REPORT ON

PROPOSED EXCHANGE OF LANDS

BETWEEN

THE DEPARTMENT OF ENVIRONMENTAL PROTECTION

AND

THE TOWNSHIP OF SOUTH BRUNSWICK [N.J.S.A. 13: 1D-52]

PREPARED BY

DEPARTMENT OF ENVIRONMENTAL PROTECTION
GREEN ACRES PROGRAM

October 2013

STATUTORY REFERENCE

Under *L.* 1993, *c.* 38, codified at *N.J.S.A.* 13:1D-51 through *N.J.S.A.* 13:1D-58, no lands acquired or developed by the State with Green Acres funds, or developed by the State in any other manner and administered by the Department of Environmental Protection ("DEP"), may be conveyed unless the DEP first prepares a report on the proposed conveyance in accordance with *N.J.S.A.* 13:1D-52a(1), transmits the report to the individuals listed at *N.J.S.A.* 13:1D-52a(2), makes the report available to the public in accordance with the *N.J.S.A.* 13:1D-52a(3) and conducts one or more public hearings as required by *N.J.S.A.* 13:1D-52a(4). Public notice requirements for the hearings are specified at *N.J.S.A.* 13:1D-53 and -54. A summary and/or transcript of the public hearing(s) is provided to the DEP Commissioner, the State House Commission and the public under *N.J.S.A.* 13:1D-55. The methodology for valuing lands to be conveyed and the terms of such conveyances are governed by *N.J.S.A.* 13:1D-56.

Once these procedural requirements have been met, the conveyance proposed in this report requires the approval of the DEP Commissioner and the State House Commission. *N.J.S.A.* 13:1D-55, *N.J.S.A.* 13:8A-48; *N.J.S.A.* 13:8C-1 et seq.

RATIONALE FOR CONVEYANCE

The State of New Jersey, Department of Environmental Protection ("NJDEP") proposes to convey to the Township of South Brunswick ("Township"), Middlesex County ("County") approximately five (5) acres in fee, 0.50 acre in permanent easements and five (5) acres in temporary easements within Block 18, Lot 10.01 and Block 18, Lot 20.01 in the Township. The proposed conveyances are needed by the Township in conjunction with the construction of a two (2) mile, two (2) lane segment of County Route 522 extending between US Route 130 and Cranbury – South River Road (County Route 535). Although the segment of Ridge Road that runs between US Route 130 and County Route 535 is currently designated as a part of County Route 522, the Township proposes to construct a new roadway north of (and parallel to) Ridge Road as the final segment of Route 522 in order to divert commercial truck traffic away from residential areas along Ridge Road. The proposed road project also involves the construction of a connector road from Route 522 to Fresh Ponds Road in order to limit access by trucks from Route 130 to Fresh Ponds Road. The overall road project is to be undertaken by the Township; at the conclusion of construction, Middlesex County ("County") will assume ownership and operation of the new segment of Route 522 and the Township will retain ownership and operation of the Fresh Ponds connector road. In exchange for the proposed conveyances, the Township and the County will convey to the NJDEP, in fee, two properties totaling approximately 59 acres for addition to Pigeon Swamp State Park (a 5-acre portion of Block 18, Lot 19.01 and all of Block 18, Lot 23)...

Pigeon Swamp State Park

The properties proposed to be conveyed are owned by the State and are currently administered by the NJDEP's Division of Parks and Forestry as part of Pigeon Swamp State Park. Pigeon Swamp State Park is a 1000+ acre undeveloped State park located in the Township of South Brunswick, Middlesex County. The general location of the park is depicted in Figure 1. Although the park is named after the Pidgeon family, which originally owned the land, it also served as a nesting area for the now-extinct passenger pigeon. The park is part of what was originally a 2600 acre wetlands complex. The NJDEP commenced land acquisition efforts for the park in 1974, and continues to add land to the park as properties become available.

In December 1976, the park was declared a National Natural Landmark by the National Park Service. The National Natural Landmark program is intended to "recognize and encourage the conservation of outstanding examples of the natural history of the United States." At the time of designation, Pigeon Swamp was cited for its mix of upland and lowland hardwood forests, and its historic significance for the passenger pigeon.

One of the notable features of the park is the "Great Ditch," a man-made drainage ditch constructed in the 1700's in an attempt to drain portions of the surrounding swamp to create additional farmland. The Great Ditch never fully served its intended purpose and is no longer actively maintained by the State.

The properties proposed for conveyance were acquired by the NJDEP as follows:

Block/Lot	Acquisition Year	Acquisition Type	Funding Source
			1974 Green Acres
Block 18, Lot 10.01	1981	Condemnation	Bond Fund
			1974 Green Acres
Block 18, Lot 20.01	1982	Condemnation	Bond Fund

Proposed Conveyance

In order to achieve its objectives of improving roadway safety, incorporating water quality protection facilities, and mitigating wetlands impacts of the project, the Township of South Brunswick has requested the conveyance of a total of approximately five (5) acres in fee (for road right-of-way and storm water drainage purposes), approximately 0.50 acre in permanent easements (for utility and storm water drainage purposes) and approximately five (5) acres in temporary easements (for slope, grading and construction purposes), as follows:

Block/Lot	Proposed Acreage ¹	Conveyance Type
Block 18, Lot 10.01	4.2 acres	Temporary Easement
Block 18, Lot 10.01	0.25 acre	Permanent Easement
Block 18, Lot 20.01	4.6 acres	Fee
Block 18, Lot 20.01	0.54 acre	Temporary Easement
Block 18, Lot 20.01	0.10 acre	Permanent Easement

A general depiction of the areas proposed for conveyance is shown in Figure 2. All properties proposed to be conveyed to the Township are wooded undeveloped lands located at the southern edge of Pigeon Swamp State Park and are not currently in active recreational use.

Proposed Compensation

As compensation for the proposed conveyance, the Township of South Brunswick proposes to convey to the State, in fee, an approximately five (5) acre \pm parcel of land contiguous to the State Park with frontage on the new roadway (Block 18, portion of Lot 19.01). This land is currently privately owned, but will be acquired by the Township for purposes of this transaction. Prior to conveying this property to the State, the Township will reserve the 86-foot wide right-of-way for Route 522 and any associated easements (including, but not limited to, a 15-foot wide utility easement running parallel to the road right of way on the portion of this lot to be incorporated into the State Park.)

In addition, a fifty-four (54) acre parcel of land adjacent to Pigeon Swamp State Park (Block 18, Lot 23) has been purchased by the County and will be transferred to the State as part of this transaction.

A general depiction of the proposed replacement lands is shown in Figure 2. Block 18, Lot 19.01 is primarly wooded uplands; Block 18, Lot 23 contains a large pond, extensive freshwater wetlands and wooded uplands.

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¹ The acreage proposed for conveyance is approximate and is subject to adjustment of up to 10 percent on the basis of a survey to be reviewed and approved by the NJDEP's Green Acres Program as part of the execution of conveyance documents for this transaction.

ADVANTAGES AND DISADVANTAGES

Advantages/Disadvantages of the Proposed Road Project

The proposed conveyance has been requested by the Township to accommodate the planned construction of the Route 522 extension and associated Fresh Ponds Road connector road. The Township believes the proposed roadway construction will improve the overall traffic circulation patterns in the area, with corresponding public benefits. In addition, the proposed roadway will provide the opportunity for improved access to Pigeon Swamp State Park.

According to the Township's Master Plan, County Route 522 is a vital link in the traffic circulation system of the Township. As presently constructed, this four (4) lane roadway provides for an east-west interconnection between U.S. Route 27, U.S. Route 1, County Route 697 and U.S. Route 130. The roadway currently supports daily commuter traffic along with truck traffic from Township businesses. Prior to the construction of this roadway, commuter/business traffic was forced to travel on existing developed undersized residential streets. The proposed two (2) mile, two (2) lane alternative segment of County Route 522, to extend between US Route 130 and Cranbury-South River Road (County Route 535), will allow for the completion of this east-west roadway across the Township in accordance with the Municipal Master Plan recommendations first adopted in 1978. The completion of this roadway extension will redirect car and truck traffic away from a residentially developed portion of Ridge Road. This segment of Ridge Road is in close proximity to an existing school and was not designed to carry either the current traffic volumes being experienced or the future traffic volume that is expected to result from already-approved commercial (warehouse) development in this area.

The proposed road project also involves the construction of a connector road from Route 522 to Fresh Ponds Road, within a 66-foot wide right-of-way. The connector road will provide access to local residents from Fresh Ponds Road to the new segment of Route 522. The Township will terminate Fresh Ponds Road at the connector road to eliminate any direct access by trucks from Route 130 to Fresh Ponds Road. The remaining section of Fresh Ponds Road will be renamed Old Fresh Ponds Road and will end in a cul-de-sac. (See Figure 2.)

During project development, four alternative alignments were considered by the Township of South Brunswick. The proposed alignment minimizes right-of-way takings, minimizes the amount of State-owned property that will be impacted, and minimizes impacts to environmentally sensitive lands (including freshwater wetlands.) Given the impacts that any increase in existing car/truck traffic would have on existing Township streets, the Township does not consider a "no build" option to be a viable alternative.

Advantages/Disadvantages for the State Park

Like the rest of the State Park, the State properties involved in the proposed land exchange are undeveloped. The proposed right-of-way for the Route 522 extension runs along the southern boundary of the State Park in an area that borders private property. This area is currently completely inaccessible to the public (except by foot from the interior of the State Park.) Therefore, the proposed land exchange is not expected to have a negative impact on the use of the State Park by the public.

Although there is currently no master plan for the State Park, there is some historical evidence that former State Parks officials envisioned that Route 522 (in the location now proposed for the extension) would one day serve as the boundary of the State Park. The construction of the road as currently proposed provides the opportunity for increased access to the State Park, in a location not likely to affect the natural resources the park was established to protect. The potential environmental impacts of the proposed conveyance on the State Park are discussed in more detail below.

The proposed addition to the State Park of the 54-acre property (Block 18, Lot 23) to be conveyed by the County to the State would eliminate a major inholding within the State Park. This property has been targeted by the State for acquisition for many years, but neither the NJDEP nor the New Jersey Department of Transportation (which considered the site for wetlands mitigation purposes) was successful in past efforts to acquire the property.

ASSESSMENT OF ENVIRONMENTAL AND RECREATIONAL IMPACTS

Under *N.J.S.A.*13:1D-52a1, the NJDEP is required to assess (1) the environmental and recreational impact of that proposed conveyance, including, but not limited to, the impact on endangered species and nongame species as defined and regulated pursuant to P.L.1973, c. 309 (C.23:2A-1 et seq.), and endangered plant species as defined and regulated pursuant to P.L.1989, c. 56 (C.13:1B-15.151 et seq.) and (2) the environmental value of the lands proposed to be conveyed under both their current and proposed uses.

Land Use Permitting for Route 522 Project

The new roadway will require two stream crossings, one of which was approved under a Stream Encroachment Permit issued by the NJDEP's Land Use Regulation Program in February 2008 (Permit #1221-06-0009.1 FHA 070002, covering Phase I of the project). A second Land Use permit, issued by the NJDEP in July 2012, authorizes disturbance to (and requires mitigation for) 2.32 acres of freshwater wetlands, 1.86 acres of transition area, 0.807 acre of riparian zone and 1.165 acres of SWRPA vegetation² (Permit #1221-06-0009.1 FHA 100001, FHA 100002, FWW

A 300 foot buffer or Special Water Resource Protection Area (SWRPA) is required for all "Major Development" (1/4 acre increase in impervious surface or 1 acre of disturbance), that is adjacent to a waterway that is designated as C1 or to an upstream tributary within the same HUC 14 AND that is mapped on either the County Soil Survey or the USGS Quad map. All disturbance in the SWRPA must be approved by the Department in a DLUR permit or by the Division of Watershed Management, when

100001, covering Phase II of the project). These disturbances are associated with both phases of the project. The stream crossing addressed in the second permit is over an unnamed tributary to the Great Ditch. (The Great Ditch is a Category 1 waterway because it is located inside Pigeon Swamp State Park.) The project also involves the construction of two stormwater basins and other stormwater management structures.

As part of the review of these permit applications, the NJDEP's Division of Land Use Regulation extensively reviewed the anticipated impacts of the project on freshwater wetlands, the Great Ditch, and wildlife. Among other findings, the permit review process determined that the project area for the road project is not documented suitable habitat for any water dependent species, Natural Heritage Program species or threatened and endangered species.

The property proposed to be conveyed to the Township by the NJDEP is primarily wetlands. The property proposed to be conveyed to the State is upland with no environmental constraints. Significant restoration of all disturbed areas is incorporated as part of this project. Areas temporarily disturbed during construction of the roadway will also be restored.

NHRG Review of Property to be Conveyed

In addition to reviewing the impacts of the proposed road project on the area adjacent to Pigeon Swamp State Park through the Land Use permitting process, the NJDEP's Natural and Historic Resources Group conducted an internal review of the natural resources attributes of the properties proposed to be conveyed to the Township. As part of this review, the proposed conveyance was reviewed by the State Forest Service (SFS), State Forest Fire Service (SFFS), Office of Natural Lands Management (ONLM), State Historic Preservation Office (SHPO), No Net Loss Program (NNL) and the Endangered and Nongame Species Program (ENSP). The findings of the reviewing programs are as follows:

ENSP—No negative concerns related to any listed species. Although Pigeon Swamp State Park does contain documented habitat for an endangered butterfly species, it is not located in the southern part of the park.

NNL—This project will trigger the requirements of the No Net Loss Reforestation Act. (See more detailed discussion, below.)

ONLM--No rare species are documented in the Natural Heritage Database for the properties involved in the proposed land exchange. However, the wetlands present in the lands proposed to be conveyed to the Township could be more ecologically diverse than the upland area proposed to be conveyed by the NJDEP to the Township. (See more detailed discussion of this issue, below.)

SFS—No concerns (other than compliance with No Net Loss requirements).

no DLUR permit is required. Development in the SWRPA is permitted in limited circumstances, for example, for a project that involves: a linear development, a unique hardship, or disturbance of the outer 150 feet of the SWRPA that is already disturbed only if the overall functional value of the SWRPA is maintained or improved.

SFFS-- Materials clear cut along the new road right of way need to be removed from the site so as not to create an unnessary accumulation of potential fuels on the ground and a subsequent fire hazard. Otherwise, no objections/concerns.

SHPO-- No known historic properties present. The properties to be transferred to the Township are predominantly of low archaeological potential due to poor soils suitable for human habitation. The remaining project actions will not affect any historic or archaeological resources.

No Net Loss

As noted above, the proposed removal of trees from State property within the new road right-of-way and the temporary easement area will trigger the requirements of the No Net Loss Reforestation Act, *N.J.S.A.* 13:1L-14.1 *et seq.* ("NNL Act"). Under the NNL Act, New Jersey state entities are required to replant trees when trees are removed during development projects involving one-half acre or more. If the proposed land exchange is approved, the Township will be responsible for preparing all necessary documentation for, and any costs of, compliance with the requirements of the NNL Act. The NJDEP's preliminary estimate is that the road project will affect 4.87 acres of trees. The Township will be required to prepare a reforestation plan for the review and approval of the NJDEP, assist in conducting the required public forum and responding to any public comments on the plan, and ensure that the approved reforestation plan is implemented in a timely fashion.

Relative Ecological Values of Lands to be Exchanged

The properties to be conveyed by the NJDEP to the Township in the vicinity of the new Route 522 right-of-way (Block 18, part of Lot 20.01) is approximately 2/3 wetlands, while the property to be conveyed by the Township to the NJDEP near the new road right-of-way (Block 18, part of Lot 19.01) is almost entirely uplands. These differences have raised a concern that the proposed conveyance will result in a net loss of ecological value within the State Park system. However, the NJDEP does not agree with this concern since (1) any wetlands transferred to the Township will continue to be regulated under the Freshwater Wetlands Protection Act by the NJDEP's Division of Land Use Regulation and (2) the additional 54-acre parcel (Block 18, Lot 23) to be transferred by the County to the NJDEP as part of this transaction is primarily wetlands (thereby resulting in a net increase of the acreage of freshwater wetlands within the State Park.)

Recreational Impacts of Proposed Conveyance

As discussed above, the areas proposed for conveyance are not currently accessible to the public. The completion of the Route 522 extension at the southern edge of Pigeon Swamp Park may provide opportunities for increased public access to the park in the future.

ECONOMIC ASSESSMENT

As outlined above, the Township of South Brunswick has requested the conveyance by the State of portions of Block 18, Lot 20.01, 20.02 and 21, totaling approximately 5 acres. Based upon an evaluation performed by the Township Tax Assessor, the estimated value of this property, of which about 2/3 is wetlands, would be approximately \$305,750.00 (\$61,150.00 per acre).

As compensation for this conveyance, the Township will transfer to the State approximately 5 acres of Block 18, Lot 19.01. Based upon an evaluation performed by the Township Tax Assessor, the estimated value of this property, which is not constricted by wetlands, would be approximately \$933,750.00 (\$186,750.00 per acres).

The fifty-four (54) acre parcel of land adjacent to Pigeon Swamp State Park (Block 18, Lot 23) was purchased by the County of Middlesex in 2008 at a cost of \$440,000.00.

Based upon the above, the Department of Environmental Protection believes that the property values involved in this transfer along with the open space preservation of a parcel adjacent to Pigeon Swamp State Park make this an equitable economic transaction for the State.

The final acreage involved in the exchange is subject to change due to site conditions and/or survey adjustments, but such changes will not exceed ten percent of the proposed acreage. Also, the Township has indicated that it plans to change the block/lot designations of the properties involved in this transaction.

PUBLIC HEARINGS

In accordance with N.J.S.A. 13:1D-52a(4), two public hearings have been scheduled on the proposed conveyance:

The **first public hearing** will be held on:

Wednesday, December 18, 2013 at 6:30 PM at the Township of South Brunswick
South Brunswick Utilities Building, Conference Rooms A & B 540 Ridge Road
Monmouth Junction, New Jersey 08852
(732) 329-4000

The **second public hearing** will be held on:

Monday, January 6, 2014 at 4:30 PM at the Department of Environmental Protection 4th Floor Large Conference Room 501 East State Street Trenton, New Jersey 08625

Additional information about the public hearings and the opportunity to submit public comments on the proposed land exchange is contained in the attached public hearing notice (Figure 3.)

CONTACT INFORMATION

For further information, please contact:

Department of Environmental Protection

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Bureau of Legal Services and Stewardship
New Jersey Department of Environmental Protection
Green Acres Program
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New Jersey Department of Environmental Protection
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Township of South Brunswick

Bernard Hvozdovic, Township Manager Township of South Brunswick Municipal Complex/ 540 Ridge Road Monmouth Junction, New Jersey 08852 (732) 329-4000 Ext 7300 bhvoz@sbtnj.net

Mr. David J. Samuel, P.E., Township Engineer CME Associates 3141 Bordentown Avenue Parlin, New Jersey 08859 (732) 727-8000

ATTACHMENTS

Figure 1	General Location Map—Pigeon Swamp State Park

Figure 2 Map of Proposed Land Exchange

Figure 3 Public Hearing Notice

DISTRIBUTION LIST

Honorable Paul A. Sarlo, Chair, Senate Budget and Appropriations Committee Honorable Bob Smith, Chair, Senate Environment and Energy Committee Honorable Jim Whelan, Chair, Senate State Government, Wagering, Tourism and Historic Preservation Committee

Honorable John J. Burzichelli, Chair, Assembly Appropriations Committee Honorable L. Grace Spencer, Chair, Assembly Environment and Solid Waste Committee Honorable Linda Stender, Chair, Assembly State Government Committee

Robert J. Shaughnessy, Esq., Secretary, State House Commission

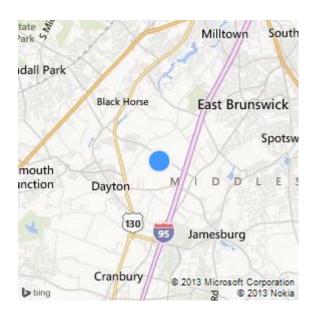
Richard Boornazian, Assistant Commissioner, NJDEP Mark Texel, Director, State Parks Service, NJDEP Lynn Fleming, Director, State Forestry Service, NJDEP Martha Sapp, Acting Administrator, Green Acres Program, NJDEP

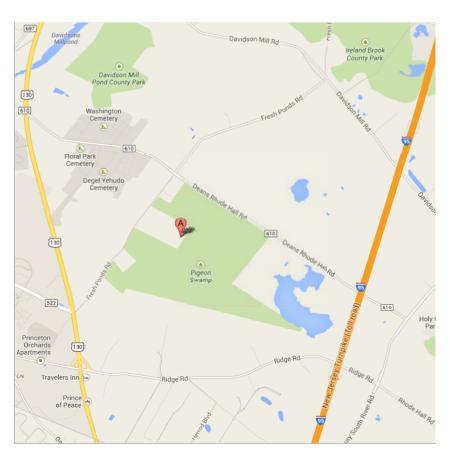
Elaine Flynn, Clerk, County of Middlesex Honorable Frank Gambatese, Mayor, Township of South Brunswick Barbara Nyitrai, Clerk, Township of South Brunswick

Figure 1
General Location Map

Pigeon Swamp State Park

South Brunswick Township, Middlesex County







PUBLIC HEARING NOTICE

Department of Environmental Protection

Green Acres Program

Notice of Public Hearings on Proposed Exchange of Property with Township of South Brunswick for Route 522 Extension Project (South Brunswick Township, Middlesex County)

<u>Take Notice</u> that in accordance with *N.J.S.A.* 13:1D-51 through -58, the State of New Jersey, Department of Environmental Protection ("NJDEP"), Green Acres Program, will hold two **public hearings** to seek comments on a proposed exchange of property with the Township of South Brunswick, Middlesex County.

The NJDEP property proposed for exchange is an approximately 5-acre portion of a 30-acre property acquired by the Green Acres Program for the Division of Parks and Forestry in 1982 as an addition to Pigeon Swamp State Park. The property is designated for tax purposes as Block 18, Lot 20.01 in the Township of South Brunswick, Middlesex County. The street address for the property is Fresh Ponds Road (but the property does not have direct access to Fresh Ponds Road).

The Township has also requested that the NJDEP convey temporary and permanent easements in Block 18, Lot 10.01 and Block 18, Lot 20.01, as follows:

Block/Lot	Proposed Acreage	Conveyance Type
Block 18, Lot 10.01	4.2 acres	Temporary Easement
Block 18, Lot 10.01	0.25 acre	Permanent Easement
Block 18, Lot 20.01	4.6 acres	Fee
Block 18, Lot 20.01	0.54 acre	Temporary Easement
Block 18, Lot 20.01	0.10 acre	Permanent Easement

The proposed conveyances are needed by the Township in conjunction with the construction of a two (2) mile, two (2) lane segment of County Route 522 extending between US Route 130 and Cranbury – South River Road (County Route 535). Although the segment of Ridge Road that runs between US Route 130 and County Route 535 is currently designated as a part of County Route 522, the Township proposes to construct a new roadway north of (and parallel to) Ridge Road as the final segment of Route 522 in order to divert commercial truck traffic away from residential areas along Ridge Road. The proposed road project also involves the construction of a connector road from Route 522 to Fresh Ponds Road in order to limit access by trucks from Route 130 to Fresh Ponds Road. All properties proposed to be conveyed to the Township are

wooded undeveloped lands located at the southern edge of Pigeon Swamp State Park and are not currently in active recreational use.

In exchange for the proposed conveyances, the Township and the County will convey to the NJDEP, in fee, two properties totaling approximately 59 acres for addition to Pigeon Swamp State Park (a 5-acre portion of Block 18, Lot 19.01 and all of Block 18, Lot 23). Block 18, Lot 19.01 is primarly wooded uplands; Block 18, Lot 23 contains a large pond, extensive freshwater wetlands and wooded uplands. The acreage proposed for conveyance is approximate and is subject to adjustment of up to 10 percent on the basis of a survey to be reviewed and approved by the NJDEP's Green Acres Program as part of the execution of conveyance documents for this transaction.

A copy of a report analyzing the exchange, including maps and a more detailed description of the exchange, is available online at www.ni.gov/dep/greenacres/notices.htm.

State House Commission approval is required for this proposal. If approved, the Department anticipates that the exchange will occur in late 2014.

In accordance with N.J.S.A. 13:1D-52a(4), two public hearings have been scheduled on the proposed conveyance.

The first public hearing will be held on:

Wednesday, December 18, 2013 at 6:30 PM at the Township of South Brunswick South Brunswick Utilities Building, Conference Rooms A & B 540 Ridge Road Monmouth Junction, New Jersey 08852 (732) 329-4000

The hearing record for the first public hearing will close on January 6, 2014. Interested persons may obtain information from David Smith in the Green Acres Program or Superintendent Mark Pitchell in the Division of Parks and Forestry at the addresses below and may submit written comments to Mr. Smith until the close of business on January 6, 2014.

The second public hearing will be held on:

Monday, January 6, 2014 at 4:30 PM at the Department of Environmental Protection 4th Floor Large Conference Room 501 East State Street Trenton, New Jersey 08625

The hearing record for the second public hearing will close on January 20, 2014. Interested persons may obtain information from David Smith in the Green Acres Program or Superintendent Mark Pitchell in the Division of Parks and Forestry at the address below and may submit written comments to Mr. Smith until the close of business on January 20, 2014.

Persons wishing to make oral presentations at either of the public hearings are asked to bring a written copy of their comments to the hearing for use by the NJDEP. For further information on the proposal, please contact:

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DATE: 10/20/2013

Bob Martin, Commissioner

Department of Environmental Protection