newark Avenue
0906-C9	NEWA 3	558-60 Newark Avenue
0906-C9	O 1	27-9 Oakland
0906-C9	PAV 3	510 Pavonia Avenue
0906-C9	PAV 6	545 Pavonia Avenue
0906-C9	PAV 8	Hudson County Jail and Power House, 55-80 Pavonia Avenue
0906-C9	S 1	Firehouse 7, 666 Summit Avenue
0906-C10	SP 1	P.S. 6, 98-108 St. Paul's Avenue
0906-C11	BAL 1, 2, 6	375-89, 376-82, 391-3 Baldwin Avenue
0906-C11	CON 3	61 Concord Street
0906-C11	FLT 4, 5	67-9, 64-74 Fleet Street
0906-C11	LAD 4	59 Laidlaw Avenue
0906-C11	PAL 1	74 Palisade Avenue
0906-C11	PAL 3	104-10 Palisade Avenue
0906-C11	PAL 4	124-30 Palisade Avenue
0906-C11	PAL 15	191 Palisade Avenue
0906-C11	PAL 17	203-5 Palisade Avenue
0906-C7		Newark Avenue-Five Corners Historic District
0906-C8		Journal Square Historic District

**National Register Sites in Ward B**

1.	Old Bergen Reformed Church, 797-809 Bergen Avenue
2.	Labor National Bank Building, 26 Journal Square
3.	Hudson County Courthouse, Newark Avenue at Baldwin Avenue
4.	William Dickinson High School, 2 Palisade Avenue
5.	Newkirk House, 510 Summit Avenue (State Register)

**Sites Determined Eligible for the National Register**

1.	Stanley Theater, 2932 Kennedy Boulevard (State Register)

**PHASE 2 SURVEY OF WARD D, JERSEY CITY**

**List of Sites Eligible for the National Register**

**Phase 2, Ward D Sites Eligible for the National Register**

0906-D1	BEA 3	20 Beach Street
0906-D1	CAR 5	26 Carlton Avenue
0906-D1	CAR 6	45 Carlton Avenue
0906-D1	JFK 11	3218 J.F. Kennedy Boulevard
0906-D1	MAN 5	189193 Manhattan Avenue
0906-D1	MAN 10	194 Manhattan Avenue
0906-D1	SPR 1	Reservoir No. 2
0906-D2	BOOR 3	61 Booream Avenue
0906-D2	BOOR 7	90 Booream Avenue
0906-D2	FER 1	119 Ferry Street (see 0906-D5, FER 3,4)
0906-D2	JEF 4, WA 6	116 Jefferson Avenue, 69 Waverly Street
0906-D2	NY 2	127 New York Avenue
0906-D2	PAL 7	Belvedere Court Apartments, 264-70 Palisade Avenue
0906-D2	PAL 10	Jersey City Municipal Offices, 325 Palisade Avenue
0906-D2	PAL 13	357 Palisade Avenue
0906-D2	SUM 1	Reservoir No. 3
0906-D3	CO 3	40-8 Columbia Avenue
0906-D3	GRC 3	120 Grace Street
0906-D3	JFK 1 and 2	Leonard Gordon Park
0906-D3	JFK 3a	3433-39 J.F. Kennedy Boulevard
0906-D3	JFK 7	3451 J.F. Kennedy Boulevard
0906-D3	JFK 15	St. Anne's R.C. Church, 3557 J.F. Kennedy Boulevard
0906-D3	NEL 9	101-3 Nelson Avenue
0906-D3	NOR 2	258 North Street
0906-D3	POP 3	97 Poplar Street
0906-D4	BOW 1	135 Bowers Street
0906-D4	BOW 2	Central Avenue Reformed Church, 137-9 Bowers Street
0906-D4	BOW 5	180 Bowers Street
0906-D4	CEN 12	357-9 Central Avenue
0906-D4	HUT 7	179 Hutton Street
0906-D4	JFK 3	3410-16 J.F. Kennedy Boulevard
0906-D4	JFK 10	3572 J.F. Kennedy Boulevard
0906-D4	LIN 12	128 Lincoln Street
0906-D4	SHERP 1	9 Sherman Place
0906-D4	SHERP 2	15 Sherman Place
0906-D4	SHERP 8	74 Sherman Place
0906-D4	SHERP 9	47-53 Sherman Place
0906-D4	SOU 3	133 South Street
0906-D4	SUM 5	895 Summit Avenue
0906-D4	SUM 6	897 Summit Avenue
0906-D4	SUM 7	901 Summit Avenue
0906-D4	SUM 9	912 Summit Avenue

**PHASE 2 SURVEY OF WARD D, JERSEY CITY**

**List of Sites Eligible for the National Register**

0906-D4	SUM 10	918 Summit Avenue
0906-D4	SUM 14	Second Reformed Church of Hudson City, 936 Summit Avenue
0906-D4	SUM 18	962-68 Summit Avenue
0906-D4	SUM 20	977 Summit Avenue
0906-D4	SUM 24	1105 Summit Avenue
0906-D4	SUM 25	1106-12 Summit Avenue
0906-D4	SUM 26, 28	1129-35 Summit Avenue
0906-D4	SUM 30	1138-40 Summit Avenue
0906-D4	SUM 38	1204-12 Summit Avenue
0906-D4	THOR 2	15-17 Thorne Street
0906-D4	ZAB 2	19 Zabriskie Street
0906-D5	BOW 2	The Greater Prayer Chapel (formerly St. Trinitatis), 66-8 Bowers Street
0906-D5	CEN 5	Sixth Precinct Police Station, 284 Central Avenue
0906-D5	CEN 6	286 Central Avenue
0906-D5	CEN 19	462 Central Avenue
0906-D5	CEN 20	former P.S. 7, 464-70 Central Avenue
0906-D5	FER 3, 4	St. Nicholas Church Complex, 112-22 Ferry Street
D2	FER 1	119 Ferry Street
0906-D5	FRA 6	138 Franklin Street
0906-D5	HAN 10	Public School No. 28, 139 Hancock Avenue
0906-D5	HAN 15	St. Paul of the Cross Church, 160 Hancock Avenue
0906-D5	HUT 5	85-7 Hutton Street
0906-D5	MAN 4	24 Manhattan Avenue
0906-D5	PAL 1	369-71 Palisade Avenue
0906-D5	PAL 21	The Van Vorst House, 531 Palisade Avenue
0906-D5	SHE 4	44-50 Sherman Avenue
0906-D5	SHE 6	Talmud Torah Associates, 100-2 Sherman Avenue
0906-D5	SHE 8	120-4 Sherman Avenue
0906-D5	SHE 10	Congregation Mount Sinai, 128-30 Sherman Avenue
0906-D5	WEB 2	123-5 Webster Avenue
0906-D5	WEB 4	122-34 Webster Avenue
0906-D5	WEB 9	Neumann's Hall – 158 Webster Avenue
0906-D6	OG 2	108-110 Ogden Avenue
0906-D6	OG 7	153 Ogden Avenue
0906-D6	OG 22	248 Ogden Avenue
0906-D6	OG 24	252-60 Ogden Avenue
0906-D6	OG 27	268-72 Ogden Avenue
0906-D6	OG 28	267-71 Ogden Avenue
0906-D6	OG 31	338-40 Ogden Avenue
0906-D6	OG 33	348 Ogden Avenue
0906-D6	OG 39	395 Ogden Avenue
0906-D6	PAL 1	The Clothilde Apartments, 300 Palisade Avenue
0906-D6	PAL 5	316 Palisade Avenue
0906-D6	PAL 6	PSE&G Transformer Station, 324 Palisade Avenue
0906-D6	PAL 9	334 Palisade Avenue

**PHASE 2 SURVEY OF WARD D, JERSEY CITY**

**List of Sites Eligible for the National Register**

**National Register Sites in Ward D**

There are no National Register Sites in Ward D

**State Register Sites**

90906-D6	OG 8	154 Ogden Avenue
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**Sites Determined Eligible for the National Register**

0906-D2	CEN 5	Engine Company #18, 218 Central Avenue
0906-D3	LIN 2	Engine Company #11, 152 Lincoln Street
0906-D4	IRV 5	Engine Company #14, 46 Irving Street

**PHASE 2 SURVEY OF WARD E, JERSEY CITY**

**List of Properties and Districts Eligible for the National Register**

0906-E23		248 Brunswick Street & American Railway Express Building,
E24 , E273F		262 Brunswick Street
0906-E30		James J. Ferris High School, 123 Coles Street
0906-E31, 31A		Seabord Terminal Buildings, Coles Street Between 13th Street and Erie Railroad Tracks
0906-E32		Continental Can Company Complex, Coles Street Between 14th & 16th Streets
0906-E33		319 Coles Street
0906-E35		L.O. Koven Complex, 100 Patterson Plank Road & 31-5 Hope Street
0906-E62		39-41 Essex Street
0906-E132A		Fire House #12, 140 Morris Street
0906-E157		Lackawanna Warehouse, 16th Street between Jersey & Grove Streets
0906-E162		Path Train Repair Shed & Station, Steuben, Warren & Henderson Streets
0906-210		P.S. #5, 182-96 Merseles Street
0906-E212A,B		St. Anthony's Polish R.C. Church & School, 457 Monmouth St. & 346-52 Sixth St.
0906-E215B		1 Exchange Place
0906-E215C		Path Tube Entrance Station, 14-16 Exchange Place
0906-E225		Harborside Terminal, Morgan Street at Hudson River
0906-E227		Engine Company #1, 155 Morgan Street
0906-E275		Path Station, 64 Pavonia Avenue
0906-E294		Pennsylvania Railroad Train Shed, N/E/C Henderson & Second Streets
0906-E	District 3	Colgate Historic District
0906-E	District 6	Warehouse Historic District
0906-E	District 7	Harsimus Cove Historic District
0906-E	District 8	St. Lucy's Historic District
-----		Hamilton Park Historic District Extension
-----		Paulus Hook Historic District Extensions
-----		Van Vorst Park Historic District Extensions

**National Register Sites in Ward E**

1.	Grace Van Vorst Church, 268 Second Street
2.	Great Atlantic & Pacific Tea Company Warehouse, Provost Street Between First and Bay Streets
3.	Ionic House, 83 Wayne Street
4.	Lembeck, Betz & Eagle Brewery, Manila Street, 9th, 10th and Henderson Streets
5.	Hamilton Park Historic District
6.	Van Vorst Park Historic District
7.	Paulus Hook Historic District

**Site Declared Eligible for the National Register**

1.	Engine Company #2, 160 Grand Street *in Van Vorst Park National Register Historic District
2.	88-92 Erie Street *in Harsimus Cove Historic District
3.	273, 273 1/2 Tenth Street *in Hamilton Park National Register Historic District

**PHASE 2 SURVEY OF WARD F, JERSEY CITY**

**List of Properties and Districts Eligible for the National Register**

0906-F1BER12		Henry C. Snyder High School, 239 Bergen Avenue
0906-F1BER19		361-317 Bergen Avenue
0906-F1BER22		Cotton Temple, Church of God in Christ (formerly South Bergen Reformed First
		First Congregational Church), 383-387 Bergen Avenue
0906-F1BER29		477-487 Bergen Avenue
0906-F1BER30		Jersey City Free Public Library, Miller Branch (formerly Bergen Branch) 489-499 Bergen Avenue
0906-F1DWT1		254-272 Dwight Street
0906-F1FUL1		Semi-Detached Houses, 234-256 Fulton Avenue
0906-F1FUL2		Semi-Detached Houses, 235-245 Fulton Avenue
0906-F1KEN6		A. Harry Moore School for Crippled Children (P.S. # 36), 2078 Kennedy Blvd.
0906-F1RS1		P.S. # 29, 391-401 Rose Avenue
0906-F5BER6		New Hope Baptist Church (formerly Augudath Sholom Synagogue),
		472-476 Bergen Avenue
0906-F5CL1		Salem Community Center (formerly Jersey City Athletic Club;
		Jersey City Masonic Center); 34 Clinton Avenue
0906-F5GA2		Transformer Station, Public Service Corporation of New Jersey,
		1061-1065 Garfield Avenue
0906-F5MAD11		Salem Baptist Church (formerly Bergen Baptist Church; First Baptist Church),
		53-61 Madison Avenue
0906-F6BER1B		Department of Human Resources (formerly The People's Palace),
		376-382 Bergen Avenue
0906-F6CPW2		287 Communipaw Avenue
0906-F6CPW23		Jackson Funeral Home, 384 Communipaw Avenue
<b>Index</b>		
0906-F7BER2		532-542 Bergen Avenue
0906-F7BER7		Jewish Community Center (formerly Y.M.H.A./Y.W.H.A.),
		600-606 Bergen Avenue
0906-F7BER9		Y.M.C.A., 654-658 Bergen Avenue
0906-F7BER16		740-744 Bergen Avenue
0906-F7GRD1		751-753 Grand Street
0906-F7MTG4		The Montgomery Block, 729-737 Montgomery Street
0906-F8MAN1		Safety Pac Terminal (formerly Whitlock Cordage Company; Incorporating Parts of
		the former Passaic Zinc Company) Manning Avenue and Lafayette Park
0906-F8VH1		Lafayette Park
<b>Phase 2 Historic District Eligible for the National Register</b>		
0906-F District		Bergen Hill Historic District
0906-F District		Communipaw Lafayette Historic District

## X. ECONOMIC PLAN ELEMENT

### INTRODUCTION

The City of Jersey City is a leading center of economic activity that provides a broad range of goods, services and employment that are vital to the local, regional and State-wide economy. Jersey City has a diversified economy that includes an expanding commercial base, a large but mature industrial base and a significant institutional and governmental base. This is a product of the dramatic restructuring that has transformed the local economic landscape since 1980. During this period, the City experienced strong growth in the finance/insurance/real estate, service and retail trade sectors coupled with a decline in the manufacturing and transportation sectors. As a consequence, Jersey City has developed an information based economy focused on finance, services and retail with smaller, though still important, concentrations of manufacturing, transportation and wholesale trade activity.

The most visible symbol of this change is the high-rise office tower, which houses the new economy and has replaced factories and smokestacks as the dominant feature of the City's skyline. Anticipated redevelopment, which includes more than 18 million square feet of office space alone, will strengthen Jersey City's role in the regional economy and foster its continued development as an economic center of national and international significance.

Jersey City has unique economic development assets that distinguish it from other cities in the State. These include the presence of regional economic nodes, national attractions and international links. In order to capitalize on these assets, the City has established an ambitious vision as a regional, national and global center to guide future planning and economic development efforts. This vision is to be achieved through the realization of several interrelated goals, as follows:

- *Continue to develop regional economic engines that support local economic development objectives.* The regional economic engines include Exchange Place and Journal Square, which function as the City's office district and central business district respectively. In particular, the area radiating outward from Exchange Place along the Hudson River waterfront is a regional economic engine with a concentration of several thousand jobs.
- *Develop national tourist destinations that support and enhance the City's neighborhoods and activity districts.* The City has an emerging national tourist destination in and around Liberty State Park, which is the gateway to Liberty Science Center, Ellis Island and the Statue of Liberty. This area is

visited by millions of people annually and has significant potential for further development as a world-class tourist destination.

- *Sustain global economic nodes such as the port that support regional economic growth without adversely impacting the quality of life in the City's neighborhoods.* The Port Jersey/Greenville Yards complex is central to the Port Authority of New York and New Jersey's plans for an international "hubport" because of its ability to accommodate deep draft container ships, intermodal freight links and upland storage capacity. Maritime activity has significant potential to act as a catalyst for port-related economic activity, including light manufacturing and distribution.

Jersey City, to a greater degree than other urban municipalities in the State, has participated in and benefited from the current national economic expansion. Since 1990, almost 9,000 new jobs have been created, greater than 1 million square feet of Class A office space has been developed, major firms such as the Daily News and Ritter-Sysco have relocated to the City and redevelopment initiatives such as the Martin Luther King Drive HUB project are being implemented.

The City has been relatively successful in making the transition from an old-line manufacturing and transportation center to an information-age finance, service and technology hub. Although this process is continuing, there are significant outstanding issues that require further attention. These include:

- Extending growth and redevelopment into neighborhoods throughout the City.
- Providing a broad range of job opportunities for residents of all backgrounds.
- Addressing the "skills gap" in the local labor market.
- Encouraging brownfield redevelopment.
- Preserving the local industrial base.
- Coordinating infrastructure investment with redevelopment plans.
- Targeting sectors of the economy where the City has a competitive advantage for further development.

The Economic Plan Element addresses these issues, which are central to developing a viable, diversified and sustainable economic base that will support the goals and objectives of local residents, businesses and government.

Further, in order to address these issues and reinforce the economic development efforts and future potential of the City, a Marketing Plan should be prepared. The Marketing Plan should provide a consistent and uniform message about the City's potential from an economic development and quality of life perspective.

## **EXISTING CONDITIONS**

### **Employment**

#### Employment Trends

Jersey City has entered a period of strong economic growth that has generated large employment gains since 1980. The City's economy has been transformed by structural changes resulting from the decline of manufacturing and the expansion of services, especially finance/insurance/real estate. According to the *Rutgers Regional Report*, "...the powerful economic performance of Jersey City has enabled the City to distance itself economically from the rest of urban New Jersey."<sup>30</sup> Jersey City is well-positioned for continued employment growth based upon its locational advantages, accelerating redevelopment and infrastructure improvements.

Jersey City's employment has reached a 20-year high, reflecting the successful conversion of its economic base from manufacturing to services. The City had total private sector covered employment of 72,209 in 1997, as shown in Table X-1. This is an increase of 8,793 or 14 percent over 1990 employment of 63,416. It also represents an increase of 14,334 jobs or almost 25 percent over 1980 employment of 57,875. The majority of this increase has been in the finance/insurance/real estate sector, which has benefited from the City's proximity to the lower Manhattan financial district. In comparison, private sector covered employment for Camden, Elizabeth, Newark, Paterson and Trenton declined during the period 1980 to 1997. Jersey City's employment performance is unique among major cities and has made it the State's urban economic leader.

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<sup>30</sup> *New Jersey Cities in the 1990's: An Updated Employment Report Card*, Rutgers Regional Report Number 14, Edward J. Bloustein School of Planning and Public Policy, 1996.

Table X-1  
PRIVATE SECTOR COVERED EMPLOYMENT TRENDS, 1970 TO 2020  
City of Jersey City, N.J.

<i>Year</i>	<i>Employment</i>	<i>Change</i>	
		<i>Number</i>	<i>Percent</i>
1970	71,600	---	---
1980	57,875	-13,725	-19
1990	63,416	5,541	10
1997	72,209	8,793	14
2020	177,916	105,707	146

*Source:* N.J. Department of Labor; N.J. State Data Center; Hudson County Strategic Revitalization Plan, 1999.

Jersey City's recent employment growth reverses a long-term decline that was precipitated by the loss of industry, decline of railroads and rapid suburban economic development in the post-World War II period. The 1966 Master Plan identified declining employment as an issue, especially in the manufacturing and wholesale trade sectors. The City's private sector covered employment decreased from 71,600 in 1970 to 57,875 in 1980. This is a decline of 13,725 jobs or 19 percent during this period. The employment situation has improved significantly since 1980, when the City's economy stabilized and job creation accelerated.

*Employment by Industry*

The City of Jersey City has been transformed from a center of manufacturing and transportation into a center of finance, retail and services since the 1966 Master Plan. As shown in Table X-2, the finance, retail and service industries are the largest private sector employers in the City. They currently generate 49,949 jobs, which represents 56.4 percent of all employment in the City. The fastest growing industry from 1986 to 1997 was finance/insurance/real estate (F.I.R.E.). The number of jobs in F.I.R.E. increased from 4,960 in 1980 to 16,923 in 1997. This represents an employment gain of 11,963 or 241.2 percent. The number of jobs in retail increased from 8,847 in 1980 to 10,100 in 1997. This is an employment increase of 1,253 jobs or more than 14 percent. The number of jobs in services increased from 13,138 in 1980 to 22,926 in 1997. This is an employment gain of 9,788 or almost 75 percent. The prospects for future employment gains in these industries are good because they include growth sectors such as security and commodity brokers and services; eating and drinking establishments; hotels; and business services.

Several of Jersey City's industrial sectors have rebounded strongly since 1993, which generally coincides with the end of the last national economic recession and the beginning of the current economic expansion. The construction, manufacturing and wholesale trade sectors experienced employment growth between 1993 and 1997. The number of jobs in construction increased from 1,162 in 1993 to 1,384 in 1997. This represents an employment increase of 222 or 19.1 percent during the period. The number of jobs in manufacturing increased from 7,641 in 1993 to 8,464 in 1997. This represents an employment increase of 823 or 10.8 percent. The number of jobs in wholesale trade increased from 3,951 in 1993 to 4,354 in 1997. This represents an employment increase of 403 or 10.2 percent during the period. Although these industries are cyclical, future growth is expected as a result of the on-going national economic expansion.

Sector	1980	1986	1993	1997	Change, 1980 - 1997	
					Number	Percent
Agriculture	---	13	10	---	---	---
Mining	---	10	4	---	---	---
Construction	1,180	2,044	1,162	1,384	204	17.3
Manufacturing	16,761	14,518	7,641	8,464	-8,297	-49.5
Transportation	6,872	12,576	10,254	6,757	-115	-1.7
Communications/Utilities	1,664	1,916	1,427	1,290	-374	-22.5
Wholesale Trade	3,707	4,642	3,951	4,354	647	17.5
Retail Trade	8,847	10,018	8,482	10,100	1,253	14.2
F.I.R.E.	4,960	5,669	11,972	16,923	11,963	241.2
Services	13,138	24,982	23,886	22,926	9,788	74.5
Government	---	---	17,579	16,337	-1,242	-7.1
Total	57,129	82,991	86,368	88,535	31,406	55.0

*Source:* N.J. Department of Labor; N.J. State Data Center

### Major Employers

The City of Jersey City's employment growth has been generated by the expansion of existing employers and the relocation of large employers from throughout the region, especially New York City. The City's ten largest employers, each with 1,000 or more employees, are listed in Table X-3. The largest employer

is the U.S. Postal Service, which employs 3,500 workers at its National Bulk Mail Center. The second and third largest employers are Automatic Data Processing and the Jersey City Board of Education with 3,000 and 2,494 workers, respectively. Other large employers include Donaldson, Lufkin and Jenrette, Jersey City Medical Center and Lehman Brothers. The majority of the City's largest employers are in the finance/insurance/real estate and service industries and this trend is projected to continue for the foreseeable future.

Table X-3 MAJOR EMPLOYERS, 1999 City of Jersey City, N.J.		
<i>Employer</i>	<i>Number of Employees</i>	<i>Industry</i>
Automatic Data Processing (ADP)	3,000	F.I.R.E., Services
Christ Hospital	1,080	Services
Donaldson, Lufkin and Jenrette	2,000	F.I.R.E.
Jersey City Board of Education	2,494	Services
Jersey City Medical Center	1,770	Services
Lehman Brothers	1,400	Services
L Price Waterhouse Coopers	1,000	Services
Pershing and Company	1,000	F.I.R.E.
Port Authority of New York and New Jersey	1,100	Services
U.S. Postal Service Bulk Mail Center	3,500	Transportation
<i>Source:</i> Hudson County Economic Development Corporation, 1999.		

## **Labor**

### *Labor Force Trends*

Jersey City's labor force has participated in and benefited from the City's economic revitalization since 1980. Current residents have greater job opportunities than in 1980 because the City's economy has expanded and diversified. As a result, the total number of residents employed has increased while the total number of residents unemployed has decreased. The City's unemployment rate has also improved, however, it remains higher than the State average.

Jersey City's labor force expanded from 97,781 in 1980 to 114,014 in 1990 and declined slightly to 111,578 in 1998 as shown in Table X-4. This represents a net increase of 13,797 or 14 percent from 1980 to 1998. The City's labor force growth has been fueled by recent employment and population increases associated with redevelopment, especially along the Hudson River waterfront. The City has

also experienced an increase in the total number of residents employed from 88,413 in 1980 to 101,543 in 1998. This is an increase of 13,130 or 15 percent and almost equals labor force growth during this period. In contrast, the total number of residents unemployed has decreased by 1,106 or 10 percent from 11,141 in 1980 to 10,035 in 1998. This trend is an improvement; however, there is a portion of the labor force has not benefited from the significant employment growth of the past two decades. This is reflected by the City's stubbornly high unemployment rate during the period 1980 to 1998.

Table X-4					
LABOR FORCE TRENDS, 1980 TO 1999					
City of Jersey City, N.J.					
	1980	1990	1999	Change, 1980 - 1999	
				Number	Percent
Labor Force	97,781	114,014	111,578	13,797	14
Employed	88,413	103,746	101,543	13,130	15
Unemployed	11,141	10,268	10,035	-1,106	-10
Unemployment Rate	11.2	9.0	9.0	-2.2	-20
<i>Source:</i> N.J. Department of Labor; N.J. State Data Center.					

Jersey City's unemployment rate decreased from 11.2 percent in 1980 to 9 percent in 1999. This is a decline of 2.2 points or almost 20 percent during the period. Despite the improvement, the City's 1999 unemployment rate is still higher than the 1999 Hudson County unemployment rate of 7.3 percent and the 1999 State unemployment rate of 4.6 percent. The City's unemployment rate in the current economic expansion has decreased in a pattern similar to State and County trends. However, the City's unemployment rate is consistently 5 points higher than the State unemployment rate. This indicates that Jersey City's new economy has not caused a structural change for the City's unemployment rate because the jobs/skills mismatch is persistent.

#### Labor Force by Industry

Jersey City's labor force has been affected by the structural changes that have transformed the City's economic base from manufacturing to services. The number of residents working in each industrial sector increased between 1980 and 1990, with the exception of manufacturing as shown in Table X-5. The largest absolute increase occurred in the finance/insurance/real estate and retail trade sectors of the economy.

The number of workers in Jersey City's resident labor force that were employed in finance/insurance/real estate increased from 7,987 in 1980 to 12,189 in 1990. This represents an increase of 4,202 or 53 percent in one decade. The labor force employed in retail trade increased by 3,949 or 38 percent from 10,368 in 1980 to 14,317 in 1990. In comparison, the number of residents working in manufacturing industries decreased significantly between 1980 and 1990. The labor force employed in the manufacturing of durable goods decreased from 9,594 in 1980 to 5,858 in 1990. This represents a decline of 3,736 or 39 percent during the decade. The labor force employed in the manufacturing of non-durable goods decreased from 12,839 in 1980 to 10,486 in 1990. This is a decline of 2,353 or 18 percent during the decade. The loss of manufacturing jobs has slowed recently; however, this trend is expected to continue in the future. The challenge will be to provide the City's labor force with the skills necessary to capitalize on employment growth in other sectors of the economy such as finance/insurance/real estate.

Table X-5  
LABOR FORCE BY INDUSTRY, 1980 TO 1990  
City of Jersey City, N.J.

	1980	1990	Change, 1980 - 1990	
			Number	Percent
Agriculture, Forestry and Fisheries	187	378	191	102
Mining*	---	89	---	---
Construction	2,331	3,489	1,158	50
Manufacturing, Non-durable Goods	12,839	10,486	-2,353	-18
Manufacturing, Durable Goods	9,594	5,858	-3,736	-39
Transportation	9,802	10,179	377	4
Communications and Public Utilities	2,256	2,414	158	7
Wholesale Trade	4,321	6,075	1,754	41
Retail Trade	10,368	14,317	3,949	38
Finance, Insurance and Real Estate	7,987	12,189	4,202	53
Business and Repair Services	3,835	6,413	2,578	67
Personal Services	2,695	3,176	481	18
Entertainment and Recreation Services**	---	1,604	---	---
Health Services	6,939	9,372	2,433	35
Education Services	6,267	6,547	280	4
Other Professional and Related Services	3,762	6,828	3,066	81
Public Administration	5,056	5,181	125	2
<i>Total</i>	<i>88,239</i>	<i>104,595</i>	<i>16,356</i>	<i>19</i>
* In the 1980 U.S. Census, Mining was included with Agriculture, Forestry and Fisheries. As a result, the labor force employed in Mining in 1980 cannot be determined.				
** In the 1980 U.S. Census, Entertainment and Recreation Services was included with Personal Services. As a result, the labor force employed in Entertainment and Recreation Services in 1980 cannot be determined.				
<i>Source:</i> U.S. Bureau of the Census; N.J. Department of Labor; N.J. State Data Center.				

Labor Force by Occupation

Jersey City's labor force is evolving in response to changing labor market conditions that place a premium on skills, training and education. The City has experienced a significant increase in the number of residents working in skilled service occupations and a decrease in the number of residents employed in

unskilled or semi-skilled manufacturing occupations. The largest absolute increases occurred in Executive, Administrative and Managerial occupations; Professional Specialty occupations; and Sales occupations as shown in Table X-6. The number of residents employed in Executive, Administrative and Managerial occupations increased from 6,440 in 1980 to 11,778 in 1990. This represents an increase of 5,338 or 83 percent during the ten year period. The number of residents employed in Professional Specialty occupations increased from 8,625 in 1980 to 13,389 in 1990. This is a gain of 4,764 or 55 percent during the decade. The number of residents employed in Sales occupations increased from 5,496 in 1980 to 10,296 in 1990 for a gain of 4,800 or 87 percent. The City also experienced an increase in the number of residents employed in other service occupations including Administrative and Support positions.

In contrast, Jersey City experienced an absolute decrease in the number of residents employed in low-skill manufacturing occupations. The labor force employed as Machine Operators, Assemblers and Inspectors decreased from 10,965 in 1980 to 7,891 in 1990. This represents a decline of 3,074 or 28 percent during the decade. The number of residents employed as Handlers, Equipment Cleaners, Helpers and Laborers decreased from 6,348 in 1980 to 5,228 in 1990. This is a decline of 1,120 or 18 percent during this period. In addition, the labor force employed in Precision Production, Craft and Repair Occupations decreased by 5 percent from 8,508 in 1980 to 8,041 in 1990. According to the New Jersey Department of Labor, this trend is expected to continue in the future due to the contraction of the manufacturing sector.

Table X-6				
LABOR FORCE BY OCCUPATION, 1980 TO 1990				
City of Jersey City, N.J.				
			<i>Change, 1980 - 1990</i>	
	<i>1980</i>	<i>1990</i>	<i>Number</i>	<i>Percent</i>
Executive, Administrative and Managerial Occupations	6,440	11,778	5,338	83
Professional Specialty Occupations	8,625	13,389	4,764	55
Technicians and Related Support Occupations	2,341	3,589	1,248	53
Sales Occupations	5,496	10,296	4,800	87
Administrative and Support Occupations, including Clerical	22,076	23,937	1,861	8
Private Household Occupations	357	268	-89	-25
Protective Service Occupations	2,470	2,852	382	15
Service Occupations, except Protective and Household	9,292	11,526	2,234	24
Farming, Forestry and Fishing Occupations	224	443	219	98
Precision Production, Craft and Repair Occupations	8,508	8,041	-467	-5
Machine Operators, Assemblers and Inspectors	10,965	7,891	-3,074	-28
Transportation and Material Moving Occupations	5,097	5,357	260	5
Handlers, Equipment Cleaners, Helpers and Laborers	6,348	5,228	-1,120	-18
<i>Total</i>	<i>88,239</i>	<i>104,595</i>	<i>16,356</i>	<i>19</i>
<i>Source: U.S. Bureau of the Census, 1980-1990; N.J. State Data Center.</i>				

## Development

### Future Development Activity

In urbanized areas such as the City of Jersey City, development activity is largely concentrated in major redevelopment projects. There are a total of 20 development activity areas located in the City, as shown on the Development Activity Node map.

Future development activity in Jersey City is expected to include over 18 million square feet of commercial space and 2.4 million square feet of industrial space. The majority of the development activity is expected to occur in the Newport, Exchange Place, Colgate and Liberty Harbor Redevelopment areas. Detailed information on each of the development areas is summarized in the Development Activity Report (Appendix A).

### *Development Activity by Neighborhood*

#### *Journal Square*

Journal Square has historically functioned as the CBD of Jersey City with a concentration of commercial, institutional, government and transportation uses. There are several major development projects ongoing and planned for Journal Square. These include Journal Square Plaza III with total space of 500,000 square feet, Kennedy Place with total space of 750,000 square feet and the Urban Center project with total space of 340,000 square feet. The City is also renovating the Loew's Theater for use as a regional cultural and entertainment center. In addition, the Port Authority of New York and New Jersey is performing a \$9 million renovation of the Journal Square Transportation Center and the City is nearing completion of a \$7 million streetscape improvement project for Journal Square.

#### *Downtown/Waterfront*

Downtown is Jersey City's civic center and has emerged as a major office and financial district. Since the early 90's, 1.8 million square feet of office space, over 5,000 new residential units, four hotels providing nearly 950 rooms and 370,000 square feet of new retail are completed or under construction along Jersey City's Hudson River waterfront. These projects include the following:

- *Newport.* In December 1982, Jersey City received approval of a \$40 million Urban Development Action Grant (UDAG), the largest ever awarded in the history of this federal program, for the first phase of the \$4 billion Newport development on a 400 acre tract of waterfront land between Hoboken to the north and Hudson Exchange (formerly Harsimus Cove South) on the south. The Newport development includes a 1,000,000 square foot regional shopping mall, a 100,000 square foot strip shopping center, 1,500 rental housing units, a 1,031,000 square foot office tower (the Newport Office Tower), a 450,000 square foot office building (the Newport Financial Center) and a 443 unit condominium development with an adjacent marina. Occupancy of Newport's office buildings is above 95 percent. A 130,000 square foot retail center has also been completed which has been leased by International Food Market.

In June, 1999, Newport broke ground on the fourth and final building in the Towers of America residential project, the Southampton, with 414 rental units. The first two towers, with nearly 800

rental units, have been completed, and the third, a 376 unit rental tower, is currently under construction. The Newport Office Center III, a 498,000 square foot building under construction, has been fully leased and construction has recently begun on Newport Office Center IV, an 800,000 square foot building. Approval was received in Autumn of 1999 for the 772,000 square foot Newport Office Center V and a 189 room Marriott Courtyard Hotel. The entire build-out of the Newport development is projected to be as many as 9,000 residential units and 10,000,000 square feet of office space.

- *Hudson Exchange (formerly Harsimus Cove).* Metro Plaza, a 240,000 square foot power retail center which consists of BJ's wholesale club, a Shop Rite, The WIZ and a Pep Boys, is located south of Newport. Town Cove, a 500 unit market rental development, is completed. Construction on the Tower at Avalon Cove, a 269 unit residential building is substantially complete. A 200 room Doubletree Suites Hotel on Washington Boulevard opened in July 1998. Construction currently underway includes a 26-story, 283 unit residential tower (Portofino) located at 394 Washington Boulevard, a 215 room Candlewood extended stay hotel and a 25-story, 278 unit residential tower (the Marbella). Additional residential and office space is planned for the Hudson Exchange site.
- *Exchange Place.* This area, functioning as Jersey City's financial business district, contains several bank headquarters and office buildings. The largest project is the Harborside Financial Center. This 2.4 million square foot former Harborside Terminal warehouse was converted from industrial to office use. Construction has begun on Plaza IVA, which consists of parking and 170,000 square feet of office space. Construction is anticipated to begin shortly on a full service, 343 room Hyatt hotel on Harborside's South Pier, which received a \$2 million grant from the U.S. Department of Housing and Urban Development for pier reconstruction. The 48 acre development is projected to include 4,000,000 square feet of office space, a 300 unit residential building on the north pier, a hotel and 200,000 square feet of commercial retail space.

Additional developments in the Exchange Place area include the 17-story, 330,000 square foot Evertrust office building and the 660,000 square foot Exchange Place Centre (10 Exchange Place). Also completed is the 600,000 square foot, 19-story International Financial Tower and the renovation of a 140,000 square foot office building facing the Hudson River.

Planned office or mixed-use projects in the Exchange Place area include Evertrust II, proposed to include as much as 600,000 square feet of office, a 400 room hotel and 470 residential units as well as the 1,000,000 square foot Liberty Center office complex.

- *Colgate.* Colgate Redevelopment Area is a 24 acre site south of Exchange Place. Plans include
- 6,000,000 square feet of offices, 1,500 residential condominium units and a 300 room hotel. The tallest office building in New Jersey , 101 Hudson Street, is 98 percent leased. Construction is underway for a 404,000 square foot office building, 90 Hudson Street. Construction has also begun on a twin building, 70 Hudson Street. Renovations have begun on 74 Grant Street, once part of Colgate-Palmolive manufacturing facility, into 280,000 square feet of office space. Additionally, conversion of the former Colgate Sugar House into 70 loft apartments has begun and approvals have been received for two residential buildings along Essex Street, which will total 783 units.
- *Portside.* A 229 units, 19-story residential building was constructed at the foot of Washington Street in 1987. Construction of a twin tower of 300 units on adjacent land has been completed and is fully occupied.
- *Gotham.* A 220 unit rental building on the corner of Montgomery and Warren Street has recently been completed.
- *The Sugar House.* Conversion of Colgate's former Sugar House into 70 condominium lofts has begun.
- *The Legacy At Liberty View.* Construction will begin shortly for a 324 unit rental residential project. The project is located on the former Onyx property, a two block area bounded by Morris, Dudley, Washington and Essex Streets.
- *Fultons Landing.* Approvals have been received for a 105 unit residential development at the foot of Van Vorst Street.
- *Grand/Jersey Medical Facility.* Agreements have been executed between Jersey City Medical Center, New Jersey Economic Development Authority and the City of Jersey City for construction of a new 325 bed medical facility at Grand and Jersey Avenues. Site assembly is completed for this \$180 million project.

#### *West Side*

West Side is an established, largely residential neighborhood centered on Lincoln Park and bisected by Route 440 and U.S. Routes 1 & 9 (truck). The area is fully developed and lacks the vacant land necessary for large-scale redevelopment. The HMDC has proposed redevelopment projects for Saint Paul's Avenue with a total of 264 residential units and Duffield Avenue with 614,200 square feet of

industrial space. An emerging trend is the development of “big box” retail uses on Route 440 such as the recently completed Pep Boys Auto Center and Home Depot.

### *The Heights*

The Heights is an established neighborhood north of Route 139 that is characterized by residential uses east of Tonnele Avenue and industrial uses in the Hackensack Meadowlands District. The HMDC has proposed 392,040 square feet of industrial space on Secaucus Road. The Central Avenue SID has recently completed an extensive streetscape improvement project in this busy commercial district.

### *Greenville*

Greenville is a large mixed-use neighborhood on the south side of Jersey City adjacent to the municipal border with Bayonne. There are several development projects planned for Greenville that will result in the creation of new industrial uses.

Approximately 3,000,000 square feet of industrial distribution buildings has been developed on the southernmost portion of the waterfront. The Port Authority of New York and New Jersey has constructed an imported automobile facility on its 80 acre portion of Port Jersey and on 65 acres of the Greenville Yards. BMW of North America is leasing approximately 15 acres on which a 130,000 square foot vehicle preparation center was constructed. Tropicana constructed a 180,000 square foot distribution facility. The Jersey City Redevelopment Agency is developing a light industrial park on the remaining 50 acres of the Greenville Yards.

### *Bergen/Lafayette*

Bergen/Lafayette is an established mixed-use area extending from Lafayette Park in the north to Caven Point in the south. There are several planned redevelopment projects that will result in the creation of new housing, industrial space and recreational facilities. The major initiative in the Martin Luther King Drive Redevelopment Area is the HUB project anchored by a 60,000 square foot supermarket. It also includes 33,000 square feet of other retail space, 45,000 square feet of mixed retail and commercial space and 11,000 square feet of commercial space as well as a fire station, post office and credit union. A total of 450,000 square feet of industrial space is planned for the 30 acre Claremont Industrial Park in the Claremont Redevelopment Area. Currently 240,000 square feet are built and partially occupied.

Liberty Industrial Park contains the 410,000 square foot Daily News printing plant and the former 345,000 square foot Allied/Sterns building which has been renovated into freezer/warehouse space.

The Caven Point area is a 230 acre site south of Liberty State Park containing as many as 160 acres suitable for development. Approximately 113 acres have been developed for a mixed-use project of 1,690 residential units. Phase 2 of the development (60 acres) is under construction and subsequent phases will add 1,290 units to Port Liberte.

The Morris Canal Redevelopment Plan proposes a mix of industrial redevelopment through remediation of contaminated sites, additional parks, growth in neighborhood level retail, services and community facilities.

#### Development Activity by Land Use Category

##### *Commercial*

Jersey City has more than 18 million square feet of commercial space in various stages of planning and construction primarily along its portion of the Hudson River waterfront. The waterfront is the region's strongest and most resilient office market, with almost 11 million square feet of Class "A" space and a vacancy rate of 3 percent.<sup>31</sup> It is a prime location for back office banking, brokerage and professional service firms relocating from downtown Manhattan, many of which are attracted by the City's proximity. The attractiveness of the Hudson River waterfront is further enhanced by the supply of available land and the City's relatively low cost tax structure, especially when compared with New York City.

Jersey City has also experienced significant retail growth that is expected to continue in the future. The largest retail development is the Newport Centre Mall, which is anchored by Sears, J.C. Penny and Stern's and contains almost 200 other stores. Emerging trends for regional retail uses include multiple smaller anchor stores; the proliferation of single-label and specialty stores; a wider selection of dining facilities; cinemas, active recreation and other entertainment facilities; and personal services.

One of the most significant trends in the retail market is the development of supermarket anchored strip and community centers in urban areas that have been without retail growth for the past 20 to 30 years. This approach is being used in the HUB project on Martin Luther King Drive in Bergen/Lafayette. Retail sales, sales volume and rental rates are expected to increase in the future. Big-box retail development is expected to continue, however, mounting public opposition due to the traffic they generate and the competitive impact upon traditional shopping districts may limit future development. The strongest retail development opportunities in the short-term consist of supermarket and other big-box anchored strip and community centers in underserved markets such as Jersey City.

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<sup>31</sup>*Sitar-Rutgers Regional Report*; May, 1999; Edward J. Bloustein School of Planning and Public Policy and Sitar Company/ONCOR International.

Jersey City is also underserved by hotels given its large population and employment base as well as its proximity to New York City. There is a pent-up demand for hotels to serve the City's business and tourism sectors, especially along the Hudson River waterfront. The City's first new hotel in years, a 200 room Doubletree Club Hotel and Suites, recently opened in Downtown at the intersection of Washington Boulevard and Sixth Street. The demand for hotel rooms is expected to increase in the future as office and retail development accelerates. In particular, there is a need for full-service hotels that offer conference space, meeting rooms, restaurants and other premium amenities required by the City's growing financial and service sector. This is reflected in the 189 room Courtyard Marriott Hotel and the 215 room Candlewood Hotel that are currently under construction in Newport and the recent proposal for a 350 room full-service Hyatt Hotel at Harborside Financial Center. Other hotel projects are in various stages of planning.

#### *Industrial*

Jersey City has approximately 2.4 million square feet of industrial space that is potentially developable. This includes vacant, industrially zoned land along the waterfront and obsolete, underutilized buildings in the City's older industrial areas. In addition, the large marine complex located on the Hudson River/Upper New York Bay waterfront in the southeastern section of the City has the potential to be developed into a major container port. The complex has deep water channels necessary to accommodate the large ships currently planned by the maritime industry. It is also served by extensive road and rail infrastructure and has the necessary upland area for warehouses and container storage.

At present, deep draft ships cannot be handled by Port Newark/Elizabeth because of limited channel depths and the ports in New York City lack adequate transportation facilities and upland area. The City's efforts to promote future industrial development must overcome several hurdles including the high price of land, the need to remediate contaminated sites and the continued decline of manufacturing in the region. Implementation of the Port dredging project and the Portway transportation planning project will address several constraints. Recent industrial development has taken advantage of Jersey City's locational advantages and well-developed infrastructure. Examples include the Tropicana Orange Juice processing and distribution facility, Daily News printing plant and Port Authority Automobile Import facility.

#### *Public and Semi-Public*

Jersey City has benefited from significant investment in public and semi-public uses that boosted economic development and improved the quality of life. Recent public improvements include the renovation of the Journal Square Transportation Center, the connection of the City's sanitary sewer system to the Passaic Valley Sewerage Commission plant in Newark, the construction of Liberty Science

Center and the on-going rehabilitation of the City's parks and the creation of parks and other recreational amenities.

Perhaps the most significant public investment is the construction of the Hudson Bergen Light Rail Transportation System (HBLRTS). When the initial operating segment of the HBLRTS is opened in 2000, it will improve north-south mobility and open up the Hudson River waterfront to additional development.

Other recent public improvements include the expansion of New Jersey City University (formerly Jersey City State College), Hudson County Community College and Saint Peter's College. New Jersey City University initiated a \$64 million, 10 year expansion program in 1992. To date, a new academic building and athletic center have been constructed. Hudson County Community College has expanded its presence in Journal Square by creating new facilities including a student center, library, college services building and science and technology center. Saint Peter's College has embarked on an expansion program that includes the construction of new dormitories, academic facilities and a parking deck.

Future public investment includes the Grand Jersey project, which is a new 325 bed "state of the art" hospital to be operated by Jersey City Medical Center in Downtown. The City is currently planning to construct a new justice complex, public works facility and fire and police stations over the next several years as funding becomes available.

In addition, the Jersey City Public School District is expected to construct new facilities and expand and renovate existing facilities in response to the State Supreme Court's Abbott v. Burke decision. This case requires the State to increase funding for new school facilities as part of its obligation to provide a "thorough and efficient" education for all students, including those in urban special needs districts.

### Special Development Areas

#### *Special Improvement Districts*

The City of Jersey City has utilized a variety of innovative techniques to promote economic development and the revitalization of major commercial districts, including the formation of Special Improvement Districts (SID's). As shown in Table X-8, the City has four SID's located in the Central Avenue, Journal Square, McGinley Square and Historic Downtown (Newark Avenue) commercial districts. The SID's are a public-private partnership between the City and property owners within each district.

Jersey City's SID's provide numerous services including security, sanitation, marketing and business recruitment. In addition, they provide a professional manager to oversee the district, administer programs and services and plan physical improvements in cooperation with the local business community. The SID's also provide funding for physical improvements such as facade upgrades, installation of trash bins

and the enhancement of security gates used by stores. The Jersey City Economic Development Corporation (JCEDC) provides funding for major physical improvements such as facade improvements, new street furniture, pedestrian-scale lights, landscaping, new sidewalks and other amenities. It also provides construction management services for all major physical improvements in the SID's.

The JCEDC and the Division of Engineering have completed a major streetscape project within the Central Avenue SID that includes facade improvements, new street furniture, pedestrian-scale lights, improved sidewalks and landscaping. The JCEDC is currently in the midst of an extensive \$7 million streetscape project within the Journal Square SID that includes street furniture, a pedestrian plaza, a fountain, new sidewalks and pedestrian-scale lighting. It is being funded through the Urban Enterprise Zone program and is expected to be completed in early 2000. In addition, the JCEDC and McGinley Square SID are planning a series of streetscape improvements to be completed in conjunction with the expansion of Saint Peter's College.

Jersey City's SID's are a public-private partnership funded by tax assessments and grants from the City government. The tax assessment is levied on all commercial property owners within the boundaries of the SID. The rate of assessment differs in each district. The City provides a matching grant to each SID from Urban Enterprise Zone funds for a five year period. The matching grant is 4 to 1 in the first year, 3 to 1 in the second year, 2 to 1 in the third year, 1 to 1 in the fourth year and is phased out in the fifth year. This approach provides the SID's with sufficient funding for start-up expenses and gives them time to establish a presence in the local business community.

Table X-8 SPECIAL IMPROVEMENT DISTRICTS (SID's), 1999 City of Jersey City, N.J.		
<i>Name</i>	<i>Year Established</i>	<i>FY 999 Budget</i>
Central Avenue SID	1992	\$89,380
Journal Square SID	1995	\$1,731,987
McGinley Square SID	1998	\$331,561
Historic Downtown SID	1998	\$349,934
<i>Source: New Jersey Department of Community Affairs, 1998; Jersey City Economic Development Corporation, 1999.</i>		

*Urban Enterprise Zone*

The City of Jersey City has capitalized on the Urban Enterprise Zone (UEZ) program to promote economic development and revitalization throughout the City. A UEZ is an area of a municipality that has suffered significant economic distress and qualifies for financial incentives intended to promote economic development under the New Jersey Urban Enterprise Zones Act of 1983 (N.J.S.A. 52:27H.60 et al.). The City's UEZ was authorized by the State in 1983 and was established in 1985. It began generating full tax benefits in 1992.

Jersey City's UEZ program provides a broad range of tax and other financial incentives to promote economic development in distressed areas of eligible municipalities. The incentives include a sales tax exemption for business related purchases, employee tax credits for hiring new employees, reduced unemployment insurance taxes and a 50 percent reduction in sales tax for qualified retailers. The sales tax collected by retailers in the UEZ is returned to the City by the State and is reinvested in business development programs. These include the SID matching grant program, the commercial facade program, the UEZ revolving loan fund, the blockfront program, the streetscape program, commercial district security, sanitation and litter collection and beautification. In addition, businesses located in the UEZ may qualify for reduced electricity and gas rates from Public Service Electric and Gas (PSE&G).

Jersey City's UEZ is one of the largest and most successful programs in the State. It runs from the Holland Tunnel in the north to the municipal border with Bayonne in the south and includes Journal Square, Newport, Newark Avenue, Bergen Avenue and Martin Luther King Drive. The UEZ encompasses approximately 80 percent of the City's commercial areas and contains more than 800 qualified businesses. It has generated approximately 15,403 full-time jobs and 716 part-time jobs since 1985, as shown in Table X-9. It is anticipated that 3,294 full-time jobs will be created within the City's UEZ in 2000. The UEZ has also produced approximately \$14.5 million in tax revenue and attracted more than \$3.5 billion in private sector investment since its inception.

The revenue generated by the UEZ is used by the Jersey City Economic Development Corporation to spur economic development throughout the City, from SID's to the HUB project on Martin Luther King Drive and the restoration of the Loew's Theater.

Table X-9 URBAN ENTERPRISE ZONE INFORMATION, 1999 City of Jersey City and New Jersey			
	<i>Jersey City</i>	<i>New Jersey</i>	<i>City's Percentage of State Total</i>
Active Businesses	812	6,167	11.7
Total Employment	36,927	174,653	21.1
Full-Time Jobs Created	15,403	50,769	37.1
Part-Time Jobs Created	716	3,908	18.3
Projected Full-Time Jobs Created (2000)	3,294	13,273	24.8
Total Revenue Invested	\$3,573,486,849	\$8,793,441,493	40.6
Projected Revenue Invested (2000)	\$545,370,597	\$1,655,091,503	32.9
<i>Source: New Jersey Urban Enterprise Zone Program Investment and Employment Summary Report, June 1999.</i>			

## ECONOMIC PLAN

The City of Jersey City has entered a period of sustained economic growth characterized by increased private sector investment, significant employment gains and an influx of companies seeking to capitalize on the City's competitive advantages. The City has been the recipient of more than \$2 billion in private investment since entering the State Urban Enterprise Zone program in 1985.<sup>32</sup> This has, in turn, precipitated the creation of several thousand new jobs. Between 1990 and 1997, the City added 8,793 jobs and experienced employment growth of 14 percent. This trend has been reinforced by an in-migration of companies seeking reduced costs, modern office space and access to New York City. In 1998, 14 companies relocated to the City from states such as Colorado, Delaware and New York.<sup>33</sup> Jersey City's economic expansion is projected to continue, although growth is projected to be unevenly distributed across industrial sectors.

To reinforce its economic development efforts, Jersey City retained the Project on Regional and Industrial Economics (PRIE) at Rutgers University in 1999 to prepare an Industrial Retention Study entitled "A Mature Industrial Economy in a Period of Transition: Characteristics & Trends in Jersey City's Manufacturing & Wholesale Trade Sectors" with particular emphasis on the City's Manufacturing and

<sup>32</sup> New Jersey Urban Enterprise Zone Program Investment and Employment Summary Report; New Jersey Commerce and Economic Growth Commission; June, 1999.

<sup>33</sup> *New Jersey Business Relocations 1998*; New Jersey Commerce and Economic Growth Commission; September, 1999.

Whole Trade Sectors. This Element complements the findings and recommendations of the PRIE Study and incorporates the data and conclusions, where appropriate.

### Industrial Specialization and Concentration

Jersey City has a diversified economy containing growth businesses and mature industries that produce a broad range of goods and services. The only exceptions are agriculture and mining, which are typically found in rural areas and are not a major element of the local economy. The City's balance of expanding industries, such as services, and stable industries, such as transportation, results in a broad range of economic activity that provides employment and ratables as well as protection against downturns in the business cycle. As shown in Table X-10, the service, finance/insurance/real estate (FIRE), retail trade and manufacturing industries are well represented in Jersey City's economy. They account for 81 percent of total private sector employment and the majority of all economic activity in the City. In particular, the City has a significant concentration of economic activity and a high degree of specialization in FIRE and services. This suggests a focus for future economic development efforts and opportunities for growth in underrepresented industries.

Table X-10 ECONOMIC CONCENTRATION BY INDUSTRY, 1997 City of Jersey City, N.J.					
	Employment			Location Quotient*	
	Jersey City	Hudson County	New Jersey	Versus Hudson County	Versus New Jersey
Agriculture	---	189	28,913	---	---
Mining	---	---	1,941	---	---
Construction	1,384	4,379	130,636	.83	.45
Manufacturing	8,464	28,633	480,981	.78	.75
Transportation	6,757	23,233	155,760	.77	1.84
Communications/Utilities	1,290	3,305	95,261	1.06	.58
Wholesale Trade	4,354	21,587	273,014	.53	.69
Retail Trade	10,100	32,037	596,548	.83	.72
F.I.R.E.	16,923	25,046	228,287	1.79	3.16
Services	22,926	52,251	1,082,393	1.16	.91
<i>Total</i>	<i>72,198</i>	<i>190,684</i>	<i>3,079,797</i>	<i>---</i>	<i>---</i>
* A location quotient of greater than 1 indicates a concentration of economic activity in an industry that is greater than Hudson County and New Jersey.					
<i>Source:</i> Covered Employment and Wages; N.J. State Data Center; Hudson County Comprehensive Economic Development Strategy Report, 1999; Hudson County Competitive Assessment, 1998; Jersey City Industrial Retention Study, 1999 (PRIE).					

Jersey City's economic base reflects the restructuring that has transformed the City into a financial and service center. The City has experienced significant employment growth in service providing industries coupled with employment losses in goods producing industries.

There has also been an increasing concentration of economic activity in FIRE and services and, to a lesser degree, in transportation and communications/utilities. This is indicated by the location quotient of these industries as shown in Table X-10. A location quotient of greater than 1 indicates that the City has a greater concentration of activity and higher degree of specialization in a particular industry relative to Hudson County or New Jersey. Jersey City has location quotients of greater than 1 for FIRE, services and communications/utilities when compared to the County. The City also has location quotients of greater than one for FIRE and transportation when compared to the State. The concentration of activity and firms in these industries is a sign of economic strength. It indicates a competitive advantage because business conditions in the City are conducive to the success of these industries. It is recommended that economic development efforts target these industries to promote the expansion of firms already located in the City and the recruitment of firms seeking to relocate from elsewhere in the region and beyond.

Jersey City's economic base also contains a number of mature or declining industries that are associated with the City's industrial heritage. The City has experienced stable or declining employment in these industries, which include manufacturing, construction and transportation. There has been a corresponding decrease in the number of firms and the level of activity in these industries. This is indicated by a location quotient of less than 1 as shown in Table X-10. A location quotient below 1 indicates that the City has less activity and specialization in a particular industry relative to Hudson County or New Jersey. Jersey City has location quotients of less than 1 for construction, manufacturing, transportation, wholesale trade and retail trade in comparison to the County. The City also has location quotients of less than 1 for construction, manufacturing, communications/utilities, wholesale trade, retail trade and services in comparison to the State.

According to the PRIE Industrial Retention Study, even after declining employment and disinvestment, Jersey City has relatively strong and diversified manufacturing and wholesale trade sectors. As detailed in Table X-11, this is particularly evident in textile, apparel, printing, chemicals, miscellaneous manufacturing and wholesale-non-durables.

Table X-11			
EMPLOYMENT BY SELECTED SIC CLASSIFICATION FOR JERSEY CITY, 1996			
<i>SIC</i>	<i>Jersey City</i>	<i>NJ Location Quotient</i>	<i>US Location Quotient</i>
51 Wholesale-Non-durables	2,397	0.98	1.32
50 Wholesale-Durables	1,972	0.57	0.77
28 Chemicals & Allied	1,541	0.71	2.20
23 Apparel & Other Textile	1,222	2.09	2.08
27 Printing & Publishing	1,193	0.94	1.15
20 Food & Kindred Products	1,068	1.26	0.93
22 Textile Mill Products	723	3.27	1.71
26 Paper & Allied Products	558	1.19	1.21
30 Rubber & Misc. Plastic	426	0.67	0.64
39 Misc. Manufacturing	393	1.30	1.50
36 Electronic Equipment	116	0.17	0.10
35 Industrial Machinery	113	0.15	0.08
34 Fabricated Metal	98	0.14	0.10
31 Leather, Leather Products	45	0.70	0.70
37 Transportation Equipment	38	0.17	0.03

*Source:* Jersey City Industrial Retention Study, 1999 (PRIE)

The relatively small number of firms and low level of activity in these industries is a source of concern as well as a potential opportunity. Economic development efforts should target industries that are declining due to long-term regional and national trends, such as manufacturing, for preservation. The targeting of industries which are growing on the County and State levels, such as wholesale trade and retail trade, is also recommended. The City has sufficient locational and market advantages to capture an increased share of economic activity in these industries.

**Projected Economic Development**

The City of Jersey City functions as a major economic engine for Hudson County and large portions of the northern New Jersey region. The City's economic importance will continue to grow during the next several decades as redevelopment accelerates and expands beyond the Hudson River waterfront. The City is expected to add thousands of jobs and expand its inventory of housing, offices and industrial space. As shown in Table X-12, an additional 17,432 housing units, 18,829,500 square feet of commercial space and 2,416,240 square feet of industrial space are projected by 2020. This is

consistent with Jersey City's historic role as the focus of growth in the County and as a major economic center in the region. The City's growth will be unevenly distributed among industrial sectors, as shown by the prior location quotient analysis.

Table X-12 PROJECTED ECONOMIC DEVELOPMENT, 1999 TO 2020 City of Jersey City, N.J.		
<i>Residential (units)</i>	<i>Commercial (square feet)</i>	<i>Industrial (square feet)</i>
17,432	18,829,500	2,416,240

The majority of Jersey City's growth will be concentrated in FIRE and services, which are expected to utilize most of the commercial space in the development pipeline. Growth will also occur in wholesale trade, which is attracted by the City's locational advantages and is expected to occupy the majority of the light industrial space in the development pipeline.<sup>34</sup> In addition, growth may occur in construction as the build-out of planned residential, commercial and industrial development generates significant activity in this sector of the economy.

The outlook for mature industries located in the City is mixed. Transportation is expected to remain stable, although port development and mass transit expansion may stimulate moderate growth. Manufacturing, in comparison, is projected to continue its long-term decline with the exception of certain sub-sectors such as printing, textiles and apparel and chemicals.

Jersey City's complex economic environment, characterized by a mix of fast-growing, stable and declining industries, necessitates a multi-faceted approach to economic development. Growing industries, such as FIRE, are driven by strong market demand and are locating in the City because of its comparatively low cost business climate, large inventory of Class A office space and proximity to the lower Manhattan financial district. For these industries, the primary issues are accommodating growth in appropriate locations, providing infrastructure to accommodate growth and leveraging development to promote growth in other industrial sectors and areas of the City. Stable industries, such as transportation, are serving established market demand and are located in the City because of its extensive infrastructure, available labor and location in the center of the northern New Jersey/New York City market. The primary

issues relating to these industries are encouraging growth in targeted industries while preserving existing firms and industries.

Declining industries, such as manufacturing, are experiencing relatively weak market demand as well as significant domestic and international competition. They are migrating out of the City to lower cost locations elsewhere in the U.S. and overseas. For these industries, the primary issues are the preservation of existing industrial sectors and the retention of existing firms. Jersey City's economic structure and industrial outlook is further discussed in the section that follows:

### Construction

Jersey City's construction industry is a relatively small and mature component of the local economy. The City has a lesser concentration of employment and economic activity in this industry than Hudson County and New Jersey.<sup>35</sup> The construction industry had total 1997 employment of 1,384, which represents 1.9 percent of total private sector employment in the City. Due to fluctuations in the business cycle, growth in the industry has been modest since 1980. Total employment increased from 1,180 in 1980 to 1,384 in 1997 for a gain of 204 jobs or 17.3 percent. During this period, employment peaked at 2,044 in 1986 and bottomed-out at 1,162 in 1993. The construction industry has particular significance as a source of unskilled and semi-skilled jobs for City residents, which partially compensates for the loss of such jobs in other industries.

The prospects for future growth in Jersey City's construction industry are positive because of the large amount of redevelopment planned through 2020. The gains, however, will be moderated by the industry's cyclical and seasonal character, the uncertainty of the development process and the short-term duration of most construction projects. The construction industry's impact is further moderated by its secondary role in the local economy. It is dependent upon economic activity in other industries which require new buildings, equipment and infrastructure. As a result, the construction industry may not be a primary target of City economic development efforts because of its limited role in the local economy. However, job skills programs that prepare City residents for employment in the industry are recommended. This is especially necessary for high wage skilled positions such as carpenter, electrician, mason and plumber that require apprenticeship and technical training.

### Manufacturing

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<sup>34</sup> Jersey City Industrial Retention Study, 1999 (PRIE).

<sup>35</sup> Jersey City has a construction industry location quotient of .83 compared to the County and .45 compared to the State.

Jersey City has a sizable manufacturing industry that is an important but declining element of the local economy. The City was once a major manufacturing center, however, it currently has a lesser concentration of employment and economic activity in this industry than Hudson County and New Jersey.<sup>36</sup> The manufacturing industry had total 1997 employment of 8,464, which represents 11.7 percent of total private sector employment in the City. Due to the long-term decline of manufacturing in the region and State, the industry has experienced employment losses since 1980. Total employment declined from 16,761 in 1980 to 8,464 in 1997 for a decrease of 8,297 jobs or 49.5 percent. This trend obscures recent positive developments such as an increase in manufacturing employment between 1993 and 1997 of 823 jobs or 10.8 percent. Despite the erosion of Jersey City's manufacturing base, the sector continues to make a significant contribution to the local economy through growth in certain subsectors, employment opportunities for unskilled and semi-skilled workers and increased diversification of economic activity.

Jersey City has certain characteristics and competitive advantages that make it an attractive location for manufacturing. According to the Industrial Retention Study prepared by the Rutgers University Project on Regional and Industrial Economics (PRIE), these include its extensive infrastructure, proximity to markets and the availability and relatively low cost of labor. The City has a well-developed transportation network consisting of a port, highways, freight rail and mass transit that are essential to the manufacturing industry. It enables firms to obtain raw materials used in production and to deliver finished goods and products to market. Other critical infrastructure elements include an extensive utility system and high technology fiber optic lines, which serve increasingly computerized industrial processes.

The City is located in the center of the northern New Jersey/New York City region and the manufacturing industry benefits from outstanding access to the largest consumer market in the U.S. This enables firms to reduce logistical costs and maintain close contacts with suppliers and customers.

The City has a large and relatively affordable supply of labor that is available for employment in the manufacturing industry. This ensures that firms will have an adequate supply of workers for current and future operations while maintaining cost competitiveness, especially against rival firms in New York City that have a higher wage structure. These positive qualities will enable Jersey City to maintain a viable, albeit reduced, manufacturing sector and overcome the obstacles to industrial development and retention identified by PRIE. These include the lack of space for expansion, skills deficit in the labor force, property taxes and traffic congestion.

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<sup>36</sup> Jersey City has a manufacturing industry location quotient of .78 compared to the County and .75 compared to the State.

Jersey City's manufacturing industry has demonstrated recent signs of strength, particularly in the printing, chemicals and textiles and apparel industrial clusters. According to the PRIE Industrial Retention Study, the printing industry currently contains more than 60 firms and accounts for almost 25 percent of the City's total manufacturing employment. The industry has grown significantly in recent years in conjunction with the FIRE sector, which is a major consumer of printed materials. The growth of the printing industry has also been driven by the relocation of firms from New York City seeking reduced costs for rent, labor and logistics. In order to capitalize on the expansion of this industry, economic development efforts should focus on providing the skilled labor necessary to operate printing equipment as well as assisting firms in identifying suitable locations for expansion and relocation.

The chemical industry currently contains approximately 19 firms and accounts for 16 percent of the City's total manufacturing employment. The industry has a significant presence in the City in terms of employment and number of firms, although it is a mature sector experiencing little growth. Economic development efforts should focus on the preservation of the chemical industry in appropriate locations and on providing the skilled labor that is often necessary to operate computerized equipment and controls.

According to the PRIE Industrial Retention Study, the textile and apparel industry currently accounts for 18 percent of the City's total manufacturing employment. Jersey City has historically been a center of textile and apparel manufacturing and the industry maintains a significant presence in the City despite long-term decline and the shift of production overseas. The City's competitive advantages, including proximity to the New York City market and a large pool of unskilled labor, make it likely that textile and apparel production will continue to be an important element of the local economy. Economic development efforts should target the retention of existing firms as well as assistance necessary to support modernization of equipment and expansion. There may also be opportunities to attract specialized apparel makers oriented to niche markets in New York City and elsewhere.

### Transportation

Jersey City's transportation industry is a mid-sized and mature component of the local economy. The City has a greater concentration of employment and economic activity in this industry than New Jersey but a lesser concentration of employment and economic activity in this industry than Hudson County.<sup>37</sup> This reflects the City's historic function as a transportation center and gateway to New York City. The transportation industry had total 1997 employment of 6,757, which represents 9.4 percent of total private sector employment in the City. The industry has experienced little net growth since 1980 despite

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<sup>37</sup> Jersey City has a transportation industry location quotient of .77 compared to the County and 1.84 compared to the State.

fluctuations in employment. Total employment decreased from 6,872 in 1980 to 6,757 in 1997 for a loss of 115 jobs or 1.7 percent. During this period, employment peaked at 12,576 in 1986 and declined through 1997. According to the Hudson County Comprehensive Economic Development Strategy, the transportation industry and transportation infrastructure is one of the County's strengths. It is also one of Jersey City's strengths by virtue of its location at the center of the County's transportation network. The industry generates significant employment as well as economic activity and it supports other important industries ranging from services to wholesale trade and manufacturing.

Jersey City's transportation industry is comprised of a diverse range of subsectors including railroad transportation, local and interurban passenger transit, trucking and warehousing and water transportation. The largest subsector, however, is the U.S. Postal Service which employs approximately 3,500 workers in the City. Employment and activity in the U.S. Postal Service is expected to remain stable due to the presence of the regional Bulk Mail Facility in the Hackensack Meadowlands District. Growth is anticipated in railroad transportation, local and interurban passenger transit and water transportation.

Jersey City's railroad transportation industry will expand due to increased competition and service arising from the recent acquisition of Conrail by CSX and Norfolk Southern. The two railroad companies are aggressively seeking new business in the region and are investing in facilities located in the City such as Croxton Yard and the New York Cross-Harbor Railroad car float operations. Local and interurban passenger transit is projected to grow in conjunction with the initiation of service on the Hudson Bergen Light Rail Transit System, which is centered on the City.

The water transportation industry is expected to expand in the long-term as plans for further development of the Port Jersey complex are implemented by the Port Authority of New York and New Jersey. This will generate increased port employment as well as "spill-over" economic benefits associated with maritime activity. Economic development efforts should capitalize on port activity through job training programs for residents and the encouragement of port-related development such as light industry and distribution. Growth is also anticipated in long distance trucking and public warehousing operations, which have been targeted by the County for further development. The City should capture a share of the growth in these industries because of its extensive transportation infrastructure and proximity to New York City.

The future of the transportation industry in Jersey City will depend largely on plans for the Port Jersey/Greenville Yards complex in the southeastern section of the City. This area has significant potential as an intermodal and international transportation center under Port Authority plans for the development of an east coast hubport. In recognition of this, the area has been designated a global

economic node with a unique combination of maritime commerce, land-side transportation infrastructure and port-related economic activity.

In order to accommodate and facilitate growth, the transportation infrastructure should be improved while preserving sufficient area for port-related economic development and providing adequate buffering from the Greenville residential neighborhoods to the west. The necessary transportation improvements include enhanced rail service, upgraded highway access and dredging to accommodate the next generation of deep draft ships. The provision of on-dock rail service and a train staging area should be encouraged, although the development of a full-fledged rail yard that might impede port-related development is discouraged.

The City should also support the New Jersey Department of Transportation's Portway project to enhance highway access to the Port Jersey/Greenville Yards complex as well as Croxton Yard in the Hackensack Meadowlands District. This will facilitate the growth of trucking and warehousing, which are major components of the City's transportation industry. Finally, the dredging of berths and channels in and around Port Jersey to accommodate larger ships is necessary since maritime commerce is the economic engine of the City's transportation industry.

#### *Communication/Utilities*

Jersey City's communications/utilities industry is a relatively small and declining component of the local economy. Although the City has a greater concentration of employment and economic activity in this industry than Hudson County, it has a lesser concentration of employment and economic activity in this industry than New Jersey.<sup>38</sup> The communications/utilities industry had total 1997 employment of 1,290, which represents 1.8 percent of total private sector employment in the City. The industry has been relatively stagnant since 1980. Total employment increased from 1,664 in 1980 to 1,916 in 1986 before decreasing to 1,290 in 1997. This represents a decline of 374 jobs or 22.5 percent during the period. The communications and utilities industries have significantly different growth prospects, which reflects the fact the communications is a growth industry while utilities is a mature industry.

Jersey City has significant potential as a location for the communications industry, which is being transformed by telecommunications and the growth of the internet and wireless communications. The City benefits from its proximity to New York City, which has a large concentration of internet firms, and has emerged as an alternative location for the ".com" firms engaged in business on the world wide web. Several such firms have recently relocated to Jersey City from across the Hudson River because of the

City's lower rent structure, relatively affordable cost of living and mass transit access to New York City. Many internet firms have a connection to the City's growing FIRE sector and offer on-line financial services and products. The growth of internet firms is projected to continue, expanding the presence of the communications industry in the City.

Jersey City's utilities industry is a mature segment of the local economy and is projected to experience little growth in the future. The most significant recent development in this industry is energy deregulation, which will increase competition and is expected to result in additional investment in power generating and transmission facilities. Public Service Electric and Gas (PSE&G), which has a power plant in the City, will be a major factor in the newly deregulated energy market. Unlike many utility firms, PSE&G has decided to retain its power generating facilities including the Jersey City plant. This should contribute to stability in the industry and may result in additional employment and economic activity if the demand for electricity increases as a result of deregulation.

#### *Wholesale Trade*

Jersey City's wholesale trade industry is a relatively small but growing sector of the local economy. The City has historically functioned as an intermediate staging area for New York City and the northern New Jersey region where goods and materials are stored until sold in bulk to other wholesale or retail firms. The industry typically operates from a warehouse or, in the case of brokers, from offices. Despite the City's history as a wholesale center, it has a lesser concentration of employment and economic activity in this industry than Hudson County and New Jersey.<sup>39</sup> The wholesale trade industry had total 1997 employment of 4,354, which represents 6 percent of total private sector employment in the City. The industry is sensitive to cyclical fluctuations in the economy and growth has been uneven since 1980. Total employment increased from 3,707 in 1980 to 4,642 in 1986 before decreasing to 4,354 in 1997. This represents a net gain of 647 jobs or 17.5 percent during the period. In addition to its growth potential, the wholesale trade industry is an important source of employment for the City's unskilled and semi-skilled workers.

Jersey City is a natural location for the wholesale trade industry due to its proximity to the New York City and northern New Jersey markets, extensive transportation network, good communications infrastructure and supply of available labor. According to the PRIE Industrial Retention Study, the industry is one of the strongest elements of the local economy and is expected to generate a number of moderate wage jobs in the future. A significant portion of the industry's growth will occur in the wholesale trade of non-durable

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<sup>38</sup> Jersey City has a communications/utilities industry location quotient of 1.06 compared to the County and .58 compared to the State.

<sup>39</sup> Jersey City has a wholesale trade industry location quotient of .53 compared to the County and .69 compared to the State.

goods, which the City specializes in and has an above average concentration of such firms compared to the U.S. Growth is also anticipated in the wholesale trade-durable goods sector, although at a lesser rate than the non-durable goods sector.

Most of the development related to wholesale trade will occur in Jersey City's industrial areas including the Greenville Yards Industrial Park and Hackensack Meadowlands District. More than 2.4 million square feet of new space, the majority for light industrial uses such as wholesale trade, is planned for these areas. The primary issue arising from the growth of wholesale trade is increased demand upon the City's transportation network and improvements that are necessary to support such growth.

### *Retail Trade*

Jersey City's retail trade industry is a relatively large but declining sector of the local economy. The City was once a major retail and shopping destination, however, the dispersion of retail activity to suburban areas of the State and the development of numerous regional shopping malls has diminished the size and vitality of this industry. As a consequence, the City has a lesser concentration of employment and economic activity in this industry than either Hudson County or New Jersey.<sup>40</sup> The retail trade industry had total 1997 employment of 10,100, which represents 14 percent of total private sector employment in the City. Growth has been uneven since 1980 because retail is a trailing industry, which means that it is cyclical in nature and follows trends in the general economy including expansion and recession. Total employment increased from 8,847 in 1980 to 10,018 in 1986 before decreasing to 8,482 in 1993 and rebounding to the current level of 10,100. Overall, retail industry employment grew by 1,253 or 14.2 percent during this period. There is an opportunity for further development of the retail industry because Jersey City, like Hudson County, is underrepresented in this sector.

The prospects for growth in Jersey City's retail trade industry are mixed. According to the Hudson County Comprehensive Economic Development Strategy, the retail trade industry is projected to decline despite the fact that the County and its constituent municipalities are underserved by the industry. The City, however, has been relatively successful in fostering retail development. The leading examples include the development of Newport Centre Mall, revitalization of the Central Avenue shopping district, retail development in Newport and the Martin Luther King Drive HUB shopping center. This reflects the City's positive attributes that are attractive to retail firms such as untapped market potential, high population density, extensive transportation and available labor.

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<sup>40</sup> Jersey City has a retail trade industry location quotient of .83 compared to the County and .72 compared to the State.

Economic development efforts should promote further retail growth by maximizing the City's positive attributes, such as untapped market potential, while addressing its limitations, such as the scarcity of available land. Recommended actions include coordinated marketing of the City to retail firms, assistance with land assembly and job training programs to increase the skills level of the labor force. Careful planning is necessary to ensure that traditional shopping districts such as Journal Square, Newark Avenue and Martin Luther King Drive benefit from the growth of the retail trade industry.

#### *Finance/Insurance/Real Estate*

Jersey City's finance/insurance/real estate (FIRE) industry is a large and expanding component of the local economy. The City has become known as "Wall Street West" because of the concentration of financial service firms that have clustered along the Hudson River waterfront. The majority of these firms have relocated to Jersey City from New York City in search of cost savings, modern office space and good access to New York City. They have been attracted to Jersey City by the relatively low cost business environment, availability of Class A office space, proximity to the lower Manhattan financial district and extensive infrastructure including a fiber optic network for data transmission. As a result, the City has a significantly higher level of employment and economic activity in this industry than Hudson County and New Jersey.<sup>41</sup>

The FIRE industry had total 1997 employment of 16,923, which represents 23.4 percent of total private sector employment in the City. Growth in the industry since 1980 has been strong due to increased demand for financial services and the relocation of large numbers of firms from New York City. Total employment increased from 4,960 in 1980 to 16,923 in 1997 for a gain of 11,963 jobs or 241.2 percent. The benefits of growth in FIRE have been widespread and include increased employment opportunities, additional municipal revenue, redevelopment of vacant or underutilized property and "spill-over" benefits in other sectors of the economy.

Jersey City has certain characteristics and competitive advantages that make it an attractive location for the FIRE industry. According to the Hudson County Targeted Industries Study, these include proximity to markets and customers, availability of relatively low cost space, moderate utility rates, extensive infrastructure and an extensive labor pool. The City is located on the west bank of the Hudson River opposite the lower Manhattan financial district. An extensive transportation network consisting of the PATH system, ferries and Holland Tunnel provides outstanding access to financial markets and customers in New York City, which is a prerequisite for the industry. The City currently has modern Class A office space with the large floor plates and high technology infrastructure required by the industry. The

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<sup>41</sup> Jersey City has a FIRE location quotient of 1.79 compared to the County and 3.16 compared to the State.

office space is relatively inexpensive and current rent levels are several dollars per square foot less than in New York City.

Utility rates for electricity and natural gas supplied by PSE&G are lower than in New York City, which can result in significant cost savings given the heavy use of computers and other electrical equipment by the industry. Rates are expected to decrease further as a result of pending energy deregulation in the State.

The City has a well-developed transportation and communication infrastructure to provide the industry with access to labor, customers and data. Besides the trans-Hudson transportation links, the Hudson Bergen Light Rail Transportation System will enhance north-south access and the planned Bergen Arches will enhance east-west access. The presence of a fiber optic network provides the high-speed data transmission required by the industry. In addition, the City has a large labor force that provides workers needed by the industry. The local labor force is supplemented by workers from throughout northern New Jersey, who utilize the extensive transportation network to access employers in the industry located on the Hudson River waterfront. These characteristics are inherent to Jersey City and will continue to fuel the growth of the FIRE industry for the foreseeable future.

According to the Hudson County Comprehensive Economic Development Strategy, Jersey City is the center of the County's burgeoning FIRE industry. The City has entered a second and more advanced phase of growth and is no longer considered an untested frontier by the industry. The firms that first migrated to Jersey City in the 1980's are being joined by the headquarters of small and medium-sized firms as well as the division headquarters of larger firms. These firms have converged on the area in and around Exchange Place, which in turn increasingly functions as a regional economic engine. The industry, from its base at Exchange Place, provides financial services, employment and income that support the economy of the City and northern New Jersey. The heart of the FIRE industry is the securities and commodity brokers subsector, which is an extension of the lower Manhattan financial industry. This subsector has grown rapidly in conjunction with the national economic expansion, booming stock market and proliferation of financial services. The prospects for future growth in the securities and commodity brokers subsector as well as the entire FIRE industry are good.

The financial markets and national economy are strong, new Class A office space is being developed and the City has a cost advantage over New York City. The industry is, however, cyclical in nature and it is susceptible to downturns in the financial markets and economy. In addition, concerns exist about the skill level of the local labor pool and the availability of suitable office space for smaller firms. Job training programs to enhance the skills of the labor force are necessary, as are programs to assist smaller firms in obtaining space for operations.

## Services

Jersey City's service industry is a large and expanding component of the local economy. The industry consists of a broad range of subsectors that are well-represented in the City including personal services, business services, health services and educational services. The service industry has replaced manufacturing as the largest sector of the City's economy due to the restructuring of the past several decades. This has resulted in Jersey City having a higher level of employment and economic activity in this industry than Hudson County, although the level of employment and economic activity is less than in New Jersey.<sup>42</sup> The service industry had total 1997 employment of 22,926, which represents 31.8 percent of total private sector employment in the City. The industry has expanded since 1980 because of the proliferation of services, especially personal services benefiting from renewed population growth and business services linked to the growing FIRE industry. Total employment increased from 13,138 in 1980 to 22,926 in 1997 for a gain of 9,788 jobs or 74.5 percent. However, since 1986 total employment has leveled off and actually decreased by 2,056 or 8.2 percent. According to the Hudson County Comprehensive Economic Development Strategy, the service industry is projected to experience significant growth through 2006.

The growth in Jersey City's service industry will be concentrated in business, health, social and educational services. The City is an emerging center of business services, many of which are linked economically to the FIRE industry. The major growth subsectors in this industry include advertising, employment agencies and computer and data processing services. The City is a major health services center with four hospitals and numerous other health facilities. Employment gains will be generated by the hospitals as well as the construction of a new hospital in Downtown to replace the aging Jersey City Medical Center.

The growth in social services will occur primarily in child care, residential care for the elderly and job training and related services. The economic activity associated with this subsector will be dispersed through Jersey City. The expansion of educational services is linked to growth in the Jersey City Public Schools and the City's colleges and universities.

Employment in the public schools will result from the implementation of improvements in accordance with the State Abbott decision. Employment and associated economic activity will be generated by the expansion plans of Hudson County Community College, New Jersey City University and Saint Peter's College. All three institutions are engaged in facility expansion programs and are seeking to enhance the

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<sup>42</sup> Jersey City has a Services location quotient of 1.16 compared to the County and .91 compared to the State.

neighborhoods that surround them. Each of these subsectors in the service industry is underrepresented and has significant opportunities for future growth and development.

### **Economic Development Opportunities**

The City of Jersey City has achieved considerable success in fostering economic growth and redevelopment since 1980. The City has become a major employment destination with a strong specialization in FIRE and services. Growth has also occurred in other service providing industries such as wholesale trade, although at a lesser rate than the aforementioned industrial sectors. The City has reinvented itself economically to the point where the issue of accommodating growth is almost as significant as the issue of promoting growth. There are also potential development opportunities in underrepresented industries, such as retail, and mature industries, such as manufacturing. The following is a summary of the primary economic development opportunities that will generate future growth and redevelopment:

#### Office Development

Jersey City contains the full spectrum of office development including modern Class A space with high quality finish and significant amenities, older but functional Class B office space with limited amenities and obsolete Class C office space in need of renovation. Despite the City's large inventory of office space, there are opportunities for further development to serve the growing FIRE and service industries. Jersey City's two major office districts are located at Exchange Place in Downtown and Journal Square.

Exchange Place is the City's financial center and a regional economic engine. It contains several million square feet of existing Class A office space with several million square feet of space in the development pipeline. The primary issue at Exchange Place is accommodating growth while maintaining and enhancing the conditions that attract office development. These include mass transit access, waterfront amenities, a lively urban environment and public safety.

Journal Square is the City's central business district and functions as a business, service and transportation destination. It contains a significant inventory of Class B and C office space as well as limited amounts of Class A space. The primary challenge at Journal Square is attracting tenants for existing Class B and C office space, primarily small to mid-size business service and professional firms, while encouraging selective development of Class A space. This requires marketing Journal Square as an affordable alternative to Exchange Place and emphasizing its transportation and locational advantages.

#### Retail Development

Jersey City is underserved by the retail industry despite the presence of a regional mall and moderate growth since 1980. There are opportunities for additional growth and development in the industry to serve the City's increasing population of residents and workers. Careful consideration must be given to balancing the need for retail development in neighborhoods with the development of larger City-wide retail development such as "big box" power centers.

The City has made the revitalization of neighborhood retail and shopping districts a priority. The primary mechanism for neighborhood-oriented retail development is a public-private partnership anchored by the City's Urban Enterprise Zone (UEZ) program and Special Improvement Districts (SID's). The most prominent example of the success of this approach is Central Avenue, which has been revitalized through physical improvements, business marketing and the establishment of a SID. Other retail and shopping districts targeted for this approach include Journal Square, Newark Avenue and McGinley Square. In addition, Martin Luther King Drive is currently being revitalized under a public-private partnership between the City and the Community Development Corporation. The northern section of Martin Luther King Drive is the current focus of redevelopment efforts through a mixed-use project known as the HUB. It contains a significant retail component in the form of a community shopping center with a supermarket, restaurant and a variety of other stores. There are opportunities to promote retail revitalization in other neighborhood shopping districts elsewhere in the City, including West Side Avenue.

Jersey City has the potential to be a regional retail destination because of its central location, accessibility and proximity to one of the largest and most affluent consumer markets in the U.S. This is particularly so for the large-scale retail uses, such as power centers, that are the current industry standard. When properly sited, these uses are appropriate in urban locations and benefit from the high population density and large amount of pass-by traffic found in places such as Jersey City.

The Route 440 corridor is an emerging shopping corridor where industrial and heavy commercial uses are being replaced by large-scale retail uses. The most prominent example of this transition is the development of a retail center containing Home Depot and Seaman's Furniture on the former Ryerson Steel site. These uses are also suitable vehicles for brownfield redevelopment, which is a key consideration in the Route 440 corridor where past industrial activity and chromium disposal has resulted in a number of contaminated properties and gross underutilization of land. Economic development should continue to focus on and reinforce the retail redevelopment that is occurring in this corridor. Consideration should be given to providing opportunities for a planned regional retail use on the western side of Route 440 that capitalizes on the unique waterfront views, outstanding highway access and potential for mass transit via the extension of the HBLRTS in this area. The eastern side of Route 440

lends itself to continued retail power center development subject to high quality site design and adequate buffering of the residential uses to the east of the corridor.

Industrial Retention and Development

Jersey City has a significant, but declining, industrial sector that is an important source of employment, revenue and economic activity. The City's industrial base also provides balance and diversification in the local economy, which is an essential safeguard against cyclical downturns in the business cycle. In recognition of this, the City recently commissioned an Industrial Retention Study by PRIE that focuses upon the manufacturing and wholesale trade industrial sectors. The study concluded, as detailed in Table X-13 that Jersey City remains a viable location for certain industries, particularly those that serve the expanding FIRE sector such as printing. The Study also concluded that the wholesale trade sector will remain strong due to the City's locational advantages and extensive transportation infrastructure.

Table X-13 HUDSON COUNTY INDUSTRY EMPLOYMENT PROJECTIONS: 1996-2006						
SIC	Industry Title	Employment*			Percent	
		1996	2006	Difference	Total	Annual
<i>Total Non-Farm Payroll Employment</i>		239,300	261,100	21,800	9.1	0.9
<i>Manufacturing</i>		28,850	23,750	-5,150	-17.8	-1.9
20	Food & kindred products	2,900	2,550	-350	-115.	-1.2
21	Tobacco products	-	-	-	-	-
22	Textile mill products	2,000	1,800	-200	-9.8	-1.0
23	Apparel & other textile products	9,150	7,000	-2,150	-23.4	-2.6
24	Lumber & wood products	-	-	-	-	-
25	Furniture & fixtures	-	-	-	-	-
26	Paper & allied products	1,250	1,000	-250	-21.3	-2.4
27	Printing & publishing	3,950	4,050	100	2.2	0.2
28	Chemicals & allied products	3,000	2,250	-750	-25.2	-2.9
28	Petroleum & coal products	200	100	-100	-39.7	-4.9

Table X-13 (cont'd) HUDSON COUNTY INDUSTRY EMPLOYMENT PROJECTIONS: 1996-2006						
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0 SIC	Industry Title	Employment*			Percent	
		1996	2006	Difference	Total	Annual
30	Rubber & misc. plastic products	1,300	1,100	-200	-16.0	-1.7
31	Leather & leather products	550	350	-200	-36.2	-4.4
32	Stone, clay & glass products	250	250	-50	-10.5	-1.1
33	Primary metal industries	650	450	-200	-33.0	-3.9
34	Fabricated metal products	600	500	-100	-17.1	-1.9
35	Industrial machinery & equipment	550	450	-100	-14.9	-1.6
36	Electronic & other electric equipment	700	450	-250	-37.4	-4.6
37	Transportation equipment	200	250	50	23.8	2.2
38	Instruments & related products	-	-	-	-	-
39	Miscellaneous manufacturing	1,300	950	-350	-27.5	-3.2
<i>Wholesale Trade</i>		<i>23,400</i>	<i>23,850</i>	<i>450</i>	<i>1.9</i>	<i>0.2</i>
50	Wholesale trade-durable goods	9,050	8,650	-400	-4.2	-0.4
51	Wholesale trade- non-durable goods	14,350	15,200	850	5.7	0.6
*Data for industries with less than three units or for industries having fewer than 100 employees or for industries where one unit makes up 80 percent or more of the total industry employment have been suppressed.						
<i>Source: New Jersey Department of Labor, 1998. Hudson County Industry Employment Projections, 1996-2006.</i>						

The Industrial Retention Study includes the following recommendations to promote a successful industrial economy :

- providing better communication between industrial firms and the City through an industrial liaison
- persuading industrial landlords to invest in improving facades and parking facilities
- strengthening apprenticeship programs through more and better targeted programs
- providing better access for the City's industrial workers to outlying industrial sites
- encouraging local financial institutions to provide capital to firms for the purchase and implementation of new technologies

The City has another source of industrial advantage due to the presence of Port Jersey and plans for the creation of an expanded and intermodal maritime complex. It is anticipated that the expansion of Port Jersey will create significant opportunities for port-related industrial development. Jersey City's Port Jersey complex is a global economic node that functions as a gateway to the domestic and international marketplace. On a daily basis, goods and materials are received from throughout the world and shipped to markets in the U.S. and vice versa.

The maritime activity at Port Jersey has significant potential to generate port-related industrial development, particularly in light of plans for port expansion. Short-term plans call for the expansion of the Global Marine Terminal and the relocation of part or all of the Auto Marine Terminal. Long-term plans call for the expansion of Port Jersey peninsula to increase the number of ship berths and cargo handling capacity. The New Jersey Department of Transportation's Portway project will increase truck and rail access to Port Jersey in order to support port growth.

The increase in activity and intermodal transportation improvements will create the necessary conditions for further industrial development including manufacturing and assembly, wholesale trade and transportation. Potential manufacturing activity includes those products consumed locally and where proximity to market is important, such as food products. Assembly includes those products partially manufactured in another nation where costs are lower and finished in the U.S. where value is added, such as electronics or consumer goods. Wholesale trade involving the storage, brokering and distribution of goods and materials entering and exiting the port is expected to flourish as the volume of cargo handled at Port Jersey increases. Finally, the transportation industry would experience significant growth as cargo volumes increase and goods are distributed locally, regionally and nationally. Since the port will be supported by an intermodal transportation network, growth would occur in trucking, railroads and water transportation.

In order to facilitate the development of Jersey City's port industrial base, support should be given to current plans to expand Port Jersey provided the residential neighborhoods of Greenville are adequately buffered. Careful consideration must also be given to limiting truck impacts through the development of an intermodal transportation network. The Portway project should be monitored as it undergoes planning and implementation to ensure proper attention to this issue. In addition, a foreign trade zone that encompasses the City's Port Industrial district is encouraged. Such a zone would encourage port-related industrial development by reducing the tax burden and material costs of firms operating within the zone.

#### *Destination Tourism Development*

Jersey City has an emerging tourism sector that is based upon the diverse historic, cultural, educational and recreational resources available to residents and visitors. The City has a rich heritage as an industrial and transportation center, immigrant destination and ethnic melting pot. There are numerous historic and cultural resources including the Central Railroad of New Jersey Terminal, Ellis Island, Loew's Theater and ethnic enclaves such as "Little India" on upper Newark Avenue. The City's historic and cultural resources are complemented by newer recreational and educational attractions including Liberty State Park, the Hudson River Waterfront Walkway and Liberty Science Center. Liberty State Park alone

attracts almost 4 million people each year, many of whom are visitors to Jersey City. A critical mass of tourist attractions exist, especially in Liberty State Park, that have the potential to generate significant economic benefits for the City. In order to maximize the benefits from tourism, additional attractions and tourist-related infrastructure are planned for the area in and around Liberty State Park.

Jersey City's plan for tourism development consists of two elements; the completion of Liberty State Park and providing tourist facilities in the area surrounding Liberty State Park. The plan provides for the development and build-out of Liberty State Park with a mix of recreational, historic, educational and entertainment amenities that are consistent with the park master plan. These include an expanded green park and natural area, the renovation of southern Ellis Island, a train and maritime museum and an amphitheater. The goal is to provide additional attractions that will enhance the unique setting of Liberty State Park, attract additional visitors and encourage those who visit to stay longer in the City.

Economic development efforts should also link Liberty State Park with other tourist attractions in the City including the Downtown historic districts, Loew's Theater and "Little India" on upper Newark Avenue. This may be accomplished by developing a state-of-the-art visitors' center for Jersey City at the entrance to Liberty State Park, installation of a wayfinding signage system directing visitors to other attractions and creating a shuttle system linking Liberty State Park to other tourist destinations in the City.

Jersey City's tourism development efforts also provide for an enhanced tourist infrastructure in the area surrounding Liberty State Park to support the projected increase in visitors to the City. The facilities are intended to provide amenities for tourists, boost tourist-related economic development and improve the image of the City as a worthwhile place to visit. The planned infrastructure includes parking decks, a hotel, a convention center and a smaller conference center on southern Ellis Island. These facilities will meet the basic needs of visitors for a place to eat, sleep, meet and park their automobiles.

Special attention should be given to marketing tourist-related infrastructure and amenities elsewhere in the City to encourage tourists to utilize them and patronize businesses in other neighborhoods. This includes the planned restaurant row on lower Newark Avenue, "Little India" on upper Newark Avenue, the shops and restaurants of the Downtown historic districts, Journal Square and Newport Centre Mall. Tourists should also be encouraged to use Jersey City as a base for visits to New York City and other regional destinations with an emphasis on the City's affordability, good mass transit links and convenient access to Newark Airport.

## **Labor Force Issues**

The City of Jersey City has experienced a broad-based economic revival since 1980 accompanied by employment growth, income gains and significant commercial redevelopment. Much of the City's economic growth has occurred in the FIRE and service industries, which often require a college education and high skill levels as a prerequisite for employment. As a result, residents who lack college educations and well-developed skills have not fully participated in and benefited from the strong employment growth of the past two decades. This is confirmed by the City's unemployment rate, which is consistently higher than the unemployment rate for Hudson County and New Jersey. This contradiction, high unemployment despite strong employment growth, indicates a "jobs-skills mismatch" in the labor force. A significant portion of the new jobs created in Jersey City over the past two decades have gone to well-educated and highly skilled workers from outside the City, while poorly educated and low skill workers from the City have been relegated to competing for the declining pool of unskilled and semi-skilled jobs in the local economy. There is a need for increased job training and job readiness programs as well as supportive services to prepare "at-risk" residents for the skilled positions being created by the FIRE and service industries in the City and throughout the region.

Jersey City residents have access to a broad range of job training and job readiness programs to prepare them for employment. These include programs administered by Jersey City and Hudson County. Other job training and job-readiness programs are available through local unions, which offer apprenticeships, and the Occupational Center of Hudson County, which provides job training and placement.

There is a need in Jersey City for supportive services to assist those enrolled in job training and job readiness programs. These services include daycare, transportation and health insurance coverage. Many of these services already exist but require enhanced coordination and delivery to ensure that potential recipients are aware of the benefits.

## **Major Development Projects**

In urban areas such as the City of Jersey City, development activity is largely concentrated in major redevelopment projects. A total of 18 development activity areas have been identified in the City and are detailed in Appendix A and on the Development Activity Nodes Map. These areas were identified through discussions with municipal officials, review of redevelopment plans and coordination with agencies, such as the Hackensack Meadowlands Development Commission (HMDC). This report has incorporated the HMDC's draft Special Area Management Plan (SAMP) proposals although the extent of development on the sites may be modified during the subsequent master plan process.

## **APPENDIX A:**

### **JERSEY CITY DEVELOPMENT ACTIVITY**

#### **1. Newport**

In December 1982, Jersey City received a \$40 million Urban Development Action Grant (UDAG), the largest ever awarded in the history of the federal program. The grant was for the first phase of the \$3 billion Newport development on a 400 acre tract of waterfront land between Hoboken on the north and the Hudson Exchange project site to the south. The first phase of development in Newport included a 1 million square foot regional shopping mall (the first in Hudson County) anchored by Sears, J.C. Penney and Stern's department stores, a 100,000 square foot strip shopping center and 1,500 rental housing units which have been completed and occupied. The site is served by the renovated Pavonia-Newport station, which is part of the PATH system.

With the mall and a portion of the housing development completed, the Newport developers have since constructed a 450,000 square foot commercial office building and a 443 unit condominium development with an adjacent marina and a 130,000 square foot retail center. A second office building, 37-story Newport Tower, has been constructed and is presently the second tallest building in New Jersey. The Newport Office Center III, with 498,000 square feet of space, is nearing completion and fully leased. An 800,000 square foot office building known as Newport Office Center IV is also under construction.

The 772,000 square foot Newport Office Center V and a 189 room Courtyard Marriott hotel received approvals in 1999. The entire build-out of the Newport development is projected to be as many as 9,000 residential units and 10,000,000 square feet of offices.

#### **2. Hudson Exchange**

The Hudson Exchange Area, containing 52 acres, is located south of Newport. The area includes Metro Plaza, a 240,000 square foot "big box" power center containing the Shop Rite supermarket, a Nobody Beats the Wiz store, a BJ's Wholesale Club store and Pep Boys. Avalon Cove is an existing 504 unit mid-rise residential development. There are four projects which are currently either approved or under construction. These include Avalon Cove South, a 269 residential project; Portofino, a 283 residential development; Marbella, a 278 unit residential development and a 215 room Candlewood Hotel. A 200 room Doubletree Suites Hotel and Suites opened in 1998 at the intersection of Washington Boulevard and Sixth Street.

An additional 2.2 million square feet of commercial development and 146 residential units are also planned.

### **3. WALDO**

In 1996, Jersey City adopted the Artists' Work and Live District Overlay (WALDO) zone to promote the creation of an arts and cultural district in Downtown. It encompasses an approximately 7.5 block area bordered by Second Street on the north, Bay Street and Morgan Street on the south, Washington Street on the east and Luis Munoz Marin Boulevard and Provost Street on the west. The WALDO zone consists of a core area and a fringe area and permits combined residential/studio space for artists as well as associated commercial uses such as art galleries, art supply stores, performance spaces, bars and retail stores. It will provide a transitional area between the arts community and adjacent residential and commercial districts. The first industrial building proposed for renovation will accommodate artist live and work space. The planned building will contain first floor gallery space, restaurants and a theater. The first building expected to open in WALDO is expected to be located at 110 First Street.

### **4. Exchange Place**

#### *Harborside Financial Center*

The Exchange Place North redevelopment area contains a 1.8 million square foot office complex called Harborside Financial Center which is located on a 48 acre site. Additional development is planned to include 300 residential units, four million square feet of office space and a 350 room full-service hotel.

#### *Henderson Yards*

The two acre site is slated for an office development of 540,000 square feet.

#### *Liberty Center*

A 1,00,000 square feet office building is planned at the Liberty Center site.

#### *Evertrust II*

The Evertrust office building in the Exchange Place North Redevelopment Area is a 17-story office tower consisting of 324,000 square feet of space. The Evertrust II will be developed with as much as 600,000 square feet of office space, a 400 room hotel and 470 residential units.

## **5. The Gotham**

The Gotham, located at the southwest corner of Montgomery Street and Warren Street, is a mixed-use development consisting of 220 residential units and 20,000 square feet of commercial space that has recently been completed.

## **6. Colgate**

The Colgate Redevelopment Area is a 24 acre site located on the Jersey City waterfront south of Exchange Place. The project, which was formerly the site of a Colgate manufacturing facility, calls for the total development of 6 million square feet of office space, a 300 room hotel and 1,500 residential units. The construction of a 12-story, 400,000 square foot office building at 90 Hudson Street is completed. The construction of a similar office building at 70 Hudson Street is under construction. The renovation of 74 Grand Street, formerly part of the Colgate facility into office space has begun.

## **7. Fulton's Landing**

Fulton's Landing is a residential project located in Downtown east of Luis Munoz Marin Boulevard and south of Essex Street, adjacent to the Morris Canal Big Basin. The 105 unit project is approved.

## **8. Liberty Harbor North**

Redevelopment planning for this 80 acre site is currently in progress. A total of 6,000 to 10,000 residential units, 300,000 square feet of commercial space and several hotels, are planned for the Liberty Harbor North Redevelopment Area.

## **9. Grand Jersey**

A 325 bed hospital, operated by Jersey City Medical Center, will be constructed on a 15-acre tract located at the corner of Grand Street and Jersey Avenue. The medical center, part of the Liberty Health Care System, will open sometime after the year 2000.

## **10. Liberty Harbor**

The Liberty Harbor Redevelopment Area includes the Daily News printing plant and the Ritter Sysco distribution facility. Ritter Sysco Food Services has renovated the 354,000 square foot Stern's Building into a warehouse/distribution facility. The site, located in Liberty Industrial Park east of Edward J. Hart Road between Thomas McGovern Drive and Theodore Conrad Drive, is directly across from the Daily News printing plant. Further, an additional 250,000 square foot industrial development has been approved. Approximately 450,000 square feet of additional industrial space is planned.

### **11. Caven Point**

The Caven Point Redevelopment Area contains the Port Liberte development. Port Liberte was created in the 1980's as a 192 acre planned residential waterfront community. It contains 364 residential units, a health club, retail space and a 26,000 square foot marina. Ferry service to Manhattan is also provided. Additional development is planned including 1,290 residential units and a golf course.

### **12. Greenville Yards**

The Jersey City Redevelopment Agency owns a 50 acre tract in the Greenville Yards Redevelopment Area that is planned for 600,000 square feet of industrial space.

### **13. Droyer's Pointe**

The K. Hovnanian Company has completed the construction of 776 units in Phase IA of Society Hill, a residential project with a total of 1,140 units of attached housing. The remaining 364 units are planned. The project is located on the former site of Roosevelt Stadium along Newark Bay.

### **14. Martin Luther King (MLK)**

The Martin Luther King Redevelopment Area encompasses a 26 block corridor along Martin Luther King Drive. The Martin Luther King Drive Redevelopment Plan was adopted in November 1993 and proposes land use options that are designed to create and attract business development, including a mix of commercial space and residential units mixed with community and municipal uses. While the plan encourages building restoration and in-fill construction, a significant objective is the establishment of a centralized district known as the HUB which will serve as a commercial anchor. The HUB is a six block area, bordered by Ocean, Virginia and Orient avenues and MLK Drive. A 50,000 square foot supermarket and restaurant will anchor the King Drive Plaza shopping center. Other uses planned for the area include a 20,000 square foot post office, which is under construction, a firehouse, HBLRTS station, which has recently opened, and a credit union.

### **15. Journal Square**

The Journal Square Central Business District is the site of several planned development projects. Journal Square Plaza is a 900,000 square foot office development. Kennedy Place is another planned office project proposed to contain 750,000 square feet of space. The Urban Center is planned to contain 340,000 square feet of commercial space. Loew's Theater, an architecturally and historically significant building, is currently being renovated as an entertainment facility. Hudson County Community College is planning on centralizing its facilities in Journal Square. The Port Authority of New York and New Jersey has initiated a multi-million dollar renovation of the Journal

Square Transportation Center. Finally, the City and the Journal Square Restoration Corporation are nearing completion on a \$7 million streetscape project to redesign and improve Journal Square.

**16. St. Paul's Avenue**

The St. Paul's Avenue site is identified in the HMDC's SAMP as an area for in-fill housing. The area contains approximately 80 dwelling units which could qualify for rehabilitation status. Between the smaller neighborhoods, an additional 264 new in-fill low- and moderate-income dwelling units may be built.

**17. Duffield Avenue**

This 28 acre site is located within Jersey City with access to the Newark-Jersey City Turnpike through the local road system. The site is surrounded by the PSE&G Jersey City Generating Station, heavy industrial uses, trucking terminals and several areas of residential development. The HMDC's SAMP designates the site for secondary office/warehouse uses which will yield approximately 614,200 square feet of warehouse space.

**18. Secaucus Road**

The Secaucus Road/Jersey City site is 73 acres in size and is generally bounded by the Pen Horn Creek to the west; Secaucus Road to the north; and existing development to the east and south. Approximately 64 acres are considered wetlands. Surrounding land uses include existing industrial development, trucking facilities and an intermodal freight facility to the north; existing trucking facilities and the Conrail Croxton Yard to the south; vacant land to the west; and the U.S. Postal Service Jersey City Bulk Mail Facility to the east. The HMDC's SAMP designates the site for light industrial development and projects with more than 392,040 square feet of space on the site.

**19. Jersey City Medical Center**

A feasibility study is being completed on the reuse options for the Medical Center.

**20. Morris Canal Industrial Park**

The Morris Canal Redevelopment Plan proposes a mix of uses which include industrial, retail and infill commercial/residential. The Plan recognizes the proposed Light Rail System and provides for greenspace development including a Canal Banks park and Walkway that connects various LRT stops through reuse of a portion of the former Morris Canal.

DEVELOPMENT ACTIVITY REPORT  
City of Jersey City, N.J.

Area #	Project Area	Project Description	Project Size (acres)	Project Type	Future Development			
					Residential (# du)	Commercial (s.f.)	Industrial (s.f.)	Other
1	Newport		400	Mixed Use	5,000	2,072,000		Hotels (rooms)
		Towers of America		Residential	790			
2	Hudson Exchange	Mixed Use	52		146	2,200,000		240 S. Marin
		Avalon Cove South		Residential	269			
		Portofino		Residential	283			
		Marbella		Residential	278			
		Candlewood Hotel						215 rooms
3	WALDO			Mixed Use	150	47,500		
4	Exchange Place	Harborside Financial Center	48	Mixed Use	300	4,000,000		350 Rooms Hotels
		Henderson Yards		Office		540,000		
		Liberty Center		Office		1,000,000		
		Evertrust II		Office	470	600,000		400 rooms hotels
5	The Gotham			Mixed Use	220	20,000		
6	Colgate		24	Mixed Use	650	532,000		300 rooms hotels
		70 Hudson St.		Office		400,000		
		Sugar House		Residential	70			
		74 Grand St.		Office		280,000		
		39 Essex St.		Residential	129			
7	Fulton's Landing			Residential	105			
8	Liberty Harbor North		80	Mixed Use	6,000 – 10,000	300,000		Hotels

DEVELOPMENT ACTIVITY REPORT  
City of Jersey City, N.J.

Area #	Project Area	Project Description	Project Size (acres)	Project Type	Future Development			
					Residential (# du)	Commercial (s.f.)	Industrial (s.f.)	Other
9	Grand Jersey	Jersey City Medical Center	15	Public				325 B Hospit
10	Claremont		50	Industrial			450,000	
				Hartz Indus.			250,000	
11	Caven Point	Port Liberte	192	Mixed Use	1,290			Golf Co
12	Greenville Yards	JCRA Property	50	Industrial			600,000	
		Summit Imports		Industrial			110,000	
13	Droyer's Pointe	Society Hill		Residential	364			
14	MLK	The HUB	18	Mixed Use		60,000		
		Post Office		Public				20,000
15	Journal Square	Journal Square Plaza III	4	Office		500,000		
		Loew's Theater		Commercial				Enterta ment Fa
		Kennedy Place		Office		750,000		
		Urban Center		Mixed Use		340,000		
		Hudson County Community College						Commun Colleg
16	St. Paul's Avenue	HMDC SAMP(Hybrid 15)	13	Residential	264			
17	Duffield Avenue	HMDC SAMP (aq)	28	Industrial			614,200	
18	Secaucus Rd/ Jersey City	HMDC SAMP (Hybrid 13)	53	Industrial			392,040	
19	Jersey City Medical Center	Reuse						
20	Morris Canal Industrial Park		390 acres	Mixed Use				
Total			946		17,432	18,829,500	2,416,240	

Source: Jersey City Division of City Planning; Jersey City Economic Development Corporation; 1999 Consultant Survey

# XI. RELATIONSHIP TO OTHER PLANNING EFFORTS

## INTRODUCTION

The Municipal Land Use Law requires that all municipal 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 municipalities bordering Jersey City, as well as the HMDC Strategic Areas Master Plan, (SAMP), the Hudson County Strategic Plan and the SDRP.

## ADJACENT MUNICIPALITIES

The Jersey City Land Use Plan is substantially consistent with the Master Plans of adjacent municipalities. The Land Use Plan and zoning of these municipalities is discussed below and illustrated on the Adjacent Zoning Areas Map. The municipalities are the City of Bayonne, Town of Kearny, Town of Secaucus, Township of North Bergen, City of Union City and the City of Hoboken.

### City of Bayonne

The zoning of Bayonne is consistent with the Jersey City Land Use Plan. Bayonne lies along the southern border of the City, adjacent to the Port Jersey Industrial and Marine Center and residential areas. In Bayonne, land is primarily zoned for R-2 Residential use between Route 440 and Route 169, and is interspersed with C-2 and C-3 neighborhood commercial zones along Broadway and its intersection with West 53<sup>rd</sup> Street. The residential densities in Bayonne and the neighborhood commercial uses permitted are consistent with those set forth for the Low Density Residential and Neighborhood Commercial areas in Jersey City that abut Bayonne.

Port Jersey in Bayonne is zoned I-Lb, Light Industrial. The I-Lb district permits offices, fully enclosed light manufacturing establishments, wholesale storage, distribution and trucking services, bus terminals, research labs and pilot plants, building material sales and lumber yards, dry cleaning plants and photo processing plants. The Land Use Plan for Jersey City designates Port Jersey for Port Industrial use, which is consistent.

The City of Bayonne Comprehensive Master Plan was adopted in 1990. The Bayonne Land Use Plan and zone plan are consistent with one another.

### Town of Kearny

The adjacent zoning of Kearny is consistent with the Jersey City Land Use Plan. Kearny lies across the Hackensack River from Jersey City. The area is known as the Kearny Meadows and is zoned for South Kearny Manufacturing, (SKM), within the local Kearny jurisdiction, and is governed by the HMDC adjacent to the HMDC zone in Jersey City. The SKM zone

permits general manufacturing uses, contractor and construction offices, cartage and express mail facilities, motor freight terminals, garages, resource recovery facilities and ship building terminals.

The Kearny Master Plan Revision was adopted in 1990, revised in 1991, and reexamined in 1998. The Land Use Plan of the Kearny Master Plan calls for permitting retail sales and shopping center in the SKM district, as well as industrial, truck terminals, warehousing, outdoor storage and public facilities uses. The Land Use Plan recommends providing incentives for more economically productive uses such as light industrial, office and research labs to bring them to the area.

The area of Jersey City across from Kearny is designated for commercial/retail Waterfront Redevelopment in the Jersey City Land Use Plan, on either side of Lincoln Park, which is designated to remain Parks and Open Space use. The addition of the permitted office, light industrial and research labs uses in Kearny will make the two municipalities more compatible. Jersey City and South Kearny are buffered from each other by the Hackensack River, which serves to ameliorate conflicting land uses.

### **Town of Secaucus**

The majority of Secaucus is within HMDC jurisdiction. The portion of Secaucus that lies adjacent to Jersey City is in the HMDC zone; which abuts the HMDC zone in Jersey City. These areas have been planned by the HMDC for industrial use and are consistent with one another. In Jersey City, the Land Use Plan calls for industrial uses in the HMDC area, which is consistent with HMDC's Strategic Areas Master Plan.

### **Township of North Bergen**

Jersey City shares a portion of its northern boundary with the Township of North Bergen along Secaucus Road from Penhorn Creek to John F. Kennedy Boulevard and the Union City border. In North Bergen, the area from Penhorn Creek to the New York Susquehanna and Western R.R. is under HMDC jurisdiction, and abuts the HMDC area in Jersey City. Both areas are planned for industrial use.

In August 1998, a portion of the HMDC area in North Bergen along Secaucus Road between the New York Susquehanna and Western R.R. and the Pennsylvania R.R. was recommended for designation as a Redevelopment Area, to be redeveloped to a fully productive condition pursuant to the creation of a redevelopment plan.

Between the railroad and Tonnelle Avenue, North Bergen is zoned for M-2, Heavy Industry use. The eastern side of Tonnelle Avenue is zoned C2, Highway Business, and the remainder of the Township adjacent to Jersey City is zoned R1, Low Density Residential, which permits one- and two-family detached dwellings at approximately 15 to 30 units per acre. The zone plan of North Bergen is consistent with the Jersey City Land Use Plan, which designates the abutting area for Low Density Residential use.

The North Bergen Master Plan was adopted in 1987 and updated in 1994. The zone plan and the North Bergen Land Use Plan are consistent with one another.

### **City of Union City**

A portion of the northern boundary of Jersey City is shared by the City of Union City along Secaucus Road and Paterson Plank Road. Between John F. Kennedy Boulevard and Central Avenue, Union City is zoned R, Mixed Residential, which is bisected by the C, Commercial corridor along Summit Avenue. The R district permits one-, two- and four-family units; single-family units on minimum 2,500 square foot lots. Between Central Avenue and 2<sup>nd</sup> Street, Union City is zoned R-MF, Multi-Family Residential. The area between Paterson Plank Road, 2<sup>nd</sup> Street and Palisade Avenue is zoned R, Mixed Residential, and the area east of Palisade Avenue to the Hoboken border is zoned R, with a steep slope overlay. These zoning districts are consistent with the abutting Low Density Residential designation in Jersey City.

The Union City Land Use Element was adopted in 1977 and reexamined in 1988 and 1994. The zone plan and the Union City Land Use Plan are consistent, except in the area between Palisade Avenue, Paterson Plank Road and 2<sup>nd</sup> Street, which calls for School/Recreation in the Land Use Plan and Multi-Family Residential in the zone plan.

### **City of Hoboken**

Jersey City shares its northeast boundary with Hoboken between Paterson Plank Road and 18<sup>th</sup> Street. The zones adjacent to Jersey City are the I-1, R-3 and I-2 districts. The R-3 district in Hoboken permits residential uses on minimum 2,500 square-foot lots, and provides the opportunity for retail uses as conditional uses. This zone abuts the Low Density Residential designation in Jersey City and is consistent. The I-1 district permits manufacturing, office, research labs, warehouses and essential utilities. The I-1 district abuts a Low Density Residential designation in Jersey City, and is consistent due to the separation of uses by the railroad that traverses this area.

The I-2 district in Hoboken permits rail and other transportation-related commercial and light industrial activities such as food processing, manufacturing and retail sales and services in the Hoboken Ferry Terminal area. This area abuts the High Density Residential and Waterfront Planned Development designations in the Jersey City Land Use Plan. The industrial area in Hoboken is not expansive, and the scale of uses is consistent with the High Density Residential designation. The Waterfront area in Jersey City is consistent with the I-2 zone in Hoboken due to physical separations by rail lines, the ferry terminal and a shipping channel. Waterfront Planned Development is anticipated to be mixed-use in nature.

The Hoboken Master Plan Reexamination was adopted in 1995. The Hoboken Land Use Plan and zone plan are consistent. Hoboken's waterfront redevelopment planning does not currently extend into the Jersey City border area.

### **HACKENSACK MEADOWLANDS DEVELOPMENT COMMISSION STRATEGIC AREAS MASTER PLAN (SAMP)**

The area in Jersey City governed by HMDC is industrial in nature and contains a PSE&G generating station, Conrail's Croxton Yard and the U.S. Postal Service Bulk Mail facility. The draft SAMP designates this area for industrial development, and permits warehouses and distribution terminals. The Jersey City Land Use Plan designates this area for Industrial use, which is consistent with the draft SAMP.

## **HUDSON COUNTY STRATEGIC PLAN**

The Hudson County Strategic Revitalization Plan for the Hudson County Urban Complex was adopted by the Hudson County Board of Chosen Freeholders and unanimously endorsed by the State Planning Commission in January 1999. The Strategic Plan serves as the blueprint for planning and growth management in the County and provides a coordinated approach for directing public and private investments. The Plan treats the entire County as an Urban Complex, i.e. 12 municipalities that are so closely linked as to function as one large urban center, with Jersey City serving as the Complex's core. The Plan provides action strategies and defines targets to meet specified goals of the Plan including combining municipal systems for cost savings, creation of more affordable housing, improvement of deteriorating infrastructure, environmental protection and remediation, and enhancement of tourism.

The Plan recommends mechanisms for achieving the goals through specific action strategies. The action strategies provide a framework for achieving the following through local, County and State efforts:

- Creation of more developable land in the County
- Creation of sufficient amenities such as hotels, recreational facilities and conference center
- Construction of more affordable housing and more adequate housing
- Increase in workforce skills and preparation
- Decrease in traffic and congestion
- Increase in accessibility of public transit to employment centers
- Decrease of the cost of and demand for social support services
- More efficient provision of public services and upgrade of public facilities
- Conservation of environmental resources

The Hudson County Master Plan is currently being prepared to incorporate the recommendations of the Strategic Plan.

The Land Use Plan of the Jersey City Master Plan is consistent with the policies and approach of the Strategic Revitalization Plan.

## **NEW JERSEY STATE DEVELOPMENT AND REDEVELOPMENT PLAN**

The SDRP was adopted on June 12, 1992 and will remain in effect until a revised SDRP is adopted in 2000. The Plan's revision process requires comparison of the planning policies among various government levels with the purpose of attaining compatibility among local, County and State plans. Jersey City is considered the core of the Hudson County Urban Complex that was endorsed by the State Planning Commission in January 1999 as part of the Hudson County Strategic Plan.

The Land Use Plan of the Jersey City Master Plan is consistent with the goals of the SDRP that seek to revitalize deteriorating areas, conserve natural resources, remediate contaminated land, promote beneficial economic growth for all residents, preserve historic and cultural resources, scenic vistas and open space, provide adequate housing, public facilities and services at a reasonable cost, and ensure sound and integrated planning and statewide implementation.