

Township of Hardyston Highlands Preservation Area Master Plan Element

Prepared by the State of New Jersey Highlands Water Protection and Planning Council in Support of the Highlands Regional Master Plan

October 2015

Adopted: October 22, 2015

HIGHLANDS PRESERVATION AREA MASTER PLAN ELEMENT

DRAFT MASTER PLAN SUPPLEMENT TOWNSHIP OF HARDYSTON SUSSEX COUNTY, NEW JERSEY

DRAFT FOR SUBMISSION TO THE NEW JERSEY HIGHLANDS WATER PROTECTION AND PLANNING COUNCIL TOWARD ACHIEVING PLAN CONFORMANCE WITH THE HIGHLANDS REGIONAL MASTER PLAN

PLANNING BOARD

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The Planning Board presented, discussed, and accepted public comment on this draft Master Plan supplement at its duly-noticed public meeting of October 22, 2015. Copies of the document were made available for review by the public at least 10 days prior to that meeting, and adequate notice of the meeting advising that the Highlands Element was on the agenda for discussion and public comment, was provided.

This document is based on a model Highlands Element prepared and provided to Highlands municipalities by the New Jersey Highlands Water Protection and Planning Council. Modifications required to tailor it for application to the Township of Hardyston were provided by the individual indicated below.

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TABLE OF CONTENTS

INTRODUCTION	1
POLICIES, GOALS & OBJECTIVES	
A. PRESERVATION AREA GOALS	
B. RELATIONSHIP BETWEEN HIGHLANDS ACT & MLUL	
HOUSING PLAN	5
A. GOALS AND OBJECTIVES	
LAND PRESERVATION AND LAND STEWARDSHIP PLAN	
SUSTAINABLE ECONOMIC DEVELOPMENT PLAN	11
RELATIONSHIP OF MASTER PLAN TO STATE/REGIONAL/LOCAL PLANS	12
•	
SUSTAINABLE ECONOMIC DEVELOPMENT PLAN	12

INTRODUCTION

The Township of Hardyston is located in the New Jersey Highlands Region. It is one of 88 municipalities protected by and subject to the provisions of the Highlands Water Protection and Planning Act ("Highlands Act," N.J.S.A. 13:20-1 et seq.). The Highlands Act was enacted by the State Legislature on August 10, 2004 for the purpose of protecting, enhancing, and restoring Highlands natural resources, in particular water resources, which provide drinking water to over 5 million New Jersey residents. The Highlands Act created the Highlands Water Protection and Planning Council (the "Highlands Council") and charged it with crafting a comprehensive master plan for the Highlands Region.

The Highlands Regional Master Plan (RMP) was adopted by the Highlands Council on July 17, 2008, and became effective on September 8, 2008. As the product of a long-term, participatory, and region-wide planning effort, the RMP is representative of the collective response of the wider community to the Legislature's call for a Highlands comprehensive master plan. The Township places value in the regional planning process that was undertaken to fully develop the RMP and acknowledges its role in furthering the vision that it represents.

The Highlands Region encompasses some 1,343 square miles in the northwest part of New Jersey. The Highlands Act designates about half of the seven-county Region as Preservation Area (415,000 acres) and the other half as Planning Area (445,000 acres). The Act requires that jurisdictions having lands in the Preservation Area conform to the Highlands RMP with respect to that area, while for lands located in the Planning Area, conformance is voluntary.

The Township of Hardyston is located partially in each, the Preservation and Planning Area. The municipality affirmatively seeks to align its land use planning program with the provisions of the RMP with respect to that portion of the municipality located within the Preservation Area only. For purposes of this document, these lands shall be formally designated the "Township Highlands Preservation Area," with shortened references to the "Highlands Preservation Area," having the same meaning.

As a result of application of the "Highlands Water Protection and Planning Act Rules" (N.J.AC 7:38-1 et seq.), the Preservation Area in the Township of Hardyston has limited potential for development other than projects that would be exempt from the Highlands Act. The Highlands Element sets forth the policies that shall guide future land use and development (to the extent applicable) within the Township Highlands Preservation Area. It provides the rationale and the framework for the adoption of land use requirements that are protective of Highlands resources and consistent with the Highlands RMP. In large part, these policies will be effectuated by adoption of a "Highlands Checklist Ordinance." This ordinance will require that applicants seeking development approvals for projects within the Preservation Area either provide confirmation of a Highlands Act exemption (pursuant to N.J.S.A. 13:20-28), as demonstrated by issuance of a Highlands Applicability Determination from the NJDEP; or obtain evidence of RMP-compliance in the form of a Consistency Determination from the Highlands Council. The Township anticipates that all or nearly all proposals for

development in this area will qualify for Highlands Act exemptions. Development not covered by such exemptions will, as applicable, be subject to the provisions of the Regional Master Plan, or the New Jersey Department of Environmental Protection (NJDEP) "Highlands Water Protection and Planning Act Rules" (N.J.AC 7:38-1 et seq), or both.

The Highlands Checklist Ordinance and any other regulatory requirement deemed necessary to effectuate these Highlands land use policies, shall apply to non-exempt land use activities in the Highlands Preservation Area. "Non-exempt" land use and development refers to uses, activities, and development projects not expressly listed as exemptions in the Highlands Act (N.J.S.A. 13:20-28). Land use activities, improvements, and development projects that are exempt from the Highlands Act shall remain subject to all other applicable provisions of the underlying municipal Master Plan, Zoning and Land Use Ordinances, and Development Regulations.

The Highlands Element amends or creates in limited form (where not already existing), the components needed to supplement the existing Hardyston Township Master Plan, as required for Plan Conformance and provided in the sections that follow. The Highlands Element is intended to apply in conjunction with the language of the existing Township Master Plan to the maximum extent feasible. In the event of conflicts between the two, the Highlands Element shall supersede, unless the existing municipal Master Plan provisions are more restrictive.

POLICIES, GOALS & OBJECTIVES

The Township Highlands Preservation Area is located in the southeast portion of the municipality. It consists of approximately 12,603 acres of land or 60% of the Township (see Exhibit A, Township Highlands Preservation Area). Of the total acreage in the Township Highlands Preservation Area, approximately 9,209 acres (73 percent) are already preserved open space.

The Township Highlands Environmental Resource Inventory (ERI) provides detailed information concerning the physical features, natural resources and specific characteristics of the municipal Highlands Preservation Area. The ERI includes all of the information available through the Highlands Regional Master Plan and supporting technical documents, which document the wide array of natural and cultural resources that characterize the New Jersey Highlands Region.

The municipality recognizes the unique value of the Township Highlands Preservation Area and seeks to protect and enhance it, in keeping with the Highlands Act and the Highlands RMP. Accordingly, the overarching land use policy with respect to the Township Highlands Preservation Area is to place priority emphasis on the protection, enhancement and restoration of Highlands natural and cultural resources while ensuring that land use and development activities therein occur only in a manner and location that is consistent with the Highlands RMP.

In keeping with this policy, the following goals of the Highlands Act and Highlands RMP are reiterated by the municipality and shall guide the land use and development of the Township Highlands Preservation Area:

A. PRESERVATION AREA GOALS

- 1. To protect, restore, and enhance the quality and quantity of surface and ground waters;
- 2. To preserve extensive and, to the maximum extent possible, contiguous areas of land in its natural state, thereby ensuring retention of the unique and significant natural, scenic, and other resources representative of the Township Highlands Preservation Area;
- 3. To protect the natural, scenic, and other resources of the Township Highlands Preservation Area, including but not limited to contiguous forests, wetlands, vegetated stream corridors, steep slopes, and critical habitat for fauna and flora;
- 4. To preserve farmland, historic sites, and other historic resources;
- 5. To preserve outdoor recreation opportunities on publicly owned land;
- 6. To promote conservation of water resources;

- 7. To promote Brownfield remediation and redevelopment, where applicable;
- 8. To promote compatible agricultural, horticultural, recreational, and cultural uses and opportunities within the framework of protecting the environment of the Township Highlands Preservation Area; and
- 9. To prohibit or limit to the maximum extent possible construction or development which is incompatible with preservation of this unique area.

B. RELATIONSHIP BETWEEN HIGHLANDS ACT & MLUL

The Municipal Land Use Law gives authority to New Jersey municipalities to govern land use and development within their borders. The Highlands Act augments that authority to allow municipalities the power to enforce the goals, policies, objectives, and programs of the Highlands Regional Master Plan. The Highlands Act and the RMP together provide the regional perspective from which local decisions and actions will emanate.

As a result of the passage of the Highlands Act, the future of land use planning has significantly changed for both municipalities and counties in the Highlands Region. The New Jersey Supreme Court, in upholding the constitutionality of the Highlands Act in OFP, LLC v. State, 197 N.J. 418 (2008), affirmed the Appellate Division's decision, which emphasized the broad scope of the Highlands Act to protect the natural and agricultural resources of the Highlands through a coordinated system of regional land use controls. The Highlands Act creates a system in which a regional plan is designed to be implemented primarily through local government units. The net effect is that the statutory authority of local government units in the Highlands Region, inclusive of that provided under the Municipal Land Use Law (MLUL), is not preempted by the Highlands Act, but rather is supplemented through the passage of the Highlands Act and the adoption of the Highlands Regional Master Plan. The Highlands Act provides, through the conformance of municipal master plans and ordinances with the Highlands RMP, authorities for municipal regulation that are in addition to those of the MLUL.

Accordingly, the criteria for approval of development applications under the ordinances that ultimately effectuate this Highlands Element will incorporate aspects of both the Municipal Land Use Law and the Highlands Act. To the extent that MLUL criteria for approval of variances, waivers, exceptions and/or any other relevant aspect are altered or supplemented by provisions indicated in the Highlands Element, authority for such modifications derives from passage of the Highlands Act.

The Highlands Council will coordinate with NJDEP during Highlands permit review for any major Highlands development including the review of waivers on a case-by-case basis: 1) if determined to be necessary in order to protect public health and safety; 2) for redevelopment in accordance with a Highlands Redevelopment Area Designation; or 3) in order to avoid the taking of property without just compensation.

HOUSING PLAN

Hardyston Township's Third Round Housing Element and Fair Share Plan (December 2008) along with the Township's Petition for Substantive Certification was submitted to the Council on Affordable Housing on December 19, 2008. The Housing Element and Fair Share Plan were granted Substantive Certification by the Council on Affordable Housing by resolution dated May 14, 2009. The language herein is incorporated as a supplement to the goals and policies of the Housing Element with respect to housing, and in particular, affordable housing in the community.

The overriding policy of the Housing Plan is to ensure provision of a variety of housing opportunities sufficient to address the needs of the community, including the need for affordable housing, while at the same time respecting the density limits of the Highlands Element Land Use Plan, the resource constraints applicable to the Highlands Area, and the numerous other policies, goals and objectives set forth by the Township Master Plan. The Housing Plan furthers MLUL purposes of zoning (at N.J.S.A. 40:55D-2, specifically 2a., 2e., 2g., 2l.) and fulfills the requirements of the New Jersey Fair Housing Act (N.J.S.A. 52:27D-301 et seq.) which in keeping with New Jersey Supreme Court doctrine, as expressed in the "Mount Laurel" decisions, recognizes that every municipality in a "growth area" has a constitutional obligation to provide, through its land use regulations, a realistic opportunity for provision of a fair share of its region's present and prospective needs for housing for low- and moderate-income families.

A. GOALS AND OBJECTIVES

In furtherance of Township efforts to ensure sound planning, this Plan incorporates the following goals and objectives with respect to future housing in the Highlands Preservation Area:

- 1. To the extent feasible, the zone plan will guide anticipated new residential development into compact, center-based projects incorporating a mix of housing types and/or mixed residential/commercial uses.
- 2. To provide a realistic opportunity for the provision of the municipal share of the region's present and prospective needs for housing for low- and moderate-income families.
- 3. To the maximum extent feasible, affordable housing units shall be incorporated into any new residential construction that occurs within the Highlands Area including any mixed use, redevelopment, and/or adaptive reuse projects.
- 4. To preserve and monitor existing stocks of affordable housing.

5. To reduce long term housing costs through:

- a. The implementation of green building and energy efficient technology in the rehabilitation, redevelopment and development of housing. Recent innovations in building practices and development regulations reflect significant energy efficiency measures, and therefore cost reductions, through building materials, energy efficient appliances, water conservation measures, innovative and alternative technologies that support conservation practices, and common sense practices such as recycling and re-use.
- b. The promotion of the use of sustainable site design, efficient water management, energy efficient technologies, green building materials and equipment, and retrofitting for efficiencies.
- c. Maximizing the efficient use of existing infrastructure, through such means as redevelopment, infill and adaptive reuse.

6. To use a smart growth approach to achieving housing needs:

- a. Use land more efficiently to engender economically vibrant communities, complete with jobs, houses, shopping, recreation, entertainment and multiple modes of transportation.
- b. Support a diverse mix of housing that offers a wide range of choice in terms of value, type and location. In addition, seek quality housing design that provides adequate light, air, and open space.
- c. Target housing to areas with existing higher densities and without environmental constraints, within walking distance of schools, employment, services, transit and community facilities with sufficient capacity to support them.

Based upon the Council on Affordable Housing's growth projections and Substantive Rules (N.J.A.C 5:97) in place at the time Hardyston Township received Substantive Certification. The Township has a combined affordable housing obligation of 240 units. The 240 unit obligation is based on a 9 unit rehabilitation obligation, an 18 unit prior round obligation (1987-1999), and a 213 growth share obligation. Hardyston Township's Certified Fair Share Plan addresses the entire 240 unit obligation through a variety of programs, projects, and zoning mechanisms. The Township's Plan does not include any new construction affordable housing projects within the Highlands Preservation Area that would be subject to the goals, policies, and objectives of the Regional Master Plan or applicable land use ordinances. Any additional creation of affordable units within the Preservation Area would be the result of the conversion of existing market rate single-family homes to deed restricted affordable units either through the Township's Market to Affordable Program or the creation of individual group homes for people with special needs.

The following table summarizes the Township's Fair Share Plan.

Project Name	Type of Units	Total Units Built/ Proposed	Bonus Credits	Bonus Type	Total Credits	Affordable Credits to Prior Round	Affordable Credits to Growth Share
SCARC	Supportive & Special Needs- rental (S/SN)	3 bedrooms		· ·	3	3	
Willowglen I	Supportive & Special Needs- rental (S/SN)	3 bedrooms	1	Non-age restricted rental	4	4	
Willowglen II	Supportive & Special Needs- rental (S/SN)	4 bedrooms	4	Non-age restricted rental	8	8	
Crystal Springs	Family Rentals	151	53	Compliance bonus	204	3	201
Ridgefield Commons	Family For- Sale	24			24		24
Indian Fields	Family For- Sale	8			8		8
Emerald Estates	Family For- Sale	4			4		4
Market to Affordable	Family For- Sale & Rental	21			21		21
Proposed Supportive/ Special Needs Housing	Supportive & Special Needs- rental (S/SN)	17 bedrooms			17		17
	Totals	238	58			18	257

LAND PRESERVATION AND LAND STEWARDSHIP PLAN

The existing Master Plan has an Open Space and Recreation Plan Element providing detailed information on existing and proposed open space preservation and recreational opportunities in the community. This Plan supplements the existing Element, as applicable to the Highlands Preservation Area, to include the additional information and goals and objectives listed below.

A mapped inventory of Preserved Lands in the Township Highlands Preservation Area, current through August 2011, appears at Exhibit B, "Preserved Lands". This Plan in addition incorporates Exhibit C, "Highlands Conservation Priority Areas," Exhibit D, "Highlands Special Environmental Zone," and Exhibit E, "Highlands Agricultural Priority Area."

Preserved Lands in the Township Highlands Preservation Area include lands under ownership by the municipality, state and non-profit land trusts. In addition, Preserved Lands may includes dedicated easements (such as Conservation Easements) to the extent these are currently known and identified (i.e., by deed description) for mapping purposes. (The Planning Board recognizes and will address the need for a more complete inventory of all such easements after Basic Plan Conformance has been attained, with the assistance of the Highlands Council.) In total, the maps indicate 9,165 acres of Preserved Lands in the Preservation Area. 100% is set aside for other preservation purposes, including passive recreational uses.

Highlands Conservation Priority Area lands are those designated a high priority for preservation due to exceptional water and ecological resource value. The priority order derives from the Highlands Council Resource Assessment methodology, which identifies and ranks Highlands lands based on a combination of indicators, including but not limited to: watershed conditions, Highlands Open Waters, riparian areas, prime ground water recharge areas, forests, critical habitat and steep slopes.

Lands within the Highlands Special Environmental Zone are those having the highest priority ranking for preservation based on the Highlands Council Resource Assessment and for which development is expressly prohibited. Preservation of these lands is vital to: a) protecting Highlands Preservation Area water resources and environmentally sensitive lands; b) protecting water supply reservoirs and other critical water features; c) creating large contiguous areas of environmentally sensitive lands; d) creating habitat corridors; and e) connecting existing preserved open space.

The Highlands Agricultural Priority Area, lastly, consists of those lands determined by the Highlands Council, in coordination with the NJDA and the State Agriculture Development Committee (SADC), based on an agricultural resource assessment, to have the highest agricultural resource values.

The following goals and objectives will guide the future identification, prioritization, dedication, and stewardship of Preserved Lands in the Township Highlands Preservation Area:

- 1. To apply Highlands Council prioritization criteria in making determinations regarding non-agricultural Land Preservation (whether by fee simple or easement dedication), which are ordered as follows:
 - a. Lands within the Highlands Special Environmental Zone;
 - b. Lands within Highlands Conservation Priority Areas; and
 - c. Lands within Highlands Resource Areas generally, including but not limited to forested portions of Forest Resource Areas, Critical Habitat Areas, and Riparian Areas, particularly any portion of a Resource Area designated as "High Integrity" or "High Resource Value."
- 2. To apply Highlands Council prioritization criteria in making determinations regarding Agricultural Land Preservation (whether by fee simple, easement dedication, transfer of development rights, or other agricultural land conservation techniques), which are ordered as follows:
 - a. Farmland designated as Agricultural Priority Area (see Exhibit GG); and
 - b. Farmland located within an Agricultural Resource Area (see Exhibit FF).
- 3. To maintain a current Recreation and Open Space Inventory (ROSI) where required by the NJDEP Green Acres Program.
- 4. To seek ways to establish and fund local land acquisition for preservation and stewardship programs or to expand existing open space and stewardship programs.
- 5. To identify lands subject to stewardship programs within this Land Preservation and Land Stewardship Plan and to provide that information to the Highlands Council.
- 6. To require that conservation or land stewardship easements imposed during the course of development applications be enforceable by the Highlands Council and at least one of the following entities, as qualified and amenable in accordance with the particular circumstances: the Township, the County Agriculture Development Board, the SADC, Green Acres, or a non-profit land trust organized pursuant to § 501 (c)(3) of the federal

tax code and engaged in the protection of land for the purpose of providing long-term stewardship of land resources.

- 7. To establish a stewardship and monitoring program for preserved lands owned by or dedicated to the Township. This objective may be accomplished with the assistance of a non-profit land trust organized pursuant to § 501 (c)(3) of the federal tax code and engaged in the protection of land for the purpose of providing long-term stewardship of land resources.
- 8. To develop and implement a Forest Management Plan or Forest Stewardship Plan consistent with the standards of the NJ Forest Stewardship Program for application to municipally-owned forest lands.
- 9. To ensure periodic monitoring of easement restrictions protecting Critical Habitat Areas, and associated species and ecological communities from any changes in land use or management practices that would impair these resources.
- 10. To implement Riparian Area restoration practices on Preserved Lands that give priority to ecological and watershed protection measures.
- 11. To identify and preserve opportunities for outdoor recreation, including a variety of active and passive recreation options, in such locations and in such manner as to ensure environmental resource protections, while addressing the needs of the local population for physical activity, social interaction, connection with nature and the natural environment, and enjoyment of the outdoors.

SUSTAINABLE ECONOMIC DEVELOPMENT PLAN

A sustainable economy is important to the well-being of the Township and the wider economic region of which it is a part. It is the intent of the Planning Board to examine this issue and to prepare an economic development plan for future adoption, which will set forth strategies for strengthening the local economy and/or the municipal contribution toward the wider economy to which it belongs.

The goals and objectives of the Sustainable Economic Development Plan in addition include, but are not limited to:

- 1. To develop appropriate strategies to improve the local tax base and create jobs and economic opportunities, while remaining consistent with the other policies and objectives of the Highlands Element.
- 2. To ensure opportunities for home office, entrepreneurial and other small business activities, as appropriate.
- 3. To identify appropriate opportunities for development and/or redevelopment, including possible brownfield redevelopment that may further the goal of economic sustainability.
- 4. To encourage development of small business incubator programs, particularly those focused on advancing specific goals and objectives of the Highlands Element, such as initiatives in compact design, native species landscaping, Low Impact Development, energy efficiency and resource conservation.
- 5. To coordinate with the Highlands Council and other applicable state and/or county agencies to develop or participate in eco-, agri-, and/or heritage tourism programs, as appropriate.

RELATIONSHIP OF MASTER PLAN TO STATE/REGIONAL/LOCAL PLANS

By adoption of this Highlands Element, the Township Master Plan is brought into alignment with the Highlands Regional Master Plan (RMP). The Highlands Element incorporates all of the policies, goals, and objectives of the Highlands RMP that are relevant to the use and development of land in the Township Highlands Preservation Area. The Highlands Element calls for the development and adoption of various land use regulations and specific environmental management plans, which together will effectuate its vision and in so doing, advance the intents and purposes of the Highlands RMP.

The Highlands Act provides that any portion of a municipality located in the Highlands Preservation Area is exempt from the State Planning Commission (SPC) Plan Endorsement process. It provides further that once the RMP has attained Plan Endorsement from the SPC for the Planning Area, Highlands Council approval of Plan Conformance with respect to lands in the Planning Area shall be deemed the equivalent of Plan Endorsement.

By aligning the municipal Master Plan with the Highlands RMP, its consistency with the State Development and Redevelopment Plan (SDRP) is achieved. A map depicting the municipality's SDRP Planning Areas appears at Exhibit F. The Highlands Element furthers SDRP policies, goals, and objectives in many ways, not least of which are the following:

- 1. Seeking to protect, preserve, restore, and enhance the natural resources of the Highlands Preservation Area;
- 2. Encouraging the use of smart growth principles in locations of the Area deemed appropriate for development and/or redevelopment;
- 3. Protecting historic, cultural and aesthetic resources;
- 4. Encouraging a sustainable local economy;
- 5. Protecting agricultural resources, supporting local agricultural businesses, and promoting sustainable agricultural practices;
- 6. Preserving open space and providing for an array of active and passive recreational opportunities; and
- 7. Ensuring a viable and well-integrated transportation network that incorporates and encourages multi-modal options and efficiency of land use.

The Highlands Element modifies the relationship of the Township development plan to those of the county and contiguous municipalities insofar as it affects the intents for land use and development within the Township Highlands Preservation Area. Given that the Highlands Element introduces a substantial number of new constraints to development based on environmental resources and carrying capacities, it is anticipated that the future impacts from development of the Highlands Preservation Area will be reduced from previous trends. A complete understanding will not exist however, until further analysis is undertaken to determine the full impacts of conformance with the RMP on the municipal

Land Use Plan. An important component of that analysis will be in regard to watershed-based planning. To the extent that the Township shares a HUC14 subwatershed with other municipal and/or county entities, a cooperative planning effort involving all parties will be vital to ensuring sound use and management of the available water resources. It will also be important to understand which, if any, of the adjoining municipalities and/or the county conform to the Highlands RMP and for what portions of their land areas. The land uses, the permitted densities and intensities of development, and the locations and extent of anticipated growth in neighboring Highlands's communities that are also pursuing conformance with the RMP are all subject to change. Until information is available concerning such decision-making, a comparison between these master plans will not be meaningful. Further discussion of these aspects will therefore be provided in the next amendment to the Master Plan.

EXHIBITS

- **A.** Township Highlands Preservation Area
- **B.** Preserved Lands
- **C.** Highlands Conservation Priority Areas
- **D.** Highlands Special Environmental Zone
- **E.** Preserved Farms, SADC Easements, All Agricultural Uses
- **F.** SDRP Planning Areas & Designated Centers

Exhibit A - Township Highlands Area

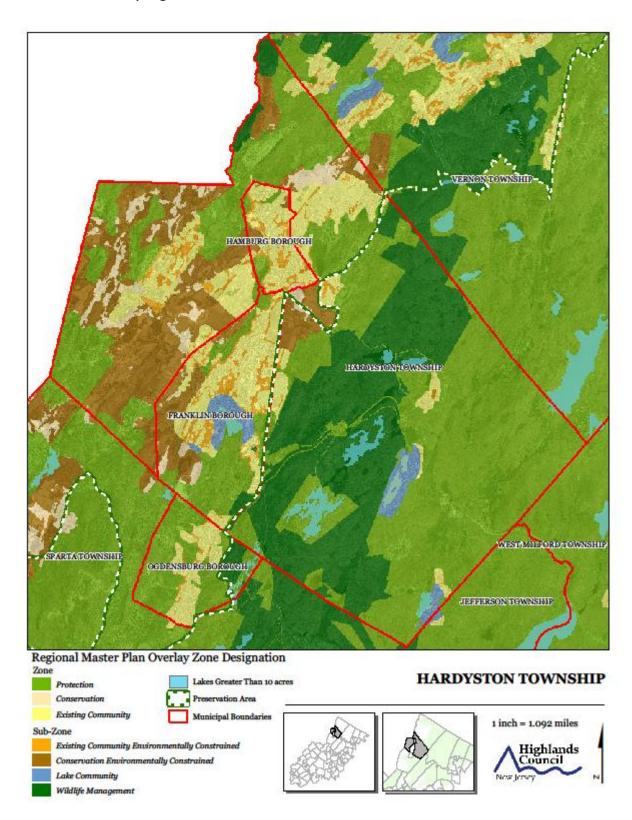


Exhibit B - Preserved Lands

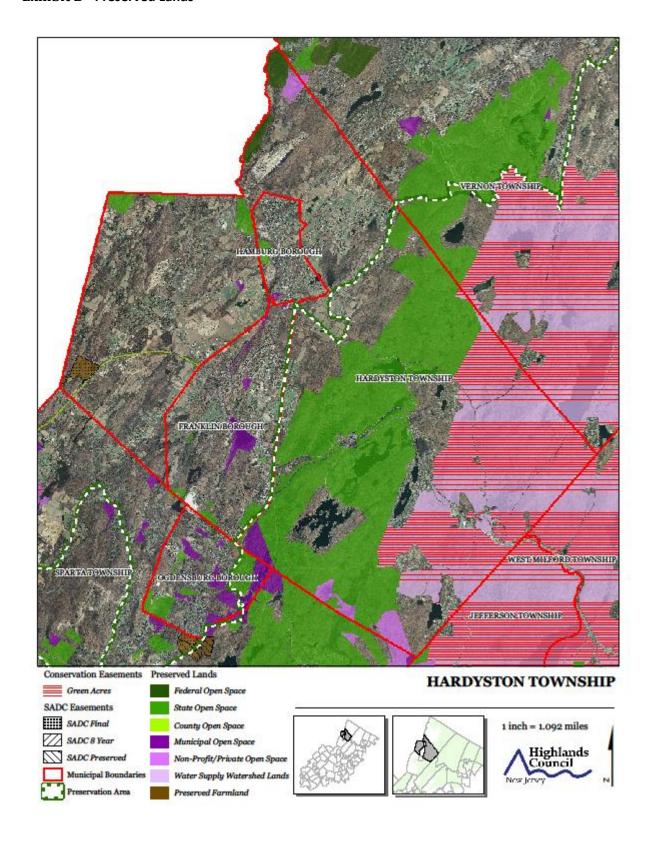


Exhibit C - Highlands Conservation Priority Areas

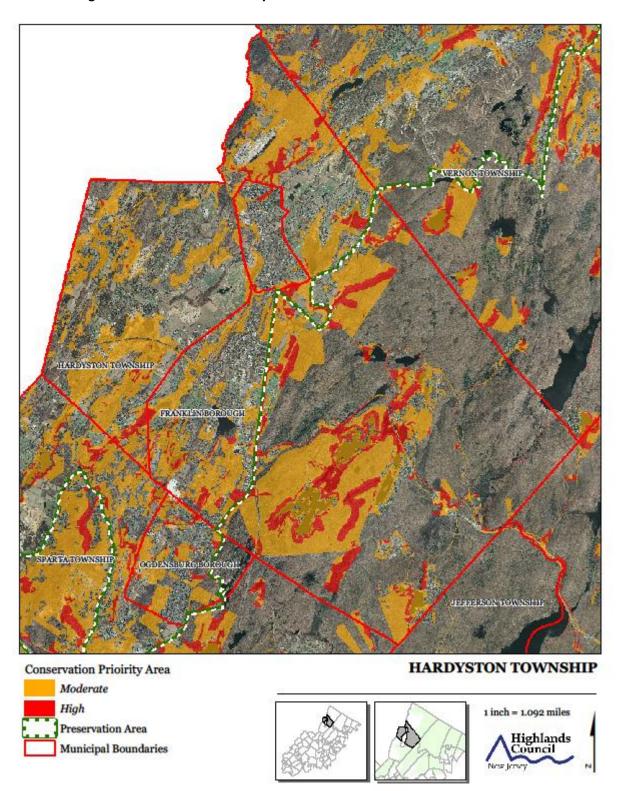


Exhibit D - Highlands Special Environmental Zone

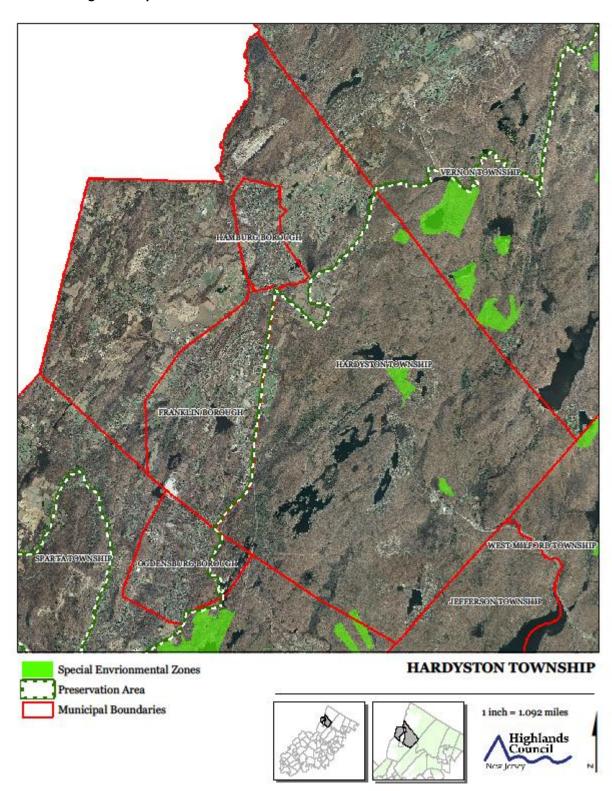


Exhibit E - Preserved Farms, SADC Easements, All Agricultural Uses

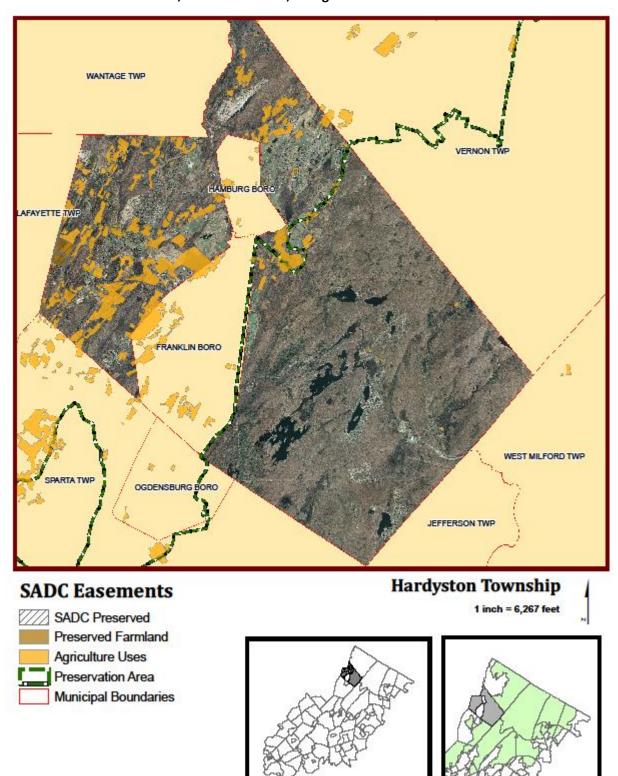


Exhibit F - SDRP Planning Areas & Designated Centers

