

XII. COMPARISON WITH OTHER MUNICIPALITIES

INTRODUCTION

The City of Bayonne's unique geography as a peninsula buffers it from the land use patterns and activities in adjacent municipalities. The only exception is Jersey City, which is located immediately north of Bayonne and is physically contiguous to the City. The Municipal Land Use Law requires that all municipal Master Plans consider the relationship of the Master Plan to the plans of adjacent municipalities, county plans and the New Jersey State Development and Redevelopment Plan (State Plan). 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 the City of Bayonne, as well as the Hudson County Strategic Plan and the State Plan.

ADJACENT MUNICIPALITIES

The City of Bayonne Land Use Plan is substantially consistent with the Master Plans of adjacent municipalities. The land use designations and zoning of these municipalities are discussed below. The adjacent municipalities are the Cities of Jersey City, Elizabeth, Newark and New York City.

City of Jersey City

The City of Jersey City is located immediately to the north of Bayonne and is the only municipality that is physically contiguous with the City. The section of Jersey City that borders Bayonne is known as Greenville, which is a mixed-use neighborhood that developed similarly to the Uptown section of Bayonne. The land use pattern and zoning in Jersey City are substantially consistent with that found in Bayonne except for minor variations. These are mitigated by the presence of transportation corridors that separate the 2 cities and function as buffers.

Moving from east to west, the land uses and zoning in Jersey City change from industrial to commercial to residential. The section of Jersey City between New Jersey Turnpike Interchange 14A and Upper New York Bay is zoned I-3 Industrial Park and is within the Greenville Industrial Redevelopment Plan area. This area is designated for industrial use including port activity, warehousing/distribution and manufacturing. This is consistent with the I-LB Light Industrial zone in Bayonne that is located in the same area. The I-LB zone permits manufacturing, warehousing/distribution and heavy commercial uses such as lumber yards. This area is known as Port Jersey in both cities and the established land use pattern on both sides of the municipal border is industrial.

The section of Jersey City between Avenue C and New Jersey Turnpike Interchange 14A is zoned I-2 Intensive Industrial. This zone permits a broad range of industrial and commercial uses including manufacturing, warehousing/distribution, terminal facilities, offices and restaurants. The existing uses in this area are the New Jersey Turnpike, CSX/Norfolk Southern Lehigh Valley Line and Twin Cities Shopping Center. The zoning for this area in Bayonne is mixed and includes the C-2 Community Commercial, C-3 Central Commercial, R-2 Low Medium Density Residential and R-3 High Medium Density Residential zones. There are zoning conflicts in this area, especially where the R-2 and R-3 zones in Bayonne adjoin the I-2 zone in Jersey City. The presence of transportation infrastructure along the municipal border, however, acts as a buffer that mitigates adverse impacts upon Bayonne. In addition, the C-2 and C-3 zones in Bayonne contain commercial uses are compatible with the adjacent Twin Cities Shopping Center in Jersey City.

The section of Jersey City between John F. Kennedy Boulevard and Avenue C is zoned R-4 High Density Residential and C-2 Office/Retail. The R-4 zone permits multi-family housing and contains the Curries Woods public housing complex. The C-2 zone permits retail stores, offices and multi-family housing and functions as a neighborhood shopping district. This is substantially consistent with the zoning in Bayonne on the southern side of the municipal border, which is R-2 Low Medium Density Residential. The R-2 zone permits detached one- and two-family homes, townhouses and public facilities. A significant portion of the zone also contains Mercer County Park. The compatibility between the R-4 zone in Jersey City and the R-2 zone in Bayonne is further enhanced by the on-going development of low-rise townhouses at the Curries Woods public housing complex to replace aging high-rise apartment buildings.

The section of Jersey City between Newark Bay and John F. Kennedy Boulevard is zoned R-2 Low Density Residential. The R-2 zone permits detached one- and two-family homes, townhouses, garden apartments and retail sales on the ground level of major streets. This area is comprised almost entirely of the Country Village residential neighborhood with limited retail stores along John F. Kennedy Boulevard. This is consistent with the R-2 Low Medium Density Residential zone and C-2 Community Commercial zone in Bayonne on the southern side of the municipal border. The R-2 zone was developed as part of the larger Country Village neighborhood and is fully compatible with adjoining residential uses in Jersey City. The C-2 zone contains a community shopping center that is compatible with commercial uses along lower John F. Kennedy Boulevard in Jersey City. The consistency of the land use pattern in this area will be further enhanced by the planned redevelopment of the Republic Container site in Jersey City with detached one- and two-family houses.

Bayonne and Jersey City are currently updating their Master Plan, including the Land Use Plan element. The respective Land Use Plans recognize the established pattern of development in the area along the municipal border and few changes are proposed. The only exception is in the Port Jersey area, which

both cities have designated as Port Industrial in recognition of existing port facilities and the potential for expanded port activity as well as port-related development. This designation maintains the consistency in land use and zoning found along much of the Bayonne/Jersey City border.

City of Elizabeth

The City of Elizabeth is located to the west of Bayonne across Newark Bay. The area of Elizabeth that faces Bayonne consists of the Elizabethport neighborhood and the Port Elizabeth maritime complex. It is zoned M-2 Medium Industrial and M-3 Heavy Industrial, which permits a broad range of heavy commercial, light manufacturing, warehouse/distribution and heavy manufacturing uses. The area also has an RC Regional Center Mixed Development overlay zone which permits large, planned retail and office uses such as the Jersey Gardens Mall. This zoning is inconsistent with the predominantly residential zoning that exists along the west side of Bayonne. The incompatibility is mitigated, however, by the presence of Newark Bay. This body of water provides a buffer that separates the two cities by a distance of between one-half mile and one mile.

The Elizabeth Comprehensive Master Plan was adopted in 1990. The Land Use Plan of the Elizabeth Master Plan calls for concentrating heavy industrial uses in the eastern end of the City along Newark Bay and the Arthur Kill. This would accommodate the existing land use pattern of industrial development in the area opposite Bayonne. In addition, the Plan also targets a waterfront site on Newark Bay at the end of Kapkowski Road for commercial and industrial redevelopment. This has been accomplished by the development of the Jersey Gardens Mall on the site. The Port Newark maritime complex is also accommodated in the Land Use Plan, although no expansion is proposed.

The Bayonne Land Use Plan designates the west side along Newark Bay across from Elizabeth for parks and open space, planned waterfront development and a mix of residential, commercial and industrial uses. The predominant land uses in this area are parks and open space as well as residential development. The only industrial activity on the City's Newark Bay waterfront is located south of West 5th Street and west of Avenue A. With the exception of the aforementioned industrial area, the City's land use pattern conflicts with land uses in Elizabeth. However, this incompatibility is ameliorated by Newark Bay which provides a significant buffer between the two cities.

City of Newark

The City of Newark is located to the west of Bayonne across Newark Bay. The area of Newark that faces Bayonne consists of the Port Newark maritime complex and Conrail Oak Island Yard. It is zoned I-3 Third Industrial District, which permits a broad range of non-residential uses such as heavy commercial, manufacturing, warehouse/distribution and transportation activity. This zoning is inconsistent with the predominantly residential zoning that exists along the west side of Bayonne. The incompatibility is

mitigated, however, by the presence of Newark Bay. This body of water provides a buffer that separates the two cities by a distance of approximately three-quarters of a mile.

The Newark Land Use Plan is currently being updated. The existing Land Use Plan designates the southeastern section of the City along Newark Bay for continued industrial use with an emphasis on transportation activity and goods movement. This reflects the presence of a major intermodal transportation center consisting of Port Newark, Conrail Croxton Yard and Newark International Airport.

The Bayonne Land Use Plan designates the northwestern section of the City on Newark Bay opposite Newark for parks and open space as well as public and community commercial uses. The predominant land use in this area is parks and open space due to the presence of Bayonne County Park and undeveloped land along Route 169 and Rout 440. There are no industrial uses along the waterfront in this area. The City's land use pattern is incompatible with land uses in Newark, however, the conflict is mitigated significantly by the buffering effect of Newark Bay.

City of New York City

The City of New York City borders Bayonne to the east and south across Upper New York Bay and the Kill Van Kull, respectively. The Borough of Brooklyn is located approximately 2 miles to the east and the Borough of Staten Island is located approximately one-quarter mile to the south of Bayonne. The land use pattern and zoning in both Boroughs is consistent with the uses and zoning that exist along the Bayonne waterfront. Any land use or zoning conflicts are mitigated by the presence of large bodies of water between the two cities.

The Brooklyn waterfront is primarily industrial and commercial in character, which reflects its historic use for port and port-related activities. It contains industrial uses such as Red Hook Terminal, commercial uses such as the Brooklyn Army Terminal complex and scattered parks and open space. This is largely compatible with the land use pattern and zoning found on the Bayonne waterfront in Constable Hook, MOTBY and Port Jersey. Any land use conflicts are fully mitigated by Upper New York Bay, which provides an extensive natural buffer more than 2 miles wide.

The Staten Island waterfront is also industrial and commercial in character due to its historic use for port and port-related activities. It contains industrial uses such as Howland Hook Terminal as well as limited parks and open space such as Sailors' Snug Harbor. This is largely compatible with the land use pattern and zoning along the Kill Van Kull in the Bergen Point and Constable Hook sections of Bayonne. Any land use conflicts are significantly mitigated by the Kill Van Kull, which forms a natural buffer between one-quarter and on-half mile wide.

HUDSON COUNTY STRATEGIC REVITALIZATION 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, including the City of Bayonne, as an Urban Complex.

According to the State Plan, an Urban Complex consists of an urban center with two or more municipalities within the surrounding Metropolitan Planning Area that exhibit a strong intermunicipal relationship based on socio-economic factors, public facilities and services that is defined and coordinated through a Strategic Revitalization Plan. The Hudson County Urban Complex consists of Bayonne and the other 11 municipalities in the County with Jersey City serving as the Complex's core and urban center. The Plan provides action strategies and defines targets to meet specified goals of the Plan including providing for the economic revitalization of the commercial and industrial base, 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 the 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 finalized and it will incorporate the recommendations of the Strategic Plan.

The Land Use Plan of the Bayonne Master Plan is consistent with the policies and approach of the Strategic Revitalization Plan.

NEW JERSEY STATE DEVELOPMENT AND REDEVELOPMENT PLAN

The State Plan was adopted on June 12, 1992 and will remain in effect until a revised and updated State Plan is adopted in 2000. The Plan's revision process is known as cross acceptance and it requires a comparison of the planning policies among various government levels for the purpose of attaining compatibility among local, County and State plans. Bayonne's Master Plan and planning policies were evaluated during cross acceptance and were determined to be consistent with the State Plan in the Cross Acceptance Report adopted by the Hudson County Planning Board on April 15, 1998.

Bayonne's consistency with the State Plan is further confirmed by its inclusion in the Hudson County Urban Complex. The City is a major component of the Urban Complex that was endorsed by the State Planning Commission in January, 1999 as part of the Hudson County Strategic Plan. The City's Master Plan and planning initiatives were reviewed for consistency with the State Plan and Urban Complex criteria during the preparation of the Strategic Plan and Urban Complex designation process. The new Master Plan incorporates the State Plan's emphasis on preserving and enhancing urban areas with an emphasis on economic revitalization, transportation infrastructure and residential quality of life.

The Land Use Plan of the Bayonne Master Plan is consistent with the goals of the State Plan as follows: 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.