

Highlands Borough

Master Plan

Monmouth County, New Jersey

October 2004



MASTER PLAN

**BOROUGH OF HIGHLANDS
MONMOUTH COUNTY, NEW JERSEY**

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GOALS AND OBJECTIVES PLAN ELEMENT

INTRODUCTION

The Borough of Highlands Master Plan is intended to guide the growth and development of the Borough over the course of the next 6 years. The Municipal Land Use Law requires that all Master Plans contain a statement of principles, assumptions, policies and standards upon which the constituent proposals for the physical, economic and social development of the municipality are based. The Goals and Objectives Element of the Master Plan satisfies this requirement and provides the foundation for the other components of the Plan.

THE PROCESS

The process to update Highlands' Master Plan officially began in February 2002. Subsequently, the Borough created a Master Plan subcommittee comprised of residents and individuals representing the following groups: Township Council, Planning Board and the Economic Development Committee. The Master Plan subcommittee was in charge of directing the Smart Growth Plan process.

The Subcommittee and the Planning Board was charged with creating a future vision for the Borough and building consensus to implement the Plan. This Master Plan provides a long-term guide for the Borough's future and stresses positive and pro-active cooperation among residents, business owners, and the Borough to achieve the objectives of the Plan. The Plan serves as a policy statement and provides a framework for the Borough's implementation ordinances.

The Master Plan is the result of a consensus-based process that included interviews with major stakeholders in the community. This process included the creation of a community survey and interviews with several Borough Council members, municipal boards, and groups and officials.

The intention was to prepare a plan based upon participation from community stakeholders. As a result, this Plan is more likely to inspire a sense of ownership and is more likely to be implemented. As implementation efforts move forward, it was critical that this project employ as many outreach strategies as possible to ensure a maximum level of understanding and participation by the residents and business owners.

The following strategies were employed to pursue a broad-based representation throughout the planning process:

Public meetings

A public visioning meeting was held on July 10, 2003. The public meetings were the most active forums for individuals to become a part of the planning process. Every effort was made to notify interested parties of the upcoming meeting. Resident participation was encouraged during all meetings. Approximately 35 participants attended the visioning session. A sample flier for the public meeting is attached in Appendix A.

Questionnaire

A Master Plan questionnaire was created and distributed during the planning process. In the early part of the planning process, the questionnaire was delivered to all stakeholders and passed out at the public meeting. A copy of the questionnaire is located in Appendix B.

Posters

Posters announcing the meeting time were displayed at commercial establishments throughout the Borough, at the municipal building, and at several other locations.

Public Notices

All meetings were advertised in the Asbury Park Press and the Courier newspapers.

The Plan is the result of almost a year of public input. After the Public Visioning session, a second public meeting was held to obtain feed back regarding draft recommendations and conclusions. The pertinent sections of the Draft Plan were revised based upon these comments and a Final Plan was prepared.

THE BOROUGH VISION FOR 2020

As a result of current efforts, Highlands in 2020 will be a thriving village with a more diversified economy, significant employment, modern infrastructure and an expanding tax base. The Bay Avenue Business District (CBD) will be revitalized as the Borough's retail, service and entertainment hub with a low vacancy rate, an enhanced streetscape and lively street activity. The waterfront will

continue to attract a variety of restaurants, a new municipal marina and a partnership with a New York City ferry operator to create new mixed use development.

The Borough's economic revitalization will result in a significant employment increase by 2020 fueled by the redevelopment of the waterfront and the Bay Avenue Corridor. The Borough continues to work with infrastructure providers to increase the Borough's attractiveness to service businesses that rely upon modern communications and data transmission infrastructure. As a result of the Borough's growth, the tax base will be expanded and the tax burden on residential property owners will be reduced. The result will be an improved local quality of life by enhancing residential stability for existing and new residents.

Elements of this Vision are a Borough that is/has:

1. Unique
2. Provides an alternative to suburban shopping
3. A neighborhood serving shopping district combined with a tourism commercial destination center
4. Clean and safe
5. Friendly/personable
6. A place where people linger because they like to spend time
7. Ample parking in a pedestrian friendly environment.
8. A place where the business community proactively works together for mutual benefit and is involved.

GOALS AND OBJECTIVES

General

1. Physically - to meet the needs of the Borough with the creation of mixed use development of exceptional design quality, a waterfront destination for activity and relaxation.
2. Socially - a redeveloped community offering homes, employment, services, civic spaces and leisure in a quality environment which will form part of the established communities of the Bayshore Region.
3. Naturally - to protect the existing resource base through sensitive design, energy efficiency, sustainable waste management and to minimize the impact on the local environment.

4. To create a balanced Borough - residential, business/employment, retail, community and leisure.
5. Strive to increase the percentage of owner-occupied housing in the Borough.

Residential

1. Preserve and protect the existing residential character of the Borough. Require that infill development be compatible with the neighborhood and conform to the setbacks of existing buildings on the block.
2. Limit new development and infill development that increases the intensity of neighborhood land and property use.
3. Ensure that public and quasi-public land use remains compatible with the needs and character of adjacent neighborhoods.
4. Prevent non-residential uses from locating on residential streets or in residential areas.
5. Limit developments that would generate a high volume of traffic on local and collector streets.
6. Encourage the maintenance and preservation of residential properties.
7. Identify sources of funds for rehabilitation of residential dwellings and provide assistance to property owners in procuring funds.
8. Promote preservation and restoration of housing that has historical significance when feasible.

Commercial

1. Strengthen commercial districts, especially the Bay Avenue Central Business District, by encouraging a mix of uses that provides employment, retail opportunities, services and entertainment.
2. Continue the improvement of commercial properties in the Borough.
3. Strive to enhance and retain existing businesses and promote new business development along Bay Avenue from Valley Street to the Bay Avenue/Shrewsbury Avenue intersection, and recommended redevelopment areas.
4. Provide for adequate parking to serve established residential and commercial areas. Incorporate adequate parking into new developments.
5. Require buffering around commercial properties to soften the visual and functional impact of their design and use.
6. Create a program to implement strict enforcement of sign regulations.

7. Update ordinances to streamline the development review process for improvements such as use changes, redevelopment, expansions, and developments.
8. Encourage redevelopment of commercial properties that need rehabilitation or improvement.
9. Encourage upgrading of commercial properties and their surroundings.
10. Encourage the development of small-scale commercial and office uses and encourages the design of buildings with a residential scale.
11. Create attractive gateways at the principal entrances to the Borough through upgraded land uses, streetscape improvements and signage.
12. Prohibit the construction of parking structures within 400 feet of the waterfront.

Circulation

1. Promote the creation of a fully intermodal transportation system that enhances local circulation, increases regional access and provides links to regional destinations. Coordinate land uses with transportation investments to promote intermodal connections and encourage alternatives to driving such as mass transit, ferry and bicycle/pedestrian facilities.
2. Increase bicycle/pedestrian safety and circulation by improving traffic signals at key intersections, utilizing traffic calming measures and providing bike lanes that connect activity centers throughout the Borough.
3. Evaluate and implement methods of providing adequate parking to serve existing development and proposed redevelopment. Consider facilitating lease parking options between private sector business operators to take advantage of low peak parking demand.
4. Ensure a well maintained and safe circulation system.
5. Coordinate maintenance and improvement actions with neighboring communities and Monmouth County.
6. Monitor areas with high traffic accident rates and develop improvement programs.
7. Discourage developments that do not meet minimum frontage requirements on public or private roads.
8. Encourage circulation patterns that are compatible with land use goals and public safety.
9. Monitor private roads to ensure that the maintenance and safety needs continue to be satisfied.
10. Improve the appearance of intermediate and major thoroughfares, such as Route 36 and Bay Avenue.
11. Encourage landscaping along intermediate and major thoroughfares to buffer residential and non-residential land uses from the noise and pollution of vehicular traffic.

12. Cooperate with NJ DOT and adjacent communities to improve the appearance of entranceways into the Borough from Route 36.
13. To improve public access to the waterfront.
14. To encourage pedestrian and bicycle access through redevelopment projects, parkland and civic spaces to the waterfront.
15. Provide clear signage to parking facilities.

Economic Development/Redevelopment

1. Encourage the development of a diversified economic base that generates employment growth, provides increased tax ratables, increases income levels and promotes the reuse of underutilized properties.
2. Focus economic activity in the Borough's economic centers including Bay Avenue and commercial waterfront areas. Recognize the unique character of each area and promote development that will strengthen and reinforce market niches.
3. Capitalize on the Borough's competitive advantages for economic development purposes including its location in the New Jersey/New York City region, extensive transportation and utility infrastructure, land available for redevelopment, stable labor force and quality of life.
4. Promote the revitalization and aesthetic appearance of the Bay Avenue CBD through the public-private partnership between the Borough and the Business Improvement District (BID) with a focus on niche retail, specialty services, restaurants and entertainment uses. Consider the development of small scale anchor uses to make the CBD a destination and attract shoppers as well as visitors.
5. Encourage selected retail, marina and office mixed use development along the Sandy Hook Bay waterfront that take advantage of extensive waterfront frontage and regional access. Target the corridor for uses that complement Bay Avenue rather than compete with it.
6. Encourage redevelopment in areas that need rehabilitation or improvement.
7. Work with the Business Improvement District (BID) and the economic development committee to extend the existing peak summer season.
8. Capitalize on the economic resources represented by Sandy Hook, Route 36, the Twin Lights, the New York Ferry and the physical attractiveness of the area.
9. Investigate the creation of mixed-use marine development at targeted locations.

Housing

1. Protect and preserve established residential character through zoning and rehabilitation, where necessary.
2. Provide a balance of housing options to meet the needs of all residents including low and moderate-income housing, middle-income housing and market rate or luxury housing.
3. Consider re-establishing the Borough's residential rehabilitation program to improve substandard housing units and preserve neighborhood stability.
4. Continue to monitor and address the need for a broad range of senior citizen housing including independent living, assisted living and congregate care housing.
5. Acknowledge the Highlands Housing Authority as a provider of housing in the Borough.
6. Enforce the property maintenance code to improve the aesthetics and image of the Borough.

Landscaping/Hard Landscaping

1. To provide a marine landscape setting; to maximize public access to both informal and formal spaces; to capitalize on the Veterans Park formal play area and to develop areas of public art.
2. To encourage use of high quality landscaping design - to enhance dramatic views to the bay, to develop civic space and public art, to develop and to screen and integrate development.
3. To encourage the use of low maintenance, hard-wearing materials in parks and public places.
4. To minimize visual intrusion through the development of car parking under buildings or landscape courts.

Community Facilities and Utility Infrastructure

1. Provide adequate sewer and water services to meet the demands of proposed economic development and a growing population in a manner that will limit sprawl and promote concentrated development.
2. Improve storm water management along the bay front, roads and intersections through effective infrastructure, maintenance, and replacement.
3. To achieve the storm water quality standards established by the NJ Department of Environmental Protection.
4. Preserve and upgrade the existing utility infrastructure including water, stormwater management and wastewater treatment. Continue rehabilitation programs while pursuing

selected replacement and expansion projects in order to accommodate growth and redevelopment.

5. Continue to investigate the consolidation and privatization of municipal services.
6. Encourage regularly scheduled infrastructure maintenance consistent with long range plans to avoid system failures.
7. Study and periodically review future service needs and implementation methods.
8. Continue trash reduction, reuse and recycling efforts in cooperation with appropriate County, Regional, and State agencies.
9. Maximize the use of existing and planned facilities consistent with the efficient use of public funds.
10. Maintain facilities that are in current use and renovate or reuse obsolete facilities for other uses.
11. Cooperate with surrounding communities, County, and State organizations to make the best use of available public facilities.

Open Space and Recreation

1. Provide adequate park, open space, and recreational facilities for all Borough residents.
2. Cooperate with public and quasi-public institutions to utilize and maintain their undeveloped land for open space or recreation.
3. Consider enhancing regulations to assure that quality open space is provided and maintained as redevelopment occurs.
4. Provide through block pedestrian paths to parking and recreation facilities.

Community Identity

1. Develop and effectively communicate a strong and appealing identity for the Borough.
2. Create attractive, memorable "gateways" into the Borough.
3. Develop and implement streetscape projects for major public thoroughfares.
4. Preserve and protect historic and major natural features in the Borough.
5. Enhance and maintain the appearance of community facilities and Borough owned properties.
6. Recognize excellent building and landscape design aesthetics with awards.
7. Encourage higher quality architectural and landscape design through the use of design standards.

8. Encourage neighborhoods to improve their aesthetic appeal and identity.
9. Publish information regarding Borough regulations, issues, and agendas on the Borough Web site.

Cultural

1. To encourage sensitive design in the conversion and re-use of the buildings and their environment and to mitigate the effect of adjoining developments.
2. Expand recreational and cultural facilities and services.

**STRENGTHS/WEAKNESSES OF THE BOROUGH IDENTIFIED BY
STAKEHOLDERS AND THE COMMUNITY (not listed in any specific order)**

Strengths

1. Waterfront development planning on underutilized parcels.
2. Strategic location
3. Amenities of the landscape
4. An active community center
5. Community events
6. Magnificent view
7. Public access to the waterfront
8. A small town feel
9. Accessibility to NYC
10. Excellent Restaurants
11. Good fishing, clamming
12. Proximity to Sandy Hook (Very well known area)
13. Municipal administration
14. Garden Club Plantings

Weaknesses

1. High tax rate
2. Maintenance of parks
3. Percentage of Borough that is flood prone
4. The existing commercial business area does not have the “critical mass” necessary to function as a thriving downtown

5. Lack of open space planning
6. Lack of sizable play fields
7. Missing or lack of businesses in the downtown, i.e., barbershop, baker, cleaners, etc.
8. Lack of parking in mid-town
9. Many narrow side streets – potential transportation safety hazard
10. Minimal public transportation
11. Reports of slow medical emergency response
12. Lack of large tax ratables
13. Perceived or reported lack of code enforcement
14. Neighborhood character – many new houses are out of scale with existing development
15. Inadequate water pressure in some areas of the Borough
16. Stormwater drainage
17. Bulk pickup only four times per year maybe leading to unsightly yards
18. Lack of parking at a few bay front restaurants
19. Many residential properties maintained poorly
20. A need for general road repair

**OPPORTUNITIES/CONSTRAINTS OF THE BOROUGH IDENTIFIED BY
STAKEHOLDERS AND THE COMMUNITY (not listed in any specific order)**

Opportunities

1. A better defined commercial district
2. A quaint thriving Village Center
3. A community center with active recreation space
4. The implementation of a thriving waterfront development businesses coupled with active recreation
5. Completion of bike trail from Gateway National Park to Keyport
6. Upgrades to the municipal complex and emergency services building
7. Creation of a local open space tax – increasing open space in the Borough.
8. Creation of a community library
9. More downtown festivals and activities
10. The placement of historic placards on buildings where appropriate.
11. Improved downtown parking
12. Increased tax incentives for businesses

13. Improved traffic flow - Investigate one way traffic on Shore Drive or Bay Avenue (may improve traffic circulation and increase on-street parking). Investigate a one-way circulation system on narrow residential streets.
14. Additional cultural opportunities (Investigate utilizing the Twin Lights)
15. Improved school facilities
16. Increase in tourism related activities
17. Increase biking opportunities
18. Water taxi, jitney, biking or other connection with Sandy Hook to bring traffic into town
19. Improve net capture of ferry passengers, i.e. spend additional monies in the Borough
20. Additional parking near waterfront restaurants.
21. Improved public beach access and facilities
22. Regionalization of services, i.e., schools
23. Better utilization of the Twin Lights (NJ State Historic Site)
24. A better mixture of shops and missing services in the downtown, i.e., a medium size food store, hair salon, etc.
25. A residential height regulation that permits the construction of a garage beneath the unit (attic could be used for storage) in areas with limited parking or flood conditions
26. Investigate creating an ordinance to permit mother-daughter homes
27. A boardwalk with a marina and commercial uses
28. Design guidelines to regulate new development
29. Additional community activities for the elderly
30. Employment opportunities in the downtown
31. Entertainment on the waterfront coupled with new restaurants

Constraints

1. Limited available vacant land
2. Perceived high tax rate
3. Flood prone areas/FEMA program
4. Established development pattern
5. Absentee landlords

DEMOGRAPHICS PLAN ELEMENT

INTRODUCTION

This element presents general housing and demographic information for Highlands Borough. It is important to understand demographic conditions and population trends in order to effectively plan for the Borough's present and future development. Although past trends do not necessarily predict future conditions, they do provide a sense of the Borough and call attention to emerging trends.

DEMOGRAPHIC CHARACTERISTICS

Population Trends

Highlands Borough experienced a population growth of 5.1 percent (248 persons) from 1990 to 2000, as shown in Table 1. In comparison, Monmouth County grew by 11.2 percent and the state of New Jersey grew by 8.8 percent. When considering that the Borough has been predominantly built-out for many years, a growth rate of over 5 percent is somewhat significant, especially when the number of housing units declined from 2,890 in 1990 to 2,820. Growth in the Borough is most likely associated with a considerable decline in the number of vacant owner and renter occupied housing units.

Highlands Borough experienced rapid growth from 1940 to 1980, with the largest increase occurring between 1940 and 1950, when the population increased from 2,076 persons to 2,959 persons, a 43 percent increase, yet consistent with County growth. (40% increase)

The population of the Borough continued to increase between 1960 and 1970 by 11 percent. The continued movement of population from urban areas to newly developing suburbs and to the major interchange areas along the Parkway led to secondary east - west corridor development. Accordingly, during the 1960's Monmouth County's population grew by 38% and New Jersey's population grew by 18 percent.

During the decade 1970 to 1980, the County and State population growth rates began to stabilize, while Highlands population increased at a significantly faster rate than the County and the State. In 1980, the

population reached 5,187 persons, a 32 percent increase compared to a 9 percent increase for the County and a 2 percent increase for the State.

Population growth in the 1970's was followed by a 7 percent decline from 1980 to 1990, compared to a 10 percent increase for the County and a 5 percent increase at the state level. From 1990 to 2000, the Borough added 249 residents or 5 percent, for a total of 5,097 persons - but still lower than the 1980 population of 5,187.

The relatively slow increase in Highlands Borough over the last decade is due to lack of vacant land. Table 1 "Population: 1940 - 1990 Borough, Monmouth County, New Jersey," summarizes the Borough, County and State population trends from 1940 to 1990.

TABLE D-1
POPULATION 1940 – 2000
BOROUGH, MONMOUTH COUNTY, NEW JERSEY

Year	BOROUGH		MONMOUTH COUNTY		NEW JERSEY	
	Population	Percent Change	Population	Percent Change	Population	Percent Change
1940	2,076	---	161,238	---	4,160,165	---
1950	2,959	43%	225,327	40%	4,835,329	16%
1960	3,536	19%	334,401	48%	6,066,782	25%
1970	3,916	11%	461,849	38%	7,168,164	18%
1980	5,187	32%	503,173	9%	7,364,158	2%
1990	4,849	-7%	553,124	10%	7,730,188	5%
2000	5,097	5%	615,301	11%	8,414,350	9%

SOURCE: US Bureau of Census 1940 – 2000.
COMPILED BY: T&M ASSOCIATES

Population Composition by Age, Race and Sex

Table 2 presents the 1990 and 2000 population by age groups for Highlands Borough and Monmouth County. As shown, both the Borough and the County experienced slight increases in the 5-14 and 55-64 age groups. Slight decreases in the Borough and the County can be seen in the under 5, 15-24, and 65 and over age groups. Both the Borough and the County experienced significant increases in the 35-44 and 45-54 age groups, and significant decreases in the 25-34 age group.

**TABLE D-2
 POPULATION DISTRIBUTION, 1990 & 2000
 HIGHLANDS BOROUGH AND MONMOUTH COUNTY**

	1990 % of Population		2000 % of Population	
	Borough	County	Borough	County
Under 5	5.6	7.0	5.1	6.9
5-14	9.3	13.3	11.0	15.1
15-24	13.0	13.0	10.0	11.0
25-34	23.8	16.5	16.6	12.2
35-44	15.9	16.7	20.2	18.2
45-54	10.5	11.5	15.4	15.0
55-64	8.1	9.0	10.3	9.1
65 and over	13.7	12.8	11.3	12.5
Totals	100%	100%	100%	100%
Median Age	34.2	35	38.6	37.7

SOURCE: US Bureau of Census 1990 & 2000.
 COMPILED BY: T&M ASSOCIATES

According to the U.S. Census, as depicted in Table 2 above, the majority or 68.1 percent of the Borough is characterized as within the "working years" (20 to 64), 15.5 percent or 792 persons are within the "school years," 11.3 percent or 576 persons are 65 years or older and 259 persons or 5.1 percent are within the preschool years (0 to 4).

Population trends within Highlands Borough are influenced by a variety of factors including national, state and regional economic conditions, social changes and government policy. Changing birth rates, changing employment trends and consumer preferences, the availability of land and other factors can affect future development within the Borough.

As updated census data for population and housing becomes available, the Planning Board should monitor population growth and composition and review its planning program to determine how the needs and desires of present and future residents of Highlands Borough may be changing.

POPULATION CHARACTERISTICS

The general characteristics of the Borough's population can be determined from the U. S. Census of Population in 2000. These characteristics include age, sex, race, employment and income.

Age

The 2000 census recorded the median age of Highlands Borough residents as 38.9. This is similar to Monmouth County, which had a median age of 37.8.

Sex

The Highlands Borough population in 2000 was 49.7 percent female and 50.3 percent male, which is consistent with County and State averages.

Race

The 2000 Census recorded the population of Highlands Borough as 95.1 percent white, 1.6 percent black, 1.4 percent two or more races, 1 percent Asian, 0.6 percent some other race and 0.3 percent Native American. In comparison, Monmouth County's race breakdown is as follows: 84.4 percent white, 8.1 percent black, 4 percent Asian, 1.7 percent some other race, 1.7 percent two or more races and 0.1 percent Native American.

Employment

A total of 2,914 persons were part of the labor force for Highlands Borough in 2000. 2,738 of these persons were employed while 167 persons were unemployed accounting for a 6.1 percent unemployment rate. This was slightly higher than the 4.8 percent unemployment rate for the County in 2000.

Income

The median household income of Highlands Borough in 1999 was \$45,692. This was less than the Monmouth County median household income of \$64,271 and the New Jersey median household income of \$55,146.

The per capita income of Borough residents in 1999 was \$29,369 which was lower than the per capita income of the County (\$31,149). Per capita income is the calculated average amount of income available per person.

Income levels are affected by educational attainment, occupation and age. Education and occupation are related to earning potential and higher incomes for workers while income generally declines after retirement.

TABLE D-3
PERSONS BY RACE AND SEX, 1990 AND 2000
HIGHLANDS BOROUGH AND MONMOUTH COUNTY

	1990				2000			
	Highlands Borough		Monmouth County		Highlands Borough		Monmouth County	
Race	Number	Percent	Number	Percent	Number	Percent	Number	Percent
White	4,716	97.3	483,277	87.4	4,847	95.1	519,261	84.4
Black	33	0.7	47,229	8.5	81	1.6	49,609	8.1
American Indian, Eskimo, Aleut	10	0.2	712	0.1	17	0.3	879	0.1
Asian or Pacific Islander	90	1.9	15,224	2.7	51	1.0	24,556	4.0
Other	0	0	6,682	1.2	101	2.0	20,996	3.4
Total	4,849	100	553,124	100	5,097	100	615,301	100

SOURCE: US Bureau of Census 1990 & 2000.

COMPILED BY: T&M ASSOCIATES

Persons by race for both Highlands Borough and Monmouth County are shown in Table 3. Whites made up 95.1 percent of the Borough's population in 2000 while constituting 87.4 percent of the County's population. The number of minorities in both the Borough and the County increased slightly between 1990 and 2000. The majority of the increase in the Borough was in the black population, while the majority of the increase in the County was in the Asian population.

EXISTING HOUSEHOLD CHARACTERISTICS

Household Size

Table 4 presents the households in 2000 by number of persons in the Borough and the County. The Census defines a household as one or more persons, whether related or not, living together in a dwelling unit.

**TABLE D-4
 HOUSEHOLD SIZE, 2000
 HIGHLANDS BOROUGH AND MONMOUTH COUNTY**

Household Size	Borough Number	Borough Percent	County Number	County Percent
Total households	2,450	100	224,236	100
1 Person	1,021	41.7	53,456	23.8
2 person	781	31.9	67,002	29.9
3 person	316	12.9	38,119	17.0
4 person	197	8.0	38,946	17.4
5 person	78	3.2	17,941	8.0
6 or more person	57	2.4	8,772	3.9
Average Household size	2.08	N/A	2.70	N/A

SOURCE: US Bureau of Census 2000.

COMPILED BY: T&M ASSOCIATES

**TABLE D-5
 HOUSEHOLD SIZE, 1990 AND 2000
 HIGHLANDS BOROUGH**

Household Size	1990		2000		Change 1990-2000	
	Number	Percent	Number	Percent	Number	Percent
1 person	884	38.9	1,021	41.7	137	15.5
2 person	753	33.1	781	31.9	28	3.7
3 person	293	12.9	316	12.9	23	7.8
4 person	211	9.3	197	8.0	-14	-6.6
5 person	88	3.9	78	3.2	-10	-11.4
6 or more persons	46	2.0	57	2.4	11	24
Total	2,275	100	2,450	100	175	7.7

SOURCE: US Bureau of Census 1990 & 2000.

COMPILED BY: T&M ASSOCIATES

TABLE D-6
MEDIAN HOUSEHOLD INCOME, 1989 & 1999
HIGHLANDS BOROUGH, MONMOUTH COUNTY, AND NEW JERSEY

	1989 Median Household Income	1999 Median Household Income	Percent Change 1989-1999
New Jersey	\$40,927	\$55,146	34.7
Monmouth County	\$45,912	\$64,271	40.0
Highlands Borough	\$32,364	\$45,692	41.2

SOURCE: US Bureau of Census 1990 & 2000.
 COMPILED BY: T&M ASSOCIATES

TABLE D-7
1999 HOUSEHOLD INCOME DISTRIBUTION
HIGHLANDS BOROUGH

	Borough		County	
	Number of Households	Percent	Number of Households	Percent
Less than \$9,999	211	8.6	12,292	5.5
\$10,000 - \$14,999	175	7.1	9,194	4.1
\$15,000 - \$24,999	213	8.7	17,684	7.9
\$25,000 - \$34,999	303	12.4	19,394	8.6
\$35,000 - \$49,999	438	17.9	28,030	12.5
\$50,000 - 74,999	534	21.8	43,074	19.2
\$75,000 - \$99,999	222	9.1	32,229	14.4
\$100,000 - \$149,999	183	7.5	35,533	15.8
\$150,000 and more	170	6.9	27,017	12.1
Totals	2,449	100	224,447	100

SOURCE: US Bureau of Census 2000.
 COMPILED BY: T&M ASSOCIATES

**TABLE D-8
 HOUSING DATA IN 2000
 HIGHLANDS BOROUGH**

Characteristics	Number	Percent
Total housing units	2,820	100
Occupied housing units	2,450	86.9
Vacant housing units	370	13.1
Tenure of occupied units		
Owner occupied	1,349	55.1
Renter occupied	1,101	44.9
Year Structure Built		
1999 to March 2000	9	0.3
1995-1998	53	1.9
1990-1994	95	3.4
1980-1989	516	18.3
1970-1979	509	18.0
1960-1969	292	10.4
1940-1959	686	24.3
1939 or earlier	660	23.4
Units in structure		
1 unit detached	1,205	42.7
1 unit attached	265	9.4
2 units	236	8.4
3 or 4 units	173	6.1
5 to 9 units	176	6.2
10 to 19 units	349	12.4
20 or more units	254	9.0
Mobile home	162	5.7
Number of rooms		
1 room	25	0.9
2 rooms	144	5.1
3 rooms	650	23.0
4 rooms	684	24.3
5 rooms	498	17.7
6 rooms	506	17.9
7 rooms	139	4.9
8 rooms	118	4.2
9 or more rooms	56	2.0

SOURCE: US Bureau of Census 2000.
 COMPILED BY: T&M ASSOCIATES

In 1990, the Borough maintained a rental vacancy rate of 15.8 percent and an owner occupied vacancy rate of 6.5 percent. Accordingly, over 21 percent of all housing units in the Borough were vacant. However, in 2000, the renter occupied vacancy rate declined to 5.9 percent and the owner occupied vacancy rate declined to 2.6 percent. In 2000, 8.5 percent, or 370 units, remained vacant. Out of these 370 units, 202 or 55% are identified in the Census as for seasonal, recreational or occasional use. Typically, this is an indication of second home ownership. Nonetheless, from 1990 to 2000, the percentage of vacancies as a whole declined by 150 percent.

According to the 2000 Census, 45.1 percent of all housing units are rentals, an increase of almost 1 percent from 1990. The County's percentage of renter occupied housing units is 20.5 percent, almost 25 percent lower than Highlands. Generally speaking, high renter occupancy rates are an indication of an unstable housing market and transitional local population. To be more precise, less than 30 percent of residents lived in Highlands before 1990. One rationale for promoting owner occupied home ownership is that it creates external benefits for individual homeowners and neighborhoods. Typically, absentee landlords do not maintain properties to the same level as homeowner occupied housing units.

Since the Borough is predominantly built-out, growth is expected at a rate slower than the County and the State. New population growth is anticipated to occur as the result of new residential infill housing. As older cottage style housing units in the Borough are replaced with new infill development, the average household size is anticipated to rise and therefore increase the population although the total number of housing units will remain the same.

TABLE D-9
INDICATORS OF HOUSING CONDITIONS, 2000
HIGHLANDS BOROUGH

	Number	Percent
Lacking complete plumbing facilities	8	0.3
Lacking complete kitchen facilities	0	0.0
No telephone service	26	1.1
Occupants per room		
1.00 or less	2,398	97.9
1.01-1.50	52	2.1
1.51 or more	0	0.0

SOURCE: US Bureau of Census 2000.

COMPILED BY: T&M ASSOCIATES

TABLE D-10
HOUSING VALUES, 2000
HIGHLANDS BOROUGH

Value Range	Number	Percent
Less than \$99,999	225	22.8
\$100,000-\$199,999	605	61.4
\$200,000-\$299,999	89	9.0
\$300,000-\$499,999	42	4.3
\$500,000 or more	24	2.5
Totals	985	100
Median Value	\$139,300	
Contract Rent		
Less than \$499	211	19.3
\$500-\$749	303	27.8
\$750-\$999	350	32.1
\$1000 or more	201	18.4
Total with cash rent	1,065	97.6
No Cash Rent	26	2.4
Total	1,091	100
Median Contract Rent	\$760	

SOURCE: US Bureau of Census 2000.

COMPILED BY: T&M ASSOCIATES

DEVELOPMENT PATTERNS

A review of building permits issued from 1980 through 2002 shows that growth in Highlands Borough peaked in 1980, remained high throughout 1988, sharply declined beginning in 1989, and began to rebound in the late 1990's. Table 11, Building Permits: 1980 - 2002, documents the building permit trends for the last two decades.

TABLE D-11
BUILDING PERMITS: 1980 – 2002
HIGHLANDS BOROUGH

YEAR	TOTAL BUILDING PERMITS	SINGLE FAMILY	TWO FAMILY	3 TO 4 FAMILY	5 OR MORE FAMILY
1980	112	112	0	0	0
1981	9	3	2	4	0
1982	15	15	5	0	10
1983	23	19	4	0	0
1984	46	20	2	24	0
1985	12	5	0	7	0
1986	40	38	2	0	0
1987	24	24	0	0	0
1988	40	40	0	0	0
1989	1	1	0	0	0
1990	1	1	0	0	0
1991	0	0	0	0	0
1992	2	2	0	0	0
1993	7	7	0	0	0
1994	2	2	0	0	0
1995	2	2	0	0	0
1996	2	2	0	0	0
1997	1	1	0	0	0
1998	10	10	0	0	0
1999	6	6	0	0	0
2000	14	14	0	0	0
2001	25	23	2	0	0
2002	6	6	0	0	0
1980-2002 TOTALS	400	353	17	35	10

SOURCES: NEW JERSEY DEPARTMENT OF LABOR, DIVISION OF PLANNING AND RESEARCH "RESIDENTIAL BUILDING PERMITS: YEARLY SUMMARIES 1980-2002: AND MONTHLY SUMMARIES – 2002.

COMPILED BY: T&M ASSOCIATES

POPULATION PROJECTIONS

As Highlands is a fully developed community, Borough population can be expected to remain steady in future years. A 2003 Monmouth Planning Board projects a 2005 population of 5,122, a 0.5 percent increase over the 2000 population of 5,097. The New Jersey Department of Labor projects a 16.3 percent increase in population for Monmouth County from 553,093 in 2000 to 643,200 in 2005.

CONCLUSIONS AND RECOMMENDATIONS

In addition to the County's low population projections, it should be noted that the number of housing units in the Borough actually decreased by 70 from 1990 to 2000, further suggesting that Highlands Borough is a fully developed community. As such, future growth will be limited, consisting mainly of residential infill development and increased occupancy rates of rental units.

Population projections based on past trends assume that historical growth will continue into the future. This may or may not occur. It is recommended that population projections be utilized only as general guides and that actual growth be monitored periodically to determine the rate of change within the Borough. Various indices can be monitored including birth and death records; building and demolitions permits; school enrollments; and County, State and Federal population estimates. The latter estimates are being developed jointly on the basis of a variety of component data, including adjusting birth rates, institutional residents, sample surveys, vehicle registrations, building permit data and others.

LAND USE PLAN ELEMENT

INTRODUCTION

The Borough of Highlands is a 0.71 square mile municipality located in northeastern Monmouth County adjacent to Gateway National Recreation Area and the Sandy Hook Bay. The most prominent landmark in Highlands is the Twin Lights (lighthouse), which was used to guide commercial and naval vessels into the Bay. Highlands is a developed suburban community, with a population density of 7,178 persons per square mile. The Borough's population has remained relatively stable since 1990 and is projected to fluctuate minimally over time.

The Land Use Element is perhaps the most important element of the Master Plan. Its primary purpose is to establish the framework to guide the future physical development of the community. It has the broadest scope and has the role of bringing together all of the elements of the Master Plan. The Land Use Element is a 'living' document where new policies or objectives to guide development within Highlands are born. Subsequently, the means of implementing this policy, -- zoning and subdivision regulations -- are modified to be consistent with the Master Plan.

DEVELOPMENT HISTORY

Highlands has been largely a fishing -- predominantly clamming and lobster -- and seasonal recreational community until the late twentieth century. Highlands' location near Manhattan and Northern New Jersey contributed into transforming Highlands into a "more" year round residential community, with a small-town central business district (CBD). This is not to say that the Borough lacks seasonal residents, rather today, they are more of an exception rather than the norm.

Initially, in Parkertown, the area of Highlands from the bridge to Miller Street, clamming was the entire economy. As stated by James W. Brydon in his 1975 description of the History of Highlands, he indicates that, "men lived off, by and for the clam." One writer said in 1890 that clams were to Parkertown "what the whale once was to Nantucket." In the decades that followed, commercial retail businesses, and seasonal residential cottages located in Highlands. Today, Highlands' is shaping a new vision and direction for the Borough to guide its development and redevelopment in an effort to create a sustainable economy reflective of the twenty-first century.

LAND USE ISSUES

There are several land use issues which are addressed in the Land Use Plan, as follows:

1. There were several new zoning districts approved since 1990 that need to be reconciled with the Master Plan. The newly created districts include the B-1, B-2, B-3, R-B, WC-1, WC-2, WTC and WTR.

The following districts have been eliminated: Commercial Business (CBD), Commercial/Business/Professional, Resort Commercial (RC), Waterfront Transition - 1, Waterfront Transitional - 2, and Municipal Complex (MC).

2. There are multiple special development areas, which are being closely evaluated for potential redevelopment. These special development areas include: the CBD Redevelopment district, the waterfront redevelopment areas and the gateway redevelopment district.
3. Addressing parking needs in established residential and commercial areas - Planning for parking demand associated with residential, and commercial growth in targeted areas of the Borough.
4. The plan should evaluate the adopted zoning for consistency with the existing land use pattern. There are several areas of the Borough where zone changes are recommended to be consistent with existing land uses, while other areas remain nonconforming to encourage their transition to a conforming use over time
5. Commercial districts should have clearly defined uses to reflect the type of redevelopment most appropriate for the respective district.
6. The conversion of commercial uses to residential along Bay Avenue continues to be a problem. The commercial districts, particularly along Bay Avenue should be reviewed to limit the location of commercial uses to well defined areas.
7. The appearance and quality of commercial development should be enhanced in all non-residential districts. This can be achieved by enforcing and updating the Borough's Central Business District Design Manual.
8. The plan should capitalize on the amenities of the waterfront, county park and bikeway improvements, the NYC ferry terminal and Gateway National Recreation Area (Sandy Hook).

9. The Plan should address flooding problems and the impacts of the Federal Emergency Management Agency Regulations.
10. The 1992 Master Plan proposed the creation of a new municipal complex which was never constructed. The Borough's intentions regarding a new or updated municipal complex should be addressed.
11. The Plan should address appropriate infill residential and commercial development.
12. The Land Use Element and Borough policies should be consistent with the State Development and Redevelopment Plan (SDRP) and NJ DEP Coastal Management Rules.

EXISTING LAND USE

Highlands' is characterized as an older suburban single-family residential community. On lower elevations within the Borough, adjacent to Sandy Hook Bay, lot sizes range from less than 2,500 square feet to 5,000 square feet. Single-family housing in newer sections of the Borough, north of Route 36 in "the highlands" are predominately located on lots ranging from 5,000 square feet to 14,000 square feet and larger. Transitional zones consisting of medium density condominiums and apartments exist between commercial districts and single-family residential districts. Waterfront commercial uses consisting primarily of marinas and restaurants contribute significantly to Highlands' sense of place.

As depicted in Table LU-1, Highlands Borough consists of 459 acres (land area) or 0.71 square miles. Residential land uses comprise the majority of the Borough or 55 percent. This development is in the form of single-family residential housing (36.3%), medium density residential (13.5%), mobile home parks (3.3%) and high density residential (1.9%).¹ This Plan defines private open space as deed restricted property located within private condominium or apartment complexes that are regulated by homeowner associations.

Commercial development consisting of marinas (4.6%), restaurants/bars (1.6%) and retail sales and service (4.0%) represent 10.2 percent of land uses within the Borough. Lands associated with Streets and rights-of-way represents a significant portion of the Borough or 8.4 percent.

¹ Medium density residential consists of condominium and apartment complexes with a density less than 14 units per acre. High density development represents mid-rise apartment buildings as defined by the Residential Site Improvement Standards and which are greater than 14 units per acre.

Table LU-1 Existing Land Use

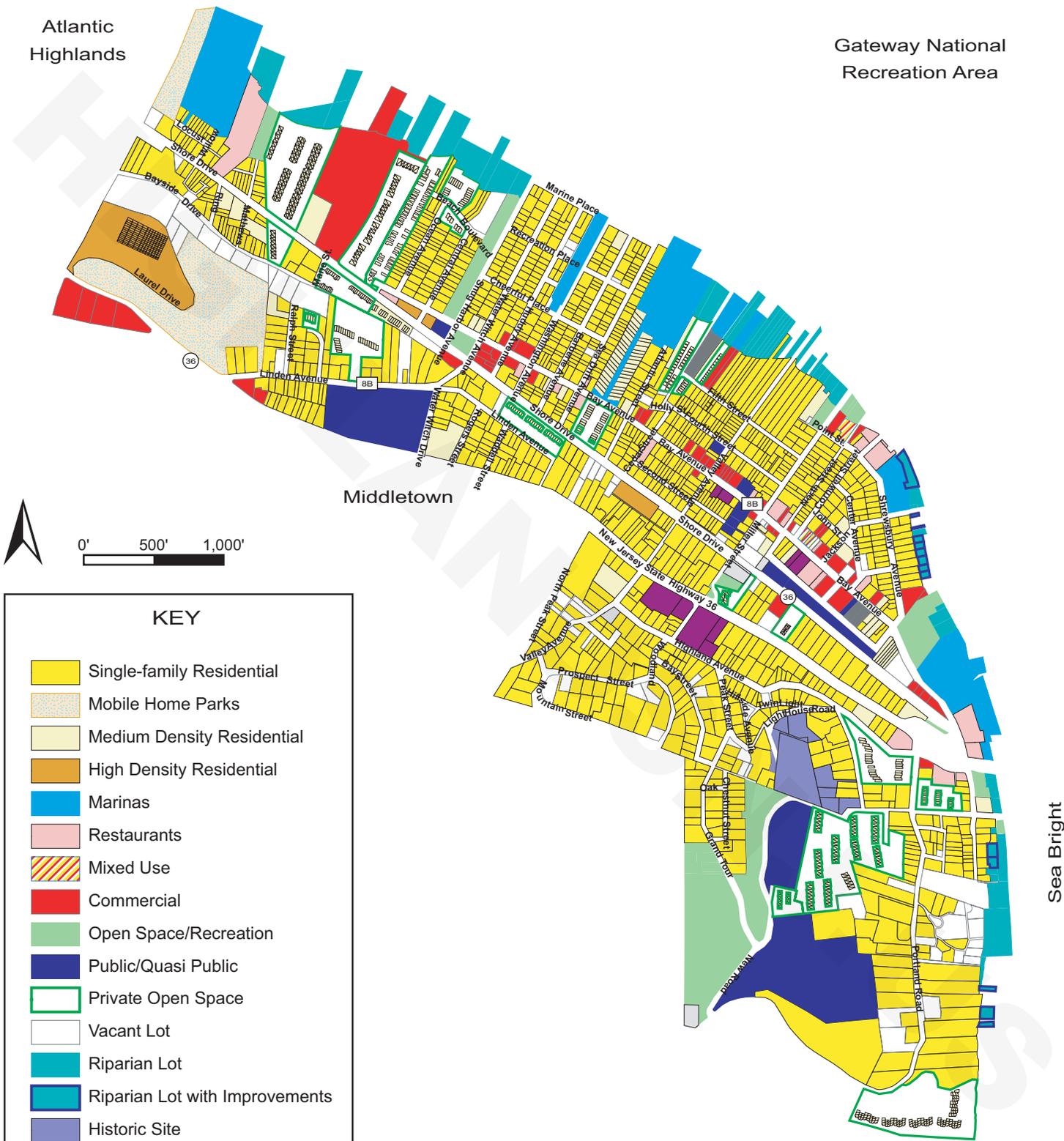
	<i>2000</i>	<i>2000</i>
<i>Land Use</i>	<i>Acres</i>	<i>Percent</i>
<i>Residential</i>		
Single-family Residential	174.0	36.3%
Mobile Home Park	16.0	3.3%
Medium Density Residential	64.6	13.5%
High Density Residential	8.9	1.9%
<i>Commercial</i>		
Marinas	22.2	4.6%
Restaurant/Bar	7.63	1.6%
Retail Sales and Service	19.4	4.0%
<i>Industrial</i>		
Industrial	1.1	0.2%
<i>Public/Quasi-public</i>		
Public Open Space	20.7	4.3%
Public/Quasi Public	28.5	5.9%
Religious	3.7	0.8%
Community Parking Lots	1.35	0.3%
<i>Water</i>		
Riparian Lots	20.2	4.2%
Water (lagoons)	1.2	0.25%
<i>Summary</i>		
Undeveloped	26.5	5.5%
Streets/Rights-of-way	40.5	8.4%
Total Area	480	100.0%
<i>Total Land Area</i>	<i>459</i>	<i>95.5</i>
<i>Total Water Area</i>	<i>21.4</i>	<i>4.5%</i>

Source: T&M Associates Field Survey

**FIGURE LU-2
EXISTING LAND USE MAP**

Atlantic Highlands

Gateway National Recreation Area



KEY

	Single-family Residential
	Mobile Home Parks
	Medium Density Residential
	High Density Residential
	Marinas
	Restaurants
	Mixed Use
	Commercial
	Open Space/Recreation
	Public/Quasi Public
	Private Open Space
	Vacant Lot
	Riparian Lot
	Riparian Lot with Improvements
	Historic Site
	Utility
	Parking Lots
	Industrial
	Religious

EXISTING LAND USE MAP
 Highlands Borough, Monmouth County, New Jersey
 Figure LU-2

 1"=1000' October 2004

Since the adoption of the 1992 Master Plan, there has been relatively minimal new non-residential development in the Borough. Rather, over time as businesses vacate, they are replaced with new residential uses. The cycle of business "turnover" in Highlands' is partially related to flooding of the Bay Avenue corridor. In most cases after flooding occurs, the damage and loss of revenue associated with the flood forces businesses to close down. The effect of flooding often lasts several years before a new business is willing to relocate to the Highlands Business District. Accordingly, the long-term viability of the Borough's business districts relates to the ability to prevent/minimize flooding.

FUTURE DEVELOPMENT POTENTIAL

The development potential of the Borough is based upon analyzing vacant properties identified in the Borough's Geographic Information System and recently approved projects that have not yet been built. The majority of opportunities for future development will exist as a result of redevelopment of existing properties. However, the potential of redevelopment in terms of potential square footage was not conducted as part of this analysis.

As depicted in Figure LU-1, the Borough contains approximately 26 acres of vacant open space. Of the 26 acres, almost all of the remaining land is either Borough owned or environmentally constrained (located within the 100-year floodplain or steep slope areas).

POPULATION PROJECTION

As expressed in the future buildout section of this Plan, the Borough is predominantly built-out, having minimal new development potential. Unless redevelopment occurs in the Borough, which increases residential density, the Borough's population will remain stable. As indicated in the demographics section of this Plan, it should be noted that the number of housing units in the Borough actually decreased by 70 from 1990 to 2000, further suggesting that Highlands Borough is a fully developed community. As such, future growth will be limited, consisting mainly of residential infill development and increased occupancy rates of rental units.

LAND USE PLAN

The Land Use Plan indicates the Master Plan's recommendations with respect to land use. Collectively, the Land Use Plan and corresponding map indicate the location and intensity of land for residential, commercial, industrial, public/quasi-public and other uses. The Land Use Plan is intended to guide the Borough to develop more detailed land use regulations, which are regulated by the Borough's ordinances.

Residential

Single-Family Residential (R-1.01, R-1.02, R-1.03, R-2.01, and R-2.02) & Single-family and Two Family Residential (R-2.03)

The Single-Family Residential Districts are designed for single family development in detached structures. They are located throughout the Borough. Density in residential districts ranges from 3.1 to 11.6 units per acre. The single-family districts also permit public uses, public utility rights-of-way, religious institutions and public and private schools. Over time, many of these uses may be expanded to service the community and accordingly, there is a need to create distinct regulations to better regulate such uses. For religious institutions, this Plan specifically recommends creating standards to better regulate their intensity, scale, building setbacks, parking requirements, appropriate buffers and other standards in the context of surrounding residential development.

Permitted conditional uses include home occupations and bed and breakfasts. Conditions associated with bed and breakfasts and home occupations should be monitored by the Borough and updated periodically.

In addition to single-family residential housing, the R-2.03 district permits duplexes on 7,500 square foot lots subject to increased lot frontage (75 feet compared to 50 feet) and increased side yard setback from 14 feet both sides to 20 feet both sides. An evaluation of land uses within the R-2.03 indicated the existence of only a few duplex units. In an effort to maintain the existing character of the Borough, this Plan specifically recommends removing duplexes as a permitted use within the R-2.03 district.

The principal issues in these districts are to preserve the integrity of the existing single-family neighborhood by reducing the potential for encroaching commercial and multi-family uses and to

provide flexibility to allow residential dwellings to be raised outside of the floodplain in accordance with FEMA regulations. Under current FEMA regulations the following improvements are required for new construction projects or substantial improvement projects (within the 100 year floodplain) to existing structures (when the value of the improvements exceeds 50% of the market value of the structure):

1. All structural components must be adequately connected and anchored to prevent flotation, collapse, or permanent lateral movement of the building during floods.
2. Building materials and utility equipment must be resistant to flood damage. All machinery and equipment servicing the building must be elevated one foot above the Base Flood Elevation (BFE).
3. All utilities must be flood proofed to at least two feet above the BFE including: furnaces, heat pumps, hot water heaters, air-conditioners, washers, dryers, refrigerators and similar appliances, elevator lift machinery, and electrical junction and circuit breakers boxes.
4. Any space designed for human habitation must be elevated to one foot above the BFE, including bedroom, bathroom, kitchen, dining living, family and recreation room.
5. Uses permitted in space below the BFE are vehicular parking, limited storage, and building access (stairs, stair-wells, and elevator shafts only, subject to design requirements described below for walls).

An issue that is threatening the existing character of the Borough is the result of raising one or a few structures on a block above the BFE, while the remaining structures continue at their existing elevation. The following example further elaborates this concept.



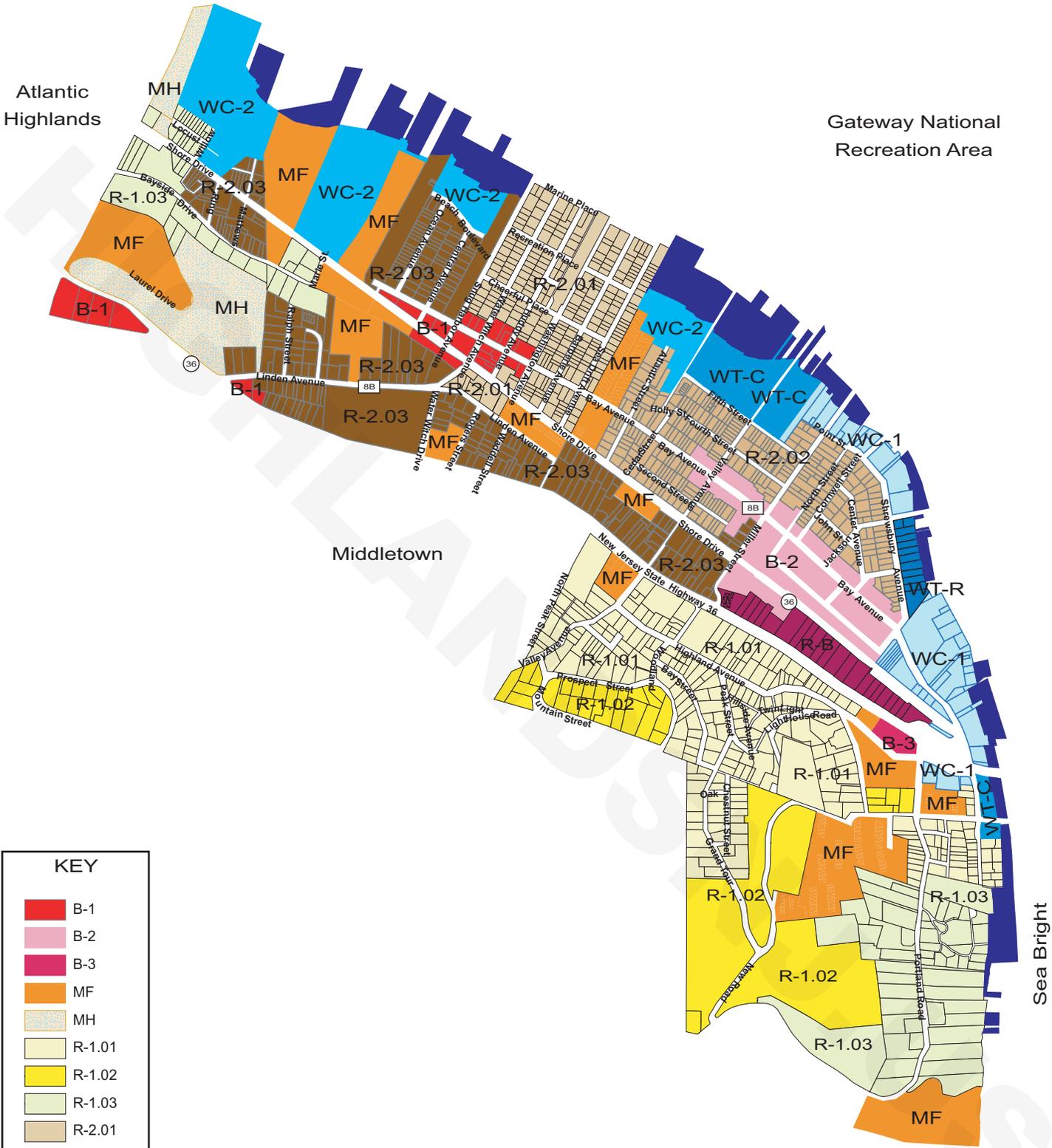
A resident intends to reconstruct a portion of their house estimated at costing more than 50% of its market value. Accordingly, the applicant/owner is required to meet the above reference FEMA standards. The lowest grade elevation where a foundation wall lies is 5 feet above mean sea level (MSL). The base flood elevation in the 100-year flood plain portion of the Borough is 10 feet

above MSL. For this instance, the applicant is required to construct habitation areas at a minimum of 11 feet and 12 feet for utilities. This results in elevating some houses higher than other houses on the same block or district. The potential aesthetic results of only a percentage of properties complying with FEMA regulations can be devastating to the Borough.

This Plan specifically recommends the creation of a user-friendly manual with illustrations indicating the necessary steps to build in the floodplain. The manual should indicate the approximate time-frame to complete the permitting process and recommend design solutions to minimize the effect of having houses situated adjacent to one another with distinct elevation changes.

The maintenance of residential and commercial property in many areas of the Borough is substandard, particularly residential housing. Poor property maintenance of housing may be attributed to the Borough's high percentage of renter-occupied housing. As discussed in the Housing Plan Element of this Master Plan, new policies and implementation strategies are needed to upgrade property maintenance and the image of the Borough. This process should begin as a municipal effort at the Department of Public Works yard and continue to remaining portions of the Borough. However, to adequately enforce the Borough's property maintenance code, the Borough should consider hiring additional staff or contracting with a private inspection agency. Other recommendations included in the Housing Plan include computerizing the inspection process to better track inspections, inspecting all rental units on an annual basis and aggressively prosecuting code violations.

FIGURE LU-3
EXISTING ZONING MAP



KEY

	B-1
	B-2
	B-3
	MF
	MH
	R-1.01
	R-1.02
	R-1.03
	R-2.01
	R-2.02
	R-2.03
	R-B
	WC-1
	WC-2
	WT-C
	WT-R
	Riparian



EXISTING ZONING MAP
Highlands Borough, Monmouth County, New Jersey
Figure LU-3

TM ASSOCIATES

1"=1000' October 2004

FIGURE LU-4
100 YEAR FLOODPLAIN MAP



KEY	
	100 Year Floodplain
	500 Year Floodplain
	Outside the Floodplain

100 YEAR FLOODPLAIN MAP	
Highlands Borough, Monmouth County, New Jersey	
Figure LU-4	
	October 2004
1"=1000'	

Multi-family

The multi-family residential district includes those areas that contain existing medium density garden style apartment buildings many of which are in a condominium form of ownership and mid-rise apartments such as P-tak towers. Regulations in the MF district include a permitted density of 14 units per acre, a minimum lot frontage of 150 feet and a minimum lot area of one (1) acre. The one (1) acre lot size is required so that there is sufficient lot size to reasonably accommodate development and still maintain adequate buffering from adjacent residences. In many instances, multi-family locations throughout the Borough are located too close to existing single-family residences and situated in a manner and height that is out of character with the area. The following photograph illustrates this point.



The Borough should investigate whether such development is the result of variance relief or whether more stringent regulations are required to restrict such development that is out of scale and that is architecturally incompatible with the surrounding area. In addition to the above referenced recommendation, this Plan recommends revising the MF district boundary to include two parcels that are currently occupied by the Highlands on the Bay development, which is located in the vicinity of Beach Boulevard. This revision to the ordinance will better reflect existing conditions.

Mobile Homes

Highlands contains two (2) separate mobile home parks, Shadow Lawn and Paradise, representing 16 acres or 3.3% of Borough property. The mobile home parks are located to the north of Linden Avenue when entering the Borough from Route 36 and bordering Atlantic Highlands north of Shore Drive. Borough regulations require mobile homes to be located within a mobile home park. As part of the Borough's vision, the creation of a mixed use development is planned, which permits a mix of commercial and residential uses near the county park (in Atlantic Highlands), the Sandy Hook Bay Marina and the waterfront. Accordingly, this Plan recommends rezoning the Paradise mobile home park and surrounding properties to the newly created Mixed Use district (MX).

The Shadow Lawn Mobile Home Park is approximately 12 acres in size and contains approximately 120 mobile home trailers. The tract in its entirety is irregularly shaped. Located on the top of the Highland's cliffs, adjacent to the slump blocks, the stability of the tract and the mobile homes that lie upon it require an engineering evaluation. The tract contains several areas of undulation, however, overall the tract contains a slope range appropriate for development. The location of the tract on the Highland's cliffs offer exceptional views of Sandy Hook, the Shrewsbury River and the Sandy Hook Bay.

The existing Mobile Home (MH) district permits mobile homes as the only permitted use within the MH district. This Plan acknowledges the trend for mobile home parks to evolve into uses that are more consistent with surrounding land use patterns. To permit the evolution of mobile home parks in the Borough, this Plan recommends expanding the types of permitted uses in the MH district to include townhouses and single-family residential homes.

Given the unique attributes of the tract of land where the Shadow Lawn mobile home park is located, any future development of the tract should investigate a curvilinear development plan. Buildings should be designed and placed on the site so as to visually compliment each other and the natural landforms of the site. Consideration should be given to various types of multi-family development that gives the flexibility to be creative while maintaining a reasonable density. This Plan specifically discourages long rows of townhouses that give the appearance of blank walls without articulation.

The placement of buildings on or near hilltops or ridges should show a high degree of sensitivity to the terrain and its visual impact. The Borough should consider creating a ridgeline protection ordinance to ensure that development near ridgeline areas blends in with rather than interrupts or modifies the natural contour elevations of this tract. Ridgeline areas should be retained in a natural state, and development should be sighted in such a manner so as not to create a silhouette against the skyline as viewed from the designated vantage points.

Specific ordinances/submission requirements should be considered for:

1. The maximum permitted level of disturbance
2. Grading requirements

3. Visual analysis requirements
4. Maximum permitted density
5. Design guidelines

Neighborhood Business District (B-1)

Highlands contains three (3) separate Neighborhood Business (B-1) districts. One district is located on the Bay Avenue corridor in the area adjacent to Waterwitch Avenue and Bay Avenue, while the remaining two (2) districts are located on Route 36 within the western portion of the Borough. Within the Bay Avenue corridor, the B-1 district currently has a mixed-use character with significant residential development. Along Route 36, there are two separate B-1 districts, which have attracted highway-oriented uses.

The Neighborhood Business District is designed to encourage relatively small scale shopping districts intended to serve the daily needs of residents living in adjacent low, medium density and mobile home residential districts. Desirable uses in a B-1 district include small grocery stores, dry cleaners, beauty shops, delicatessens and restaurants. Guidelines are encouraged to discourage retail strip-mall development. This Plan recommends rezoning parcels in the existing B-1 districts on Route 36 to a newly created district named Highway Oriented Neighborhood Business (HO), which will require bulk and design regulations more appropriate for businesses fronting on Route 36. While a zero (0) foot front yard setback is appropriate along Bay Avenue, a greater front yard setback should be created along Route 36 for safety and individual comfort. Other considerations include creating minimum lot sizes, minimum areas to be landscaped and specific guidelines to regulate signage. Along Bay Avenue, there are significant opportunities for redevelopment within the B-1 district to upgrade fading commercial uses and to create an improved gateway into the Borough. It is recommended that residential uses on upper floors be encouraged within the portions of the B-1 district on Bay Avenue. Due to the variation of existing lot sizes and setbacks, flexible bulk standards should be considered to regulate the HO district.

Central Business District (B-2)

Bay Avenue is a linear corridor that spans the majority of Highlands from approximately Ocean Avenue to Shrewsbury Avenue. It is predominantly commercial in character with several residential uses on the upper floors of buildings and scattered public and quasi-public uses. Bay Avenue has historically functioned as the Borough's central business district and primary shopping, entertainment and service destination. At first glance, it appears that the entire Bay Avenue corridor contains some

form of non-residential uses. However, this is contrary to existing land uses and districts, which comprise the corridor.

During the past several decades, the B-2 district has experienced economic and physical decline as a result of decreased retail activity. The Borough has made the revitalization of Bay Avenue a priority. A substantial effort to revitalize Highlands' commercial areas is being coordinated by a public/private partnership between the Borough and the Business Improvement District (BID), which is formally the Highlands Business Partnership (HBP). HBP consists of seventeen (17) voting members and four non-voting members, which include a mayor's designee, a planning board member, a council member, seven commercial property owners and seven business operators in the Borough.

HBP has undertaken numerous activities, which include but are not limited to the marketing of Highlands as a destination, sponsoring events to attract visitors to the Borough, the creation of a parking lease facilitator, maintenance improvements, and beautification efforts. One significant accomplishment is HBP's recommended concept of acting as a broker to facilitate lease parking options between private sector business operators. For instance, restaurants' parking demand increases during the evening hours while the commuter ferry parking lots highest demand is from 7 a.m. to 6 p.m. Accordingly, an opportunity exists to share parking during off-peak hours. HBP would serve as a logical facilitator of such a program.

The Borough has also created a parking improvement fund to generate fees from individuals who impact or create the need for additional parking.

The intention of the Central Business District is to provide for a mix of commercial uses that act as a focal point for the community. The B-2 district should accommodate a higher density concentration of retail, service, office and entertainment uses than other commercial districts in the Borough. The District is currently characterized by a variety of low-rise structures containing ground level retail and services with some multi-family residential apartments on the upper floors. A limited number of public and quasi-public uses including the U.S. Post Office are located within the District and Highlands Borough Hall is located at the intersection of Bay Avenue and Miller Street. Issues that have been identified along Bay Avenue include the mix of retail stores, hours of operation, signage, and aesthetic appearance.

A further expansion of the Borough's revitalization efforts is planned and should be supported. The BID has previously retained a marketing/retail expert to assist in preparing a strategic plan for the Bay Avenue corridor. The intention is to facilitate the District's development as a shopping and entertainment destination. The marketing efforts are designed for Highlands to compete more effectively with shopping malls and create an attractive and inviting downtown environment.

It is recommended that the marketing efforts be coordinated with all other revitalization and planning efforts of the Borough. Furthermore, the needs of businesses should be evaluated in light of comprehensive Borough goals and objectives. Unimproved land in Highlands is scarce, yet there are vacant storefronts and existing buildings in need of renovation or redevelopment. An opportunity exists to transform the CBD by creating a new identity and reorienting it from general retail to niche retail, specialty services and entertainment. This process is already underway through the public-private partnership between the Borough, the BID and local merchants. Coordinated planning is necessary to identify suitable locations for redevelopment, provide attractive streetscape amenities and address parking constraints. In redevelopment efforts, the Borough should consider targeting the CBD to attract an anchor use(s). Assembling land necessary to achieve this objective may only be achieved through formal redevelopment. It is anticipated that a Bay Avenue Redevelopment Plan will identify the type and scale of proposed uses, the interrelationship between retail users and their associated parking needs.

It is recommended that the redevelopment process as outlined under State statute be considered for portions of the CBD district identified in Figure LU-5, Potential Redevelopment Areas.

Parking is an issue in the Central Business District, as it is in most waterfront locations throughout Highlands. New development in the District should provide off-street parking or a fee in lieu to the Borough's parking fund.

The Community Facilities Element updates the 1992 Master Plan and its recommendations to construct a new municipal complex. Rather than moving forward with the original proposal, the Borough has elected to construct a new firehouse at the intersection of Miller Street and Shore Drive. It is anticipated that the area in the municipal building vacated by the Fire Department is sufficient for the expansion of municipal services and therefore eliminates the need to construct a new municipal building.

Resort Business District (B-3)

The intent of the B-3 Resort Business District is to take advantage of through traffic along Route 36 both entering and exiting the Sandy Hook area. The B-3 district is located in a gateway location, which warrants aesthetically pleasing design and architecture. Permitted uses include hotels, motels, inns, bed and breakfasts, restaurants and commercial recreation uses. Containing only four (4) parcels on Route 36 adjacent to the Highlands Bridge, the B-3 district is limited in size. This Plan specifically recommends rezoning Block 199, Lots 4-7, which include the vacant Careless Navigator and surrounding properties from Waterfront Commercial to the Resort Business District. The continued use of this property for commercial purposes is appropriate as the reconstruction and relocation of the Highlands Bridge sixty (60) feet to the south will increase ambient noise surrounding the property. However, the uses of Lots 4-7 are inappropriate for hotels and motels. This Plan recommends removing hotels and motels as principal permitted uses in the B-3 district. Bars and taverns and retail sales and service establishments should be included as principal permitted uses in the district.

Furthermore, since hotels and motels should no longer be permitted in this district, this plan recommends renaming the Resort Business District (B-3) to Business (B) to more accurately reflect the new intent of the district.

Waterfront Transition - Residential (WT-R)

The primary purpose of the WT-R District is to recognize and to preserve existing single-family residential uses along the waterfront. Accordingly, a separation between commercial uses between the WC-1 district is created along the Waterfront. This helps retain and balance commercial and residential uses in the Borough. Veteran's Memorial Park, located directly south of the district, provides local recreation opportunities to residents in the WT-R district. This Plan recommends rezoning three (3) residential parcels of land on Beach Boulevard from Waterfront Commercial – 2 to Waterfront Transition – Residential. This change is more in character with the existing residential character of this area.

Waterfront Transitional - Commercial (WT-C)

The primary purpose of the WT-C District is to promote the marine commercial oriented development and redevelopment with a mix of employment generating, harbor-oriented and open

space uses. The WT-C district permits single and two family homes on 5,000 square foot and 7,500 square foot lots, respectively. In previous Borough Plans, portions of the district were identified as areas appropriate to be studied for redevelopment opportunities. Anticipated benefits would include;

1. An improvement in the quality of life for Highlands' residents.
2. The generation of tax ratables through the redevelopment of portions of the district.
3. To create employment and new jobs.

Figure LU-5 indicates areas within the Borough, including the WT-C district to be studied as formal redevelopment areas. Any redevelopment efforts should respond to market conditions and incorporate flexible land use options. The Borough envisions the development of a municipal marina with associated commercial and nearby residential uses. Future redevelopment of the area should be sensitive to creating linkages, where appropriate, between the District and the core areas of the Borough. In particular, a physical and visual connection to the Bay Avenue CBD should be established. In the short-term, relatively simple methods such as a way-finding signage plan may prove effective. In the long-term, more extensive improvements in the streetscape, road network and land use pattern may accomplish this goal. It is also recommended that redevelopment of the District incorporate a waterfront walkway.

This Plan recommends including townhouses as a principal permitted use at the same density as single-family residential homes within portions of the WT-C district. The area starting from the westernmost edge of the WT-C district (west of the Highlands Bridge only) to approximately two (2) parcels past the Valley Road/Fifth Street intersection is a stable single-family residential area in the Borough. From a land use planning perspective, this Plan does not recommend allowing townhouses in this area. However, from this point along the waterfront until to Inlet Cafe restaurant exists of mixture of duplexes, nonconforming triplexes and other multi-family structures mixed with commercial uses on the waterfront. The construction of townhouses at the current 4,000 square foot minimum lot size may encourage a reduction in density and possibly increase owner occupied housing, two objectives of the Borough. This Plan recommends the construction of no more than three attached units in one structure situated so they do not block views of the river.

This Plan continues to recommend the exclusion of townhouses in the WC-1 and the WT-R districts along Shrewsbury Avenue, which are stable single-family residences and waterfront businesses. The

waterfront area along Shrewsbury Avenue and Point Street has traditionally maintained a mixture of marine commercial, restaurants and residential uses. It is this mixture of uses that help create a vibrant waterfront in Highlands. This Plan recommends extending the WT-C district to North Street to expand the range of principal permitted uses in the district on parcels with limited depth.

Waterfront Commercial (WC-1 & WC-2)

The purpose of the WC-2 District is to address waterfront development opportunities and to capitalize on outstanding access to the Bay and opportunities for redevelopment in appropriate locations. The District contains numerous underutilized uses, particularly adjacent to the former Conner's Hotel, Fifth and Point Streets and the Locust and Willow street areas. It is anticipated that any redevelopment will require both off-site and on-site transportation improvements, although the extent of the improvements has not yet been determined. On-site improvements include increased parking for the Sea Streak Ferry. Traffic signalization upgrades may also be necessary.

The majority of the District is appropriate for restaurants and retail sales and service, and a hotel/banquet use may also be appropriate. Off-tract circulation is a key element of the District's redevelopment due to its size and configuration. In summary, selective areas of the Waterfront Commercial Districts have a tremendous redevelopment potential that can provide significant benefits to the Borough. These benefits include a stable tax base, employment opportunities and amenities such as recreation facilities and access to the waterfront. It is recommended that the implementation of a coordinated land use/redevelopment plan address the following:

- The mix of uses and their complementary interrelationships.
- Open space and recreational amenities that address the needs of Borough residents.
- An on-site and off-site circulation system, including mass transit, which provides sufficient access, and accommodates projected traffic volumes.

FIGURE LU-5
 POTENTIAL REDEVELOPMENT AREAS MAP



Atlantic Highlands

Gateway National Recreation Area

Middletown

Sea Bright

KEY

- Gateway Redevelopment Area
- CBD Redevelopment Area
- Waterfront Redevelopment Areas

POTENTIAL REDEVELOPMENT AREAS MAP

Highlands Borough, Monmouth County, New Jersey

Figure LU-5

TM
 ASSOCIATES

N.T.S. October 2004

Residential Professional Business District (R-B)

The primary purpose of this zone is to allow for the conversion of existing residential structures for professional office uses while preserving the historic character, scale and features of the buildings and the streetscape. Any conversion of an existing residential building should be consistent with the existing architecture. The Borough should consider revising the language of the R-B ordinance to better reflect the following provisions:

Parking - Parking areas should be screened from view of adjacent residential zones, existing residential uses and public roads by landscaping, fencing or a combination of these to create a buffer at least five (5) feet in height.

Building design and requirements - Rooftop mechanical equipment should be screened from public view by architecturally compatible materials. Ground level mechanical equipment, such as air conditioning equipment, utility boxes and meters, should be screened by landscaping, walls or fencing.

Building entrances facing a street should be retained. The visual character of buildings along street frontages and entryways should be "pedestrian friendly" and porches should not be enclosed. At no time should fire escapes be permitted on the front façade of a building.

Mixed Use District (MX)

This Plan recommends creating a new mixed use district at the westernmost section of the Borough adjacent to the waterfront. The proposed mixed use district (MX) (see Future Land Use Map) is located adjacent to a proposed county park in Atlantic Highlands. It is the intention of the MX district to encourage the creation of a mixed use community that contains a combination of townhouses, waterfront commercial and professional office space.

The MX district is designed to encourage uses that are compatible with and will benefit from the New York City ferry service, the Sandy Hook Bay Marina and open space from the County Park. Permitted residential densities in the MX district should not exceed 14 units to the acre.

GATEWAYS

There are numerous areas in Highlands that function as gateways into the Borough. These gateways are identified on the Concept Plan and are discussed in more detail in the Circulation Plan Element.

Gateways play an important role in defining the image of the Borough. Since gateways are highly visible, they should present a positive and inviting impression. This can be accomplished through landscaping, quality of design, signage and site development. The Borough should identify specific initiatives for each gateway which improve their function as an image defining entry into the Borough. The entire waterfront of Highlands acts as a gateway to the community. In an effort to retain the attractiveness of the waterfront of the Borough, parking structures should not be permitted within 400 feet of the waterfront. The placement of a parking structure is most appropriate adjacent to the cliffs in Highlands where the surrounding ridge line would assist in hiding the visual impact of the parking structure. Furthermore, all parking structures should be treated to be architecturally compatible with the buildings they serve or compatible in appearance, size, and bulk with their surroundings. One mitigation technique is to construct a mixed-use liner building along the street right-of-way to enhance pedestrian scale and act as a buffer between the parking structure and the public realm while still maintaining a setback from the waterfront. To ensure these requirements are satisfied, parking structures should be regulated as a conditional use on parcels greater than five (5) acres in size.

DEVELOPMENT ALONG THE WATERFRONT

This Plan recognizes the waterfront area as one of Highlands' greatest assets. A key guiding principle or philosophy of this Plan is to encourage the development of land use regulations that maximize the view corridor to the waterfront.

TRANSIT VILLAGE INITIATIVE

The New Jersey Department of Transportation (NJDOT) and NJ Transit oversee a multi-agency Smart Growth partnership known as the Transit Village Initiative. The Transit Village Initiative is designed to assist in the process of redeveloping and revitalizing communities around transit facilities. One goal of the transit village initiative is to make communities a more appealing choice for people to live, work and play, thereby reducing reliance on the automobile.²

According to NJ DOT the benefits of becoming a designated Transit Village are as follows:

- State of New Jersey commitment to the municipality's vision for redevelopment
- Coordination among the state agencies that make up the Transit Village task force.
- Priority funding from some state agencies
- Technical assistance from some state agencies
- Eligibility for grants from annual \$1 million in NJDOT's Transit Village funding

According to NJDOT special criteria are used to determine if a municipality is ready to be designated a Transit Village. The criteria are:

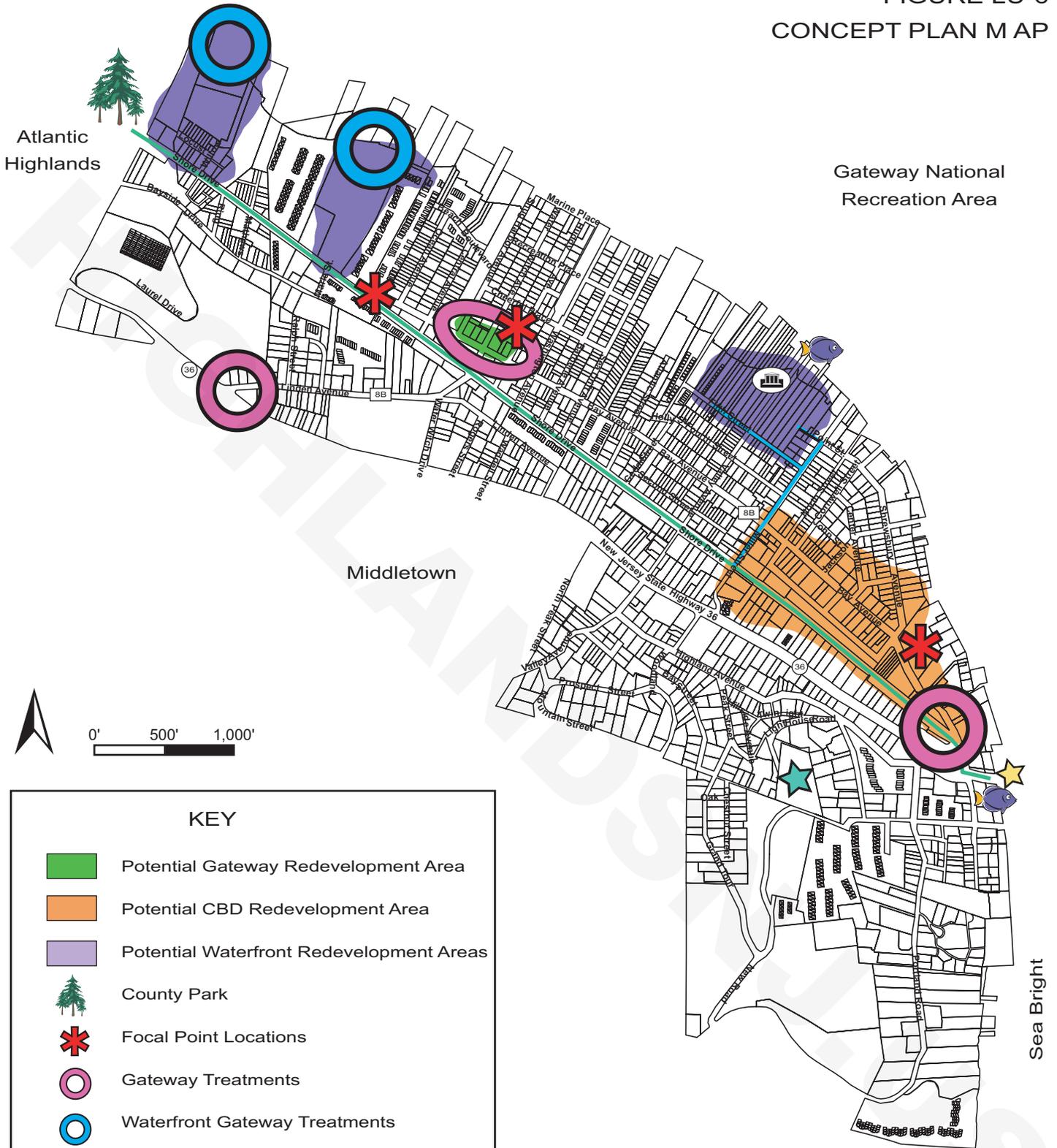
- “A good Transit Village candidate must make a commitment to grow in jobs, housing and population.
- A designated Transit Village must have a transit facility. This can be a rail or light rail station, ferry terminal, a bus hub or bus transfer station.
- The candidate for Transit Village designation must have vacant land and/or underutilized or deteriorated buildings within walking distance of transit where redevelopment can take place.
- A Transit Village candidate must have an adopted land-use strategy for achieving compact, transit-supportive, mixed-use development within walking distance of transit. This can be in the form of a redevelopment plan, zoning ordinance, master plan or overlay zone.
- The candidate must have a strong residential component. This can include mid-rise buildings, townhouses or apartments over first-floor businesses. A wide variety of housing choices within walking distance of transit helps to support transit ridership.

² New Jersey Department of Transportation. Transit Friendly Village Initiative, <http://www.state.nj.us/transportation/community/village/index.shtml>

- A good candidate will have "ready-to-go" projects. This means at least one transit-oriented project that can be completed within three years.
- In order for a municipality to succeed as a Transit Village, it should demonstrate pedestrian and bicycle friendliness. This means clear, direct pathways from the transit station to shops, offices, surrounding neighborhoods and other destinations.
- The candidate should provide commuter parking for residents and non-residents. A Transit Village should also strive to reduce parking requirements near transit stations and implement shared parking solutions wherever possible.
- The candidate should support local arts and culture. This brings vibrancy and activity to a community. Designating an arts, antique or restaurant district helps make a Transit Village a destination.
- The candidate should support the historic and architectural integrity of the community by ensuring that new buildings blend in with the existing buildings. This can be done with architectural design guidelines that govern new building facades, window replacements, awnings, lighting and signs.”

This Plan specifically recommends applying to NJDOT seeking a transit village designation.

FIGURE LU-6
CONCEPT PLAN M AP



KEY

-  Potential Gateway Redevelopment Area
-  Potential CBD Redevelopment Area
-  Potential Waterfront Redevelopment Areas
-  County Park
-  Focal Point Locations
-  Gateway Treatments
-  Waterfront Gateway Treatments
-  Potential Municipal/Public Use
-  Public Fishing Piers
-  Twin Lights National Landmark
-  Rt. 36 Bridge
-  Heritage Trail
-  Waterfront Connection

CONCEPT PLAN MAP

Highlands Borough, Monmouth County, New Jersey
Figure LU-6



1"=1000'

October 2004

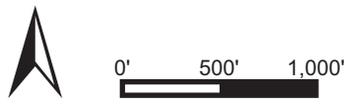
FIGURE LU-7
FUTURE LAND USE MAP

Atlantic
Highlands

Gateway National
Recreation Area

Middletown

Sea Bright



KEY

- Neighborhood Business (NB)
- Highway Oriented Neighborhood Business (HO)
- Central Business (CBD)
- Business (B)
- Multi-family (MF)
- Mobile Home Parks (MH)
- Single-family detached (Min. Lot Area 3,750 sq.ft.) (SF-1)
- Single-family detached (Min. Lot Area 4,000 sq.ft.) (SF-2)
- Single-family detached* (Min. Lot Area 5,000 sq.ft.) (SF-3)
- Single-family detached (Min. Lot Area 5,000 sq.ft.) (SF-4)
- Single-family detached (Min. Lot Area 7,500 sq.ft.) (SF-5)
- Single-family detached (Min. Lot Area 14,000 sq.ft.) (SF-6)
- Professional Business (PB)
- Riparian (R)
- Waterfront Commercial (WC)
- Waterfront Transition Commercial (WT-C)
- Waterfront Transition Residential (WT-R)
- Parks/Open Space (P/O)
- Public/Quasi-Public (P/Q)
- Mixed-Use (MX)

* The Single-family detached (Min. Lot Area 5,000 sq. ft.) future land use classification, due to existing conditions, is appropriate for more reduced front and side yard provisions than are permitted in the "other" 5,000 sq. ft. land use classification.

FUTURE LAND USE MAP
Highlands Borough, Monmouth County, New Jersey
Figure LU-7

1"-1000' October 2004

ADDITIONAL LAND USE RECOMMENDATIONS

To implement this Master Plan, the following are recommended revisions to the Borough's Land Development Ordinance to be considered by Mayor and Council.

Specific Changes Recommended for the Land Development Ordinance:

1. Rezone Block 101, Lots 18-29, Block 102, Lots 1-9, 30 & 30.02 which are locally known as the Sandy Hook Bay Marina, the mobile home park located on the Atlantic Highlands Border and single-family residential properties on Locust Street and Shore Drive to Mixed Use (see narrative in Land Use Plan Element).
2. Rezone portions of the waterfront from Atlantic Street to South Street to WT-C to permit both commercial uses and residential uses on the waterfront.³
3. Rezone Block 98, Lots 2, 3 & 5.01 to Waterfront Transition Residential (WT-R) (three lots adjacent to the former Long Johns restaurant) to be consistent with existing conditions.
4. Discuss the inclusion of additional permitted uses for the Mobile Home Park (Shadow Lawn) to allow the mobile home park to evolve into a land use more consistent with surrounding land uses over time.
5. Rezone areas of the B-1 district located on Route 36 to Highway Oriented Neighborhood Business (HO), with flexible bulk provisions designed to better regulate commercial uses on a state highway.
6. This Plan specifically recommends rezoning Block 199, Lots 4-7, which includes the vacant Careless Navigator and surrounding properties from Waterfront Commercial to the Resort Business District. The continued use of this property for commercial purposes is appropriate as the reconstruction and relocation of the Highlands Bridge sixty (60) feet to the south will increase ambient noise surrounding the property. However, the uses of Lots 4-7 are inappropriate for hotels and motels. This Plan recommends removing hotels and motels as principal permitted uses in the B-3 district. Bars and taverns and retail sales and service establishments should be included as principal permitted uses in the district.
7. Expand the R-2.03 district to include areas on the south side of Shore Drive currently in the B-2 (Now called CBD) district.

³ The Borough may wish to consider grandfathering in existing residential uses rather than permitting residential uses by right on the waterfront. This may lead to a conversion of the waterfront from commercial to residential.

8. Extend the B-2 (now called CBD) district one (1) lot the northeast (north side of Bay Avenue) to better reflect existing conditions.
9. Rename the portion of the B-1 district near Water Witch Avenue and Bay Avenue to Neighborhood Business (NB) to be more indicative of the districts intent.
10. Rezone the former Long John's Restaurant site and parking lot from Waterfront Commercial to MF Residential. The Zoning Board of Adjustment approved an application for a residential use, which has been constructed. Such a change would create zone plan in compliance with existing conditions.
11. Update the permitted use schedule to list all zoning districts (several residential districts have been omitted).
12. Consider adding a floor area ratio (FAR) requirement to control the intensity of both residential commercial properties.
13. Although the Borough Council recently revised the Building Height definition in March 2004, this Plan specifically recommends revising the definition of Building Height, so that the vertical measurement is taken from existing conditions to discourage the filling of property adjacent to residential structures. For preexisting bungalow colonies, the Borough should consider requiring that the height not exceed 24 feet above the base flood elevation, if the structure is elevated in compliance with the flood elevation code. Ordinance revisions are intended to allow for reasonable expansion while preserving the surrounding character of the area.
14. A complete overhaul to the Borough's sign ordinance should be undertaken. Areas of emphasis include appropriate commercial signage along Bay Avenue, the waterfront commercial districts and Highway 36.
15. The zoning ordinance should be amended to indicate densities in all residential zoning districts.
16. The provision in Section 21-88 4a for a single-family and two-family use should be removed from the ordinance or amended to a pre-existing single and two-family home.
17. Require a "Framing Survey" as a requirement that is signed and sealed by a licensed surveyor. Such a survey should indicate whether the foundation walls and framing height for each development are in compliance with the ordinance for each particular zoning district.
18. Consider rezoning the portion of the R-1.03 district on the north side of Shore Drive at the western end of the Borough to R-2.03.

19. Create standards to guide development within bungalow colonies to address complex issues that include: ownership (no lot lines), setbacks, flood mitigation, fire separation.
20. Codify the Borough's ordinance and consider establishing a continuing services contract to ensure that Borough ordinances are continually kept up to date.
21. Include a legible zone district map within each Land Development Ordinance.
22. Update the fee schedule for application and review fees consistent with neighboring communities.
23. Update the Zoning District schedule to be consistent with the Bulk and Area Schedule. Currently, several districts are not included in the Zoning District Schedule. These include: R-1.01, R-1.02, R-1.03, R-2.01, R-2.02 and R-2.03.
24. Create a new ordinance and user friendly manual that clearly articulates guidelines for raising housing out of the floodplain. Such an ordinance should provide a purpose statement and indicate when a variance is required.
25. Ordinance 21-121A(2) requires the Planning Board to review the portion of all applications when flood plain relief is sought. The Borough should consider changing the provisions of the ordinance to allow the Board of initial jurisdiction to review the floodplain issue to promote "one stop shopping". Otherwise, applicants are required to seek approvals from both Boards of jurisdiction.
26. Revise/clarify the flood plain ordinance requirements to provide better guidance to the Planning Board, Zoning Board and Construction Department to determine when a variance is required.
27. Update the Borough's Ordinance regarding the length of time that a 200 foot property list is valid in accordance with the Municipal Land Use Law.
28. Eliminate duplexes as a permitted use in the R-2.03 district.
29. Eliminate lumberyards and landscaping sales and large lot service businesses as permitted uses in the B-2 district.
30. Revise the ordinance to limit the number of consecutive attached townhouses. Create specific regulations for townhouses which:
 - Maximize views to the waterfront from the public realm;
 - Are constructed at a height that is compatible with surrounding properties;
 - Are architecturally compatible with surrounding properties; and

- Encourage the creation of townhouse that resemble a manor home or could pass for a single-family structure.
31. Requirements for crushed stone parking lots should be created that include standards for:
- Methods of establishing spacing;
 - The type of stone used;
 - Meets CAFRA standards;
 - Grade preparation and material installation; and
 - Methods of retaining stone within the property.

The following are general land use recommendations:

Residential Site Improvement Standards (RSIS)

The Residential Site Improvement Standards were adopted by New Jersey in January 1997 and revised December 16, 2002. RSIS governs any site improvements carried out in connection with a residential development application. According to the Statute, the standards are intended to create uniform development guidelines and ensure predictability. The rules supersede municipal standards for residential development and took effect on June 3, 1997.

It is recommended that the amended Land Development Ordinance be updated to be consistent with RSIS.

Group Homes

In January 1998, the Municipal Land Use Law was amended to address group homes in residential districts. N.J.S.A. 40:55D-66.1 states that:

“Community residences for the developmentally disabled, community shelters for victims of domestic violence, community residences for the terminally ill and community residences for persons with head injuries shall be a permitted use in all residential districts of a municipality, and the requirements therefore shall be the same as for single-family dwelling units located within such districts.”

This change should be incorporated into the Zoning and Land Development Ordinance.

Assisted Living Residences (ALR)

The Statewide trend towards an increasingly aging population is evident in Highlands and Monmouth County. The proportion of the population that is more than 65 years old is 11.3 percent and 12.5 respectively. To allow seniors to age in place, there is a need to address the needs of senior citizens and improve their quality of life. Assisted living residences are high-density residential facilities which provide an alternative living arrangement for the elderly in poor health who are unable to live independently. It is recommended that Assisted Living Residences be permitted as a conditional use in the Multi-Family District (MF) where they would be compatible with the surrounding areas.

Religious Institutions

In September 2000, the Religious Land Use and Institutionalized Persons Act was approved in the U.S. House and Senate and subsequently signed by the President. The law substantially changes the extent of local review a community has on development applications of religious institutions. The Township should continually monitor the outcome(s) of this new regulation.

Child Care

Amendments to the Municipal Land Use Law govern the regulation of childcare and day-care facilities. Pursuant to the MLUL, these uses are permitted in any non-residential district. The Township's Zoning and Land Development Ordinance should be reviewed for consistency with the Statute.

HOUSING PLAN ELEMENT

INTRODUCTION

The Housing Plan Element for Highlands Borough is based upon the requirements of the Fair Housing Act (N.J.S.A. 52:27D-310), the Municipal Land Use Law (N.J.S.A. 40:55D-28), and the revised New Jersey Council on Affordable Housing (COAH) Procedural Rules (N.J.A.C. 5:91) and COAH Substantive Rules (N.J.A.C. 5:93) which became effective on June 6, 1994. The Housing Plan Element is designed to achieve a goal of access to a variety of housing to meet municipal and regional housing needs with particular attention to low and moderate income household housing needs.

Highlands Borough is located in the Bay Shore Region of Monmouth County and acts as the gateway to Sandy Hook. The Borough has a land area of 0.71 square miles and is located on Sandy Hook Bay. In addition to the Borough's existing land use regulations, the Coastal Area Facility Review Act (CAFRA), places additional regulations over the Borough. The Borough maintains both public water and sanitary sewer throughout its limits. The New Jersey State Development and Redevelopment Plan (SDRP) identifies the Borough as Metropolitan (98%) and Parkland (2%).

The New Jersey Council on Affordable Housing (COAH) is the state agency responsible for identifying housing regions and estimating low and moderate income housing needs for the State and allocating these needs to municipalities. COAH has designated six Housing Regions in the State. Highlands Borough is located in the East Central Housing region that includes Ocean, Monmouth and Mercer Counties. Highlands Borough prepared a housing plan element in 1988, which was not certified by COAH.

The Council on Affordable Housing developed a methodology for determining "housing need" which is comprised of three major components: "indigenous need", "reallocated present need" and "prospective need". "Indigenous need" consists of existing housing units with physical deficiencies such as heating, plumbing, roofing, etc. that are occupied by low and moderate income households based upon statistical data from the 1990 U.S. Census of Housing. "Reallocated present need" is a portion of the Housing Region total number of deficient housing units occupied by low and moderate income households that have been redistributed from urban aid municipalities to designated suburban municipalities. "Prospective need" is a projection of low and moderate income housing needs based on development

and growth, which is projected to occur in the housing region. The distribution of reallocated present need and prospective need housing for low and moderate income housing to individual municipalities is based upon a methodology adopted by COAH which incorporates regional shares of non-residential ratables, an income factor and a factor that is sensitive to vacant land weighted by the State Development and Redevelopment Plan Planning Areas.

Based on Procedural and Substantive Rules of the New Jersey Council on Affordable Housing, Highlands Borough has a cumulative fair share housing obligation, or "precredited need," for the period 1987 - 1999 of 48 low and moderate income housing units. The obligation consists of a 27-unit "rehabilitation component," which addresses the Borough's indigenous housing need (existing substandard housing units occupied by low and moderate income households), and an 21-unit "new construction component," which addresses the present and prospective need for new affordable housing units in the Borough.

HOUSING STOCK CHARACTERISTICS

Housing stock characteristics include the number and type of housing units, occupancy/household characteristics, age (the year the structure was built), condition of units, purchase or rental value of units and units affordable to low and moderate income housing. Table 1, "Housing Characteristics - 2000 Borough of Highlands" summarizes these characteristics which are based upon the 2000 U.S. Census. Each of the characteristics is described below.

Number, Type and Ownership of Housing Units

Highlands Borough had 2,820 housing units in 2000 according to the 2000 U.S. Census. This is a decrease of 70 units since the 1990 Census, which reported a total of 2,890 units. In 2000, 370 units or 13.1 percent were listed as vacant. In 2000, 55.1 percent of the 2,450 occupied housing units in Highlands Borough were owner occupied and 44.9 percent of the Borough occupied housing units were renter occupied. This high renter occupied percentage of 44.9 percent is likely attributed to seasonal summer rentals rather than year round rentals.

Occupancy/Household Characteristics

According to the 2000 Census, Highlands Borough had a total of 2,450 households and 202 seasonal, recreational or occasional use housing units. Of the total number of occupied households 1,470 or 52.1 percent were single family households, 236 or 8.4% were two-family units, 173 or 6.1 percent were 3 to 4 family units, 525 or 18.6% were 5 to 19 multi-family units, 254 or 91 percent were 20 or more unit multi-family units and 162 or 5.7% were mobile homes.

Householders 65 years of age or older accounted for 450 or 18.3 percent of the households in Highlands Borough in 2000.

Age of Housing

The Highlands Borough housing stock is aging having 58.1 percent of the housing stock constructed before 1970. The median housing age of 1962 is equal to the State median age of 1962. Over 23 percent of housing units were constructed in 1939 or earlier. Between 1940 and 1959, 686 units were constructed which accounts for 24.3 percent of the current housing stock. Between 1960 and 1969, 292 units or 10.4 percent of the housing stock was constructed. Between 1970 and 1979, 509 housing units or 18.0 percent of the total was constructed, representing the second highest recorded period of growth. Between 1980 and 1989, 516 units or 18.3 percent of housing units were constructed, a consistent pattern of growth from the previous decade. From 1990 to 2000, 157 units were constructed accounting for 5.6 percent of the total, the lowest recorded number of units constructed since 1939. This is partially attributed to the national occurrence of minimal housing starts in the early 1990's and a lack of vacant developable land in the Borough.

TABLE 1
HOUSING CHARACTERISTICS 2000
BOROUGH OF HIGHLANDS

	Number	Percent of Total
I. HOUSING UNITS		
Number of units	2,820	N/A
Occupied Housing Units	2,450	N/A
Number of units (1990)	2,890	N/A
Vacant Housing Units	370	N/A
Vacancy Rate	13.1%	N/A
II. OCCUPANCY/HOUSEHOLD CHARACTERISTICS		
Number of Households	2,450	N/A
Average Household Size	2.08	N/A
Family Household	1,194	48.7%
Non-Family Household	1,256	51.3%
Householders 65 +	450	N/A
Seasonal, Recreational or Occasional Use	202	N/A
Owner Occupied	1,349	55.1%
Renter Occupied	1,101	44.9%
III. YEAR STRUCTURE BUILT		
1999 - March 2000	9	0.3%
1995 - 1998	53	1.9%
1990 - 1994	95	3.4%
1980 - 1989	516	18.3%
1970 - 1979	509	18.0%
1960 - 1969	292	10.4%
1940 - 1959	686	24.3%
1939 or earlier	660	23.4%
Total	2,820	100.0%
IV. CONDITION OF UNITS*		
Lacking complete plumbing facilities	8	N/A
Lacking complete kitchen facilities	0	N/A

2000 & 1990 Census data

TABLE 1 (continued)
HOUSING CHARACTERISTICS - 2000
BOROUGH OF HIGHLANDS

	Number	Percent of Total
V. HOUSING VALUE - (Owner Occupied Units)*		
\$300,000 and up	66	6.7%
\$200,000 - \$299,999	89	9.1%
\$150,000 - \$199,999	246	25.1%
\$100,000 - \$149,999	359	36.6%
\$50,000 - \$99,999	200	20.4%
\$0 - \$50,000	20	2.0%
Total	980	100.0%
Median Value	\$107,300	
VI. MONTHLY RENTS - (Rental Occupied Units)*		
\$1,500 or more	21	1.9%
\$1,000 - \$1,499	180	16.5%
\$750 - \$999	350	32.1%
\$500 - \$749	303	27.8%
\$300 - \$499	146	13.4%
\$200 - \$299	42	3.8%
Less than \$200	23	2.1%
No Cash Rent	26	2.4%
Total	1091	100.0%
Median Monthly Rent	\$760	

*2000 Census data

SOURCE: U.S Bureau of Census 2000

COMPILED BY: T & M ASSOCIATES

Condition of Units

The housing stock in Highlands Borough had a low number of substandard units according to the 2000 Census. The 2000 Census indicates that Highlands had no units lacking complete kitchen facilities and eight (8) units lacking complete plumbing facilities.

Owner Occupied Housing Value and Rental Rates

The 2000 median value of the owner occupied housing units in Highlands Borough was \$107,300. Of this total, 20 or 2.0 percent had a value less than \$50,000, 200 or 20.4 percent had a value between \$50,000 and 99,000, 359 units or 36.6 percent had a value between \$100,000 and \$149,000, 246 or 25.1 percent had a value between \$150,000 and \$199,000, 89 or 9.1 percent had a value between \$200,000 and \$299,999 and 66 or 6.7 percent had a value of \$300,000 or greater.

The 2000 median gross monthly rent was \$760 for rental housing units in Highlands Borough. Of the 1,091 renter occupied units reporting monthly rental rates, 26 units or 2.4 percent had a no cash rent, 23 had a monthly rate less than \$200, 42 had a monthly rate between \$200 and \$299, 146 units had a monthly rental rate between \$300 and \$499, 303 units had a monthly rental rate of between \$500 and \$749, 350 units had a monthly rental rate of \$750 - \$999 and 201 units had a monthly rental rate of \$1,000 or more.

Affordability to Low and Moderate Income Households

Rental and owner occupied housing affordable to low and moderate income households were determined using the 2003 Regional Income Limits, 2000 U.S. Census data and COAH assumptions on the amount low and moderate income households can afford for housing based on a percentage of their income.

Rental housing affordable to low and moderate income households in 2000 can be extrapolated from the 2000 Census data assuming renter households spend a maximum of 30 percent of their income for rent based on COAH regulations. According to the Census, there are 570 one (1) bedroom rental apartments, 331 two (2) bedroom rental apartments and 131 three (3) or more bedroom rental apartments in the Borough.

Owner Occupied Housing

As described in Table 2, a total of 644 owner-occupied households or 67.1 percent of homeowners were spending less than 30 percent of their income for housing costs. The criteria for housing affordability is that no more than 30 percent of the gross income should be allocated for housing costs.

Table H-2		
Monthly Owner Costs As A Percentage of Household Income, 1999		
Highlands Borough		
	<i>Number</i>	<i>Percent</i>
Less than 15%	209	21.8%
15% to 19.9%	208	21.7%
20% to 24.9%	94	9.8%
25% to 29.9%	133	13.9%
30% or more	315	32.8%

Source: U.S. Census, 2000. (0.8% of households were not computed)
STF-3 Sample Data

Renter Occupied Housing

Table 3 indicates the gross rent paid by a tenant as a percentage of household income. As indicated in Table 3 there were 461 households or 44.3 percent who paid 30 percent or more of their gross income for housing costs. Accordingly, based upon this evaluation, 55.7 percent of rental housing is affordable to low or moderate income individuals.

	<i>Number</i>	<i>Percent</i>
Less than 15%	213	20.5%
15% to 19.9%	167	16.1%
20% to 24.9%	102	9.8%
25% to 29.9%	97	9.3%
30% or more	461	44.3%

Source: U.S. Census, 2000. (4.9% of households were not computed)
STF-3 Sample Data

Rental and owner occupied housing affordable to low and moderate income households was determined using the 2003 Regional Income Limits, 2000 U.S. Census data and COAH assumptions to determine the amount of money low and moderate income households can afford for housing based on a percentage of their income.

According to the Census, 526 out of the 2,454 households had a household income of less than \$50,000 dollars.

Housing Construction: 1980 – 2002

Table 2, "Residential Construction and Demolition Permits - Highlands Borough", lists the number of building permits and demolition permits reported to the New Jersey Department of Labor annually from 1980 through November 2002.

A review of building and demolition permits from 1980 through August 2003 indicates that a total of 411 building permits were authorized. The peak construction year for this period was 1980 when 112 building permits were authorized. From 1980 – 1988, 321 out of the 411 permits issued or 78% were issued during this 9-year period. This trend is somewhat normal for most New Jersey communities during this time frame when a proportionally higher period of growth occurred in the late 1980's. From 1989 to August 2003, 90 building permits were issued for new units, an average of 6.1 permits per year. During the period from 1989 to 1997, 18 permits were issued, an average of two (2) permits per year. Building permits issued increased from 1998 to 2003, when 72 permits were issued. This is an average of almost 13 permits per year, which is below the 23 year average of 17 permits per year.

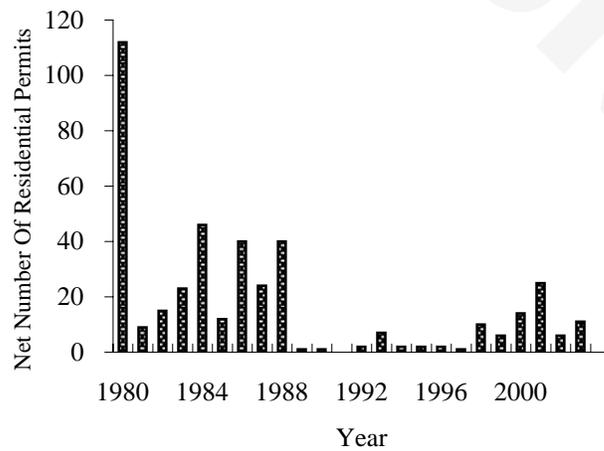
PROJECTIONS OF HOUSING STOCK 1999-2006

The total number of year-round housing units in Highlands Borough increased by 11.1 percent between 1980 (2,599 units) and 1990 (2,890 units) and decreased by -(2.4) percent from 1990 to 2000 (2,820 units). Linear regression analysis based upon historical growth trends from 1980 to 2000 would indicate continued growth in the Borough housing stock ranging from 6 to 17 new units per year using 1980 to 2002, 1985 to 2002, 1990 to 2002 and 1995 to 2002 housing regression trends (see Table 3, "Housing Stock Projections"). As depicted in the Graph within Table 2 "Residential Construction and Building Permits", since 1988, there has been a sharp decline in the number of building permits approved. Based upon the 1995 - 2002 trend of housing units, new housing construction in Highlands Borough would continue to marginally increase in the future. Accordingly, the number of housing units in 2006 will most likely remain lower than the 2,890 housing units that existed in 1990.

Actual housing construction is dependent on a variety of factors over which the Borough has little control including financing, marketing and builder timing.

**TABLE 4
RESIDENTIAL CONSTRUCTION
BOROUGH OF HIGHLANDS**

Year	Building Permits
1980	112
1981	9
1982	15
1983	23
1984	46
1985	12
1986	40
1987	24
1988	40
1989	1
1990	1
1991	0
1992	2
1993	7
1994	2
1995	2
1996	2
1997	1
1998	10
1999	6
2000	14
2001	25
2002	6
2003 (1 thru Aug)	11
TOTAL	411



*SOURCE: New Jersey Department of Labor, Building Permit Sumaries.
COMPILED BY: T&M ASSOCIATES.*

**TABLE 5
HOUSING STOCK PROJECTIONS
BOROUGH OF HIGHLANDS**

TRENDS				
YEAR	1980-2000	1985-2000	1990-2000	1995-2000
1980	2,599	2,599	2,599	2,599
1990	2,890	2,890	2,890	2,890
2000	2,820	2,820	2,820	2,820
2001	2,837	2,831	2,826	2,828
2002	2,855	2,842	2,832	2,837
2003	2,872	2,853	2,838	2,845
2004	2,890	2,863	2,844	2,853
2005	2,907	2,874	2,850	2,861
2006	2,924	2,885	2,856	2,870

TREND YEARS	PROJECTED MEAN YEARLY CHANGE
1980-2002	17
1985-2002	11
1990-2002	6
1995-2002	8

*SOURCES: Trends based upon New Jersey Department of Labor, Division of Planning & Research.
Residential Building Permits: Yearly Summaries 1980 - 2000*

COMPILED BY: T & M ASSOCIATES

DEMOGRAPHIC CHARACTERISTICS

Table 4, "Demographic Characteristics - 2000 Highlands Borough" indicates total population by age cohort and income level by household.

Population

According to the U.S. Census, Highlands' 2000 population was 5,097 persons. Of this total, 259 persons or 5.1 percent were classified as pre-school age 0-4 years. School age children age 5-19 years accounted for 792 persons or 15.5 percent of the total. Working age 20-64 year old persons accounted for 3,470 persons or 68.1 percent of the Borough population. Seniors aged 65 and older accounted for 576 persons or 11.3 percent of the Borough population.

Income Level

Per capita income within the Borough in 1999 was \$29,369 while the median household income was \$50,985. A total of 599 households, or 24.4 percent of the households reported income of less than \$25,000. A total of 303 households in 1999 or 12.3 percent of the households reported income between \$25,000 and \$34,999. A total of 438 households reported incomes between \$35,000 and \$49,999 or 25.1 percent and a total of 534 households reported incomes between \$50,000 and \$74,999 or 21.8 percent. A total of 222 households reported incomes of \$75,000 - \$99,999 or 9.1 percent. A total of 183 households reported incomes of between \$100,000 and \$149,999 and 170 households reported incomes of \$150,000 or more, which is equivalent to 7.4 percent and 6.9 percent respectively.

EXISTING AND FUTURE EMPLOYMENT CHARACTERISTICS

Characteristics of the Highlands Borough labor force are presented in Table 5, "Employment Characteristics - 1999 Highlands Borough." In 1999, the New Jersey Department of Labor reported a total of 613 private sector jobs in the Borough.

According to Table 6, Private Sector Covered Employment, 1994 to 1999, a total of 226 jobs were created during this time period, which represents an increase greater than 36 percent compared to a 9.1 percent increase at the County level.

As indicated in Table 6, the population to jobs ratio in 2000 ranged from 2.5:1 to 6:1 for the three counties in the Highlands housing region. Highlands Borough's population to job ratio is 6.0:1.

Based upon employment growth rates from 1994 to 1999, future employment was projected to 2020. As indicated in Table 5, forecasted employment in the Borough to 2005 is 909 jobs and 1,039 jobs to 2020. However, this population forecast is based upon prior trends and does not anticipate changes in land use policy and other market forces.

TABLE 6
DEMOGRAPHIC CHARACTERISTICS - 2000
BOROUGH OF HIGHLANDS

2000 Census

	Number	Percent of Total
POPULATION AGE		
Preschool (0 - 4 Yrs.)	259	5.1%
School Age (5 - 19 Yrs.)	792	15.5%
Working Age (20 - 64 Yrs.)	3,470	68.1%
Seniors 65 +	576	11.3%
Total	5,097	100.0%

SOURCE: U.S Bureau of Census -2000

COMPILED BY: T & M ASSOCIATES

2000 Census

1999 INCOME LEVEL (HOUSEHOLDS)

Less than \$10,000	211	8.6%
\$10,000 - \$14,999	175	7.1%
\$15,000 - \$24,999	213	8.7%
\$25,000 - \$34,999	303	12.4%
\$35,000 - \$49,999	438	17.9%
\$50,000 - \$74,999	534	21.8%
\$75,000 - \$99,999	222	9.1%
\$100,000 - \$149,999	183	7.5%
\$150,000 - \$199,999	128	5.2%
\$200,000 or more	42	1.7%
Total	2,449	100.00%

1999 Median household income = \$45,692

1999 Per capita income = \$29,369

SOURCE: U.S Bureau of Census 2000 Summary Tape File 3.

COMPILED BY: T & M ASSOCIATES

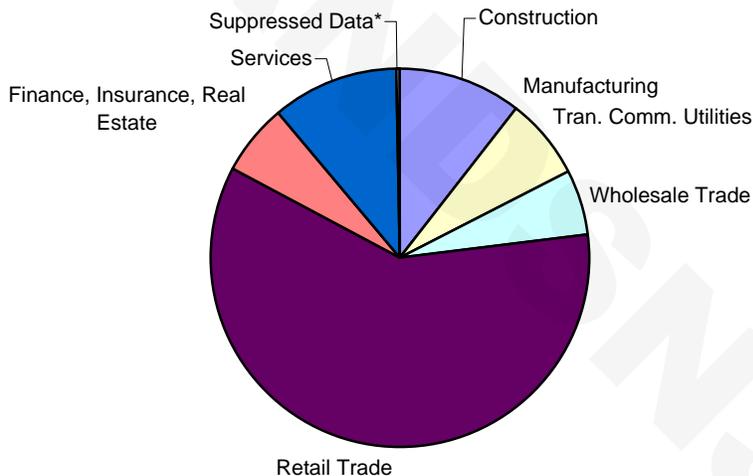
TABLE 7
PRIVATE SECTOR EMPLOYMENT CHARACTERISTICS - 1999
BOROUGH OF HIGHLANDS

Broad Industry Division	Number	Percent of Total
Ag. For. Fish. Min. Unc.	0	0.0%
Construction	64	10.4%
Manufacturing	0	0.0%
Tran. Comm. Utilities	43	7.0%
Wholesale Trade	34	5.5%
Retail Trade	366	59.7%
Finance, Insurance, Real Estate	38	6.2%
Services	67	10.9%
Suppressed Data*	1	0.2%
TOTAL	613	100.0%

**Data have been suppressed for industries with few units or where one employer is a significant percentage of employment or wages of the industry .*

SOURCE: New Jersey Department of Labor - 1999 Annual Private Sector Report Municipalities by Industry.

COMPILED BY: T & M ASSOCIATES



NUMBER OF REPORTED AND FORECASTED JOBS IN HIGHLANDS BOROUGH

Year	Number
1999	613
(Projected) 2005	909
(Projected) 2020	1,039

SOURCE: New Jersey Department of Labor - 1999 Annual Private Sector Report Municipalities by Industry and 1998 Monmouth County Cross Acceptance Report

COMPILED BY: T & M ASSOCIATES

Table H-8						
Private Sector Covered Employment, 1994 to 1999						
Borough of Highlands and Monmouth County						
	<i>Highlands Borough</i>			<i>Monmouth County</i>		
	<i>Number</i>	<i>Difference</i>		<i>Number</i>	<i>Difference</i>	
<i>Year</i>	<i>of Jobs**</i>	<i>Number</i>	<i>Percent</i>	<i>of Jobs**</i>	<i>Number</i>	<i>Percent</i>
1994	627	---	---	175,765	---	---
1995	629	+2	+0.3%	179,137	+3,372	1.9%
1996	834	+205	+32.5%	181,804	+2,667	1.5%
1997	1,049	+215	+25.7%	184,804	+3,000	1.6%
1998	875	-(174)	-(16.5)%	188,836	+4,032	2.2%
1999	853	-(22)	-(2.5)%	191,804	+2,968	1.6%
Employment Change, 1994-1999		+226	+36.0%		16,039	+9.1%
<i>Population to Jobs Ratio, 1999-2000</i>						
<i>Area</i>	<i>2000 Population*</i>		<i>1999 Covered Employment **</i>		<i>Population to Jobs</i>	
<i>Borough of Highlands</i>	5,097		853		6.0	
<i>Ocean County</i>	510,916		103,708		4.9	
<i>Monmouth County</i>	615,301		191,804		3.2	
<i>Mercer County</i>	350,761		140,556		2.5	
<i>Source: * U.S. Census, 2000. ** N.J. Department of Labor, Private Sector Covered Jobs (3rd Quarter, 1994-1999.</i>						

DETERMINATION OF PRE-CREDITED PRESENT AND PROSPECTIVE FAIR SHARE NEED

Highlands Borough was allocated a fair share housing precredited need of 48 low and moderate income housing units as calculated by the New Jersey Council on Affordable Housing and presented in a report entitled "Municipal Number Summary - 1993 - 1999 Low and Moderate Income Housing Needs Estimates by County" dated October 11, 1993. The methodology established by the New Jersey Council on Affordable Housing allocates present and prospective housing needs for all municipalities within New Jersey.

HOUSING POLICY

Highlands Borough encourages development of housing that will be compatible with existing residential neighborhoods, with environmental resources and constraints, with the availability of infrastructure, and with the need to maintain adequate levels of public services. The Borough will satisfy its constitutional obligation to create realistic opportunities for the provision of its fair share of the region's low and moderate income housing needs within the guidelines and regulations established by the New Jersey Council on Affordable Housing. Housing development within Highlands occurs within established residential areas as infill development in the form of single-family residential on lots ranging from 3,000 to 14,000 square feet, condominiums and medium density apartments. The Borough anticipates continuing the existing scale of development consistent with the State Development and Redevelopment Plan. The Borough encourages the development of group homes and senior citizen housing in the form of redevelopment and infill development adjacent to community facilities. The following sections address Highlands Borough's cumulative affordable housing obligation for the period 1987 to 1999 in the form of a compliance plan, which identifies the various housing obligation requirements established by COAH.

Targeted Goals

1. Preserve established residential character wherever possible by preventing the intrusion of incompatible commercial and industrial uses and promoting the rehabilitation of substandard units.
2. Provide a broad range of housing to meet the needs of all residents including low and moderate income housing, middle-income housing and market rate or luxury housing.

3. Encourage the development of housing that is affordable to younger couples and families seeking to remain in, or move to, the Borough.
4. Promote the development of senior citizen housing that enables older residents to “age in place” including independent living, assisted living and congregate care housing.
5. Acknowledge the role of the Highlands Housing Authority in providing housing that is affordable to low and moderate income residents of the City.
6. Recognize the potential of selected vacant, underutilized or deteriorated properties for in-fill residential development.
7. Identify commercial and industrial properties that are suitable for adaptive reuse and encourage their redevelopment for mixed use with housing on upper floors.
8. Reestablish a housing rehabilitation program in the Borough.

Objectives

1. *Create an inspection program for rental units.*

Through the existing Borough records, important information for each rental unit is maintained such as the number of bedrooms in each unit, the property owner and the name of the party responsible for property management. This information is useful for tracking changes in occupancy, but also to implement an inspection program.

Inspections, in all units, should take place at the change of occupant or annually, whichever comes first.

Inspections should include, at a minimum, a review of all zoning codes and building codes. While this program may take a few years to implement, the Borough should strive to hire inspectors and install additional computer software to further track the process, such as a Geographic Information System (GIS).

2. *Implement a pro-active code enforcement program.*

Improving the quality of housing in Highlands requires an effort on the part of code enforcement officials to identify substandard housing and to encourage improvement efforts. To achieve the goal of code enforcement, actions must be undertaken throughout the Borough

with particular emphasis on substandard multi-tenant units. To achieve this task, improvements to the department should be made in a comprehensive fashion, including the hiring of additional qualified field inspectors, either on a temporary or a part-time basis, to allow for a blanket inspection of areas of the Borough, the modernization of equipment, and an aggressive prosecution of offenders.

3. *Expand utilization of the redevelopment and rehabilitation laws of the State of New Jersey to provide tax incentives for the improvement of housing stock in the Borough.*

Under the New Jersey redevelopment and rehabilitation laws, the Borough can provide homeowners and corporations with tax incentives for undertaking substantial improvements and/or redevelopment of existing structures. These incentives are either in the form of tax abatement (where additional property taxes on the added value of the improvement are phased in over 5 years) or payment in lieu of taxes. Consideration should be given to investigating the use of redevelopment/Rehabilitation powers in specific target areas of the Borough.

HOUSING STRATEGIES

This section outlines the recommended strategies to be adopted by the Borough in order to implement the goals and objectives identified in this Housing Element. This implementation strategy follows the principles of:

- Encouraging owner occupancy of housing;
- Rehabilitating existing housing stock;
- Code enforcement.

The strategies to implement these principles are as follows.

REDEVELOPMENT ACTIONS

The designation of redevelopment areas in the Borough provides the municipality with a greater degree of flexibility and oversight in lowering densities and providing owner-occupied housing than can be achieved through zoning. The designation of redevelopment areas will allow the Borough, through its designated redevelopment agency, to adopt redevelopment plans identifying properties to be rehabilitated, parcels to be acquired, specified types and densities of housing to be developed,

standards for public improvements, etc. Redevelopment also allows the Borough to raise funds for the acquisition of land, construction of improvements and to enter into public/private partnerships for the development and/or rehabilitation of housing. The redevelopment designation can also provide incentives to purchasers and residents through mechanisms such as tax abatement and payment in lieu of taxes.

Areas recommended to be studied for redevelopment are identified in Figure LU-5, located within the Land Use Plan Element.

STRENGTHEN THE CODE ENFORCEMENT PROGRAM

Provide Adequate Staff as Needed to Address the Housing Needs of the Borough.

Currently the Borough has one full-time person to implement Code Enforcement standards, including occupancy inspection, investigation of illegal rentals, etc. Given the conditions of many units, it is clear that the current staffing is not adequate to address the situation at hand.

To address the Code Enforcement needs of the Borough, it is recommended that staffing be increased either through the hiring of additional employees or through contracting with an established private inspection agency. If new personnel are hired, the Borough has the responsibility to make sure that the selected employees have a thorough knowledge of all building systems under review and preferably would have any certifications and licenses as may be required by law. If a private inspection agency were hired, the agency would be responsible for providing certified or licensed inspectors. Under this option, the Borough staff would function principally in a supervisory capacity, but should be required to accompany the inspectors periodically to check on the adequacy of the inspections.

Computerize the Inspection Reporting Process.

It is recommended that Code Enforcement inspectors be equipped with laptop computers for recording inspection findings. The use of a computerized system can serve to improve efficiency by allowing all files to be downloaded daily into the Borough's database so there will be a running log of inspections pending, completed, violations cited, re-inspections, and fines and penalties assessed. In addition, the laptops could also be used to create a daily schedule of inspections to be undertaken.

The database can be easily united with the tax maps through the newly created Geographic Information System (GIS). The GIS would allow the data, such as the type and age of housing, number of rooms, and date of last inspection, to be linked to each individual parcel on the map. The GIS can then be expanded to other functions within the Borough, such as tax assessment and collection, planning and zoning, and emergency response.

Inspect All Rental Units On An Annual Basis.

Currently, units in rental properties containing five or more dwellings are inspected by the State every 5 years and 3 or more units in rental properties are inspected only when there is a change of tenant occupancy. This often results in several years passing between inspections of these larger, multi-unit structures, during which times problems may occur that are not repaired or are inadequately repaired by the property owner or management.

It is recommended that the Borough assume the responsibility for inspection of all rental units and require that they be inspected on an annual basis, or at change of occupancy, whichever occurs first. This would avoid a significant lapse of time between inspections. This would serve several purposes including: putting landlords on notice that adequate repairs must be made in a timely manner or else they may be cited by the inspector.

Aggressively Prosecute Code Violations

The program of aggressive inspection of housing units should be coupled with an equally aggressive prosecution and penalization of housing code violators. This aggressive positioning will serve as a warning to property owners that substandard conditions will not be accepted and that improvements to units must be made.

FAIR SHARE PLAN

The Highlands Borough Affordable Housing Fair Share Plan consists of two components: a rehabilitation component and an “inclusionary,” or new construction component. The rehabilitation

component is designed to address that portion of the affordable housing obligation referred to by COAH as the “indigenous need,” or existing substandard housing units occupied by low and moderate income households. The Borough’s rehabilitation component is 27 units.

The inclusionary component addresses that portion of the affordable housing obligation consisting of the “present” and “prospective need” for new affordable housing units in the Borough as established by COAH. The inclusionary component also includes the portion of the regional fair share housing obligation within the Monmouth, Mercer and Ocean Counties Housing Region that was allocated to Highlands Borough by COAH for the period 1987-1999. The Borough’s new construction, or inclusionary, component is 21 units.

These two components of the Borough’s Fair Share Plan are described below.

New Construction Component	21
Rehabilitation Component	27
PRECREDITED NEED	48
Credits	
Reductions	
Units Rehabilitated After 4/1/90	-46
Units Constructed between April 1, 1980 and December 15, 1986	-95

AFFORDABLE HOUSING COMPLIANCE PLAN

The Housing Plan for Highlands Borough provides for a “Compliance Plan” consisting of two basic components: a rehabilitation component and an inclusionary component. The rehabilitation component is required to address that portion of the affordable housing obligation referred to by COAH as “indigenous need”. The inclusionary component constitutes that portion of the affordable housing obligation needed to address the “present” and “prospective need” established by COAH.

The Highlands Borough Compliance Plan is a twelve-year cumulative plan for the Borough Cycle I and II affordable housing obligations for the periods 1987-1993 and 1993-1999. The rehabilitation component of the Plan addresses “indigenous need” units calculated by COAH based upon the 1990 U.S. Census and thus comprises rehabilitation needs from 1990 to 2002. The inclusionary component constitutes the allocated affordable housing obligation based upon regional and state affordable housing needs for the twelve year period of 1987-1999. These two components of the Affordable Housing Compliance Plan are described below.

Highlands Borough provided for the development of a senior citizen development between 1980 and 1986 prior to the creation of COAH and adoption of affordable housing allocations and regulations by COAH on December 15, 1986. Affordable housing units developed between April 1, 1980 and December 15, 1986 are classified by COAH as “prior-cycle credits”. Highlands Borough can claim credit subject to COAH approval for 95 “prior-cycle credits” for the senior apartments constructed by the Housing Authority of Highlands Borough on April 16, 1985. The 95 “prior-cycle credits” exceed the 12 year cumulative affordable housing inclusionary obligation of 21 housing units for the period 1987 – 1999.

A minimum of 46 of the housing units rehabilitated after April 1, 1990 meet COAH requirements for substandard housing. A substandard housing unit is one that “health and safety code violations require the repair or replacement of a “major system” including a roof, plumbing (including well), heating, electricity, sanitary plumbing (including septic systems) and/or a load bearing structural system.” The rehabilitated housing unit must be brought up to standard code requirements in accordance with the BOCA Property Maintenance Code. Highlands Borough seeks credit for a minimum of 46 rehabilitated housing units that comply with COAH rules for rehabilitation of substandard units.

Highlands Borough has complied with the housing obligation requirements established by COAH for the rehabilitation component of 46 units, the inclusionary component of 95 units and the required rental obligation of twenty-five (25) percent of its inclusionary component in accordance with COAH rules N.J.A.C. 5:93-1 et seq. for the period 1987-1999. For Highlands, the COAH rules that apply to the required rehabilitation, inclusionary and rental obligations are as follows:

Rehabilitation Component

The "rehabilitation component" of the Highlands Borough Housing Plan Element is based upon the COAH calculation for indigenous need that constitutes the Borough's obligation to rehabilitate 27 housing units within the Borough that were determined to be substandard based upon statistical data from the 1990 Census and were occupied by low and moderate income households in 1990. The Borough has addressed its rehabilitation component through an ongoing Regional Contribution Agreement (RCA) with the Township of Middletown to rehabilitate substandard housing units in the Borough that are occupied by low and moderate income households. Since April 1990, 46 housing units have been rehabilitated in Highlands Borough of which more than 36 comply with COAH regulations that require that an average cost of rehabilitation of substandard housing equal to or greater than \$8,000 for actual construction costs including rehabilitation of a "major system." COAH regulations provide that up to \$2,000 per unit can be utilized for administrative costs exclusive of the actual rehabilitation cost. The rehabilitation program complies with these requirements.

Inclusionary Component

The "inclusionary component" is comprised of present reallocated and projected affordable housing allocated to Highlands Borough by COAH for the period 1987-1999. The inclusionary component totals 21 low and moderate income housing units. COAH regulations provide a variety of ways that this housing obligation can be addressed, but also provide minimum and maximum requirements for addressing the inclusionary housing obligation. Regulations that are applicable to the inclusionary component and the rental obligation of Highlands Borough are as follows:

- COAH regulations permit municipalities to obtain credit for construction of affordable housing between April 1, 1980 and December 15, 1986. These credits are referred to by COAH as "Prior Cycle Credits" and can include senior citizen and group homes.
- COAH regulations require that twenty-five (25) percent of the inclusionary component be developed or zoned for rental housing.
- COAH regulations limit credit for age restricted (senior) housing to twenty-five (25) percent of construction affordable housing units after December 1986.

Application of these regulations to the Highlands Borough inclusionary housing obligation and component are described below.

Prior Cycle Credits

Highlands Borough is entitled to 95 “Prior-Cycle Credits” for 95 low and moderate senior citizen rental apartments constructed and operated by the Housing Authority of Highlands Borough, which was first occupied on April 30, 1986. The 95 prior cycle credits exceed the Borough's inclusionary component of 21 housing units.

Rental Obligation

COAH Regulations require a rental obligation for the inclusionary component of a Housing Plan. The COAH Rules include a formula applicable to Highlands for its rental obligation as follows: Twenty-five (25) percent of the “Calculated Need” minus “Prior-Cycle Credits” minus the “Rehabilitation Component”. The rental obligation for Highlands Borough would be determined as follows: “COAH Calculated Need” of 48 minus 95 “Prior-Cycle Credits” minus the Borough “Rehabilitation Component” of $27 \times 0.25 = -7$ units. Based on this formula, Highlands has exceeded its COAH rental obligation by eighty eight (88) housing units. COAH permits one rental credit for each apartment unit and one credit for each group home bedroom for the period 1980 - 1986. Highlands, therefore, claims 95 “Prior-Cycle” rental credits for PTAK Towers Senior Apartments constructed in 1985.

Highlands Borough has met its indigenous rehabilitation of affordable housing unit need of 27 affordable housing units within the Borough and its 21 unit inclusionary housing obligation for the period 1987-1999. The Borough has addressed its rehabilitation component through an intergovernmental Regional Contribution Agreement (RCA) with Middletown Township to rehabilitate 50 housing units to be used for low and moderate income housing. To date, 46 out of the 50 units have been completed. Rehabilitated housing units will be credited by COAH if the housing units are occupied by a low or moderate income family, if an average of \$8,000 has been expended on rehabilitation of the units, if one or more major housing structural or functional systems has been rehabilitated, if the rehabilitated housing unit meets code requirements and if a deed restriction of at least six years is placed on the housing unit to maintain it as an affordable housing unit.

Highlands Borough has addressed its inclusionary obligation of 21 affordable housing units. The Borough is entitled to prior-cycle credits for 95 affordable housing units in PTAK Towers Senior Apartments constructed by the Housing Authority of Highlands Borough in 1985 and occupied on April

30, 1986. These 95 prior-cycle credits meet the COAH rules that require that the housing units be constructed or first occupied between April 1, 1980 and December 15, 1986, that the units are occupied by low and moderate income households (or individuals) and that the units have been restricted to affordable households for a minimum of 20 years.

The Borough has additional affordable housing units that were constructed after December 15, 1986 that meet the standards for affordable housing units established by COAH. It is possible that a portion of the units located at Monmouth Highlands Apartments may become eligible in the COAH Round III affordable housing program.

Based on COAH rules, Highlands Borough is entitled to 95 housing credits for Round I and Round II based on 95 prior-cycle credits. The COAH calculated inclusionary need obligation is 21 affordable units. The Borough, therefore, has a minimum surplus of 74 credits that the Borough can apply to the allocation in the COAH Round III affordable housing program.

ECONOMIC DEVELOPMENT PLAN ELEMENT

INTRODUCTION

Highlands has actively pursued both residential and commercial revitalization efforts. As a built-out Baysshore community, these efforts have predominantly been in the form of redevelopment of existing housing and commercial buildings. The Borough has prepared a waterfront revitalization plan, a strategic revitalization plan and a design manual to guide commercial façade and streetscape improvements. To guide efforts to revitalize the Borough's commercial district, a business improvement district (BID) was created. However, while the Borough has undertaken numerous efforts to rehabilitate and redevelop the Borough, progress is occurring more slowly than anticipated. From a planning perspective, there is a need to prioritize and reorganize these efforts systematically. A primary goal of this Master Plan is to create a new vision for the Borough and organize past and new planning efforts through an action plan, & implementation agenda to create accountability for such efforts. Such efforts are intended to create a Borough-wide consensus on new policies and implementation agenda. Only with Borough-wide consensus is it likely that such policies and plans will be implemented.

LEGAL BASIS AND PURPOSE

The New Jersey Municipal Land Use Law, Article 3, Section 40:55D-28(9) states that the preparation and contents of an economic plan element should "consider all aspects of economic development and sustained economic vitality;" This includes "a comparison of the types of employment expected to be provided by the economic development to be promoted with the characteristics of the labor pool resident in the municipality and nearby areas." Furthermore, section 40:55-D-28(9) states that there should be "an analysis of the stability and diversity of the economic development to be promoted."

This Economic Plan element evaluates the economy of the Borough of Highlands and identifies trends, strengths, opportunities and constraints. This includes an analysis of Monmouth County's economy and the State economy where appropriate. Moreover, baseline information of existing economic conditions is utilized to present future economic development potential.

ECONOMIC DEMOGRAPHIC PROFILE

Total Private Sector Employment

The total number of private sector jobs⁴ located in Highlands ranged from 513 in 1994 to 541 in 1997. Total covered employment is private sector or non-government jobs located in Highlands. As indicated in Table ED-1, the number of jobs increased by 5.5 percent or 28 jobs from 1994 to 1999. In comparison, Monmouth County created 16,039 jobs from 1994 to 1999. This represents an average annual growth rate ranging from 1.5 percent in 1996 to 2.2 percent in 1998 with an average of 1.76 percent. However, the minimal loss of jobs in 1999 -(2.5%) is an indication that the job market has stabilized. In Highlands, according to Figure ED-2, retail jobs accounted for between 55 percent and 59 percent of all jobs from 1993 to 1997. As with many New Jersey shore communities many retail jobs are seasonal. Several factors including the local weather affect seasonal jobs along the New Jersey Shore. For example, a summer with numerous rainy weekends can distinguish between a profitable and less profitable season and this relationship directly affects the number of seasonal jobs.

⁴ Covered employment is a monthly count of full and part-time employees who earned wages during the pay period as reported quarterly by employers covered by the New Jersey Unemployment Compensation Law. Basically, any employer paying at least \$1,000 in wages in the current or preceding calendar year is covered. Jobs not covered by the law include self-employed and unpaid family workers or certain agricultural and in-home domestic workers.

Table EC-1						
Private Sector Covered Employment, 1994 to 1999						
Borough of Highlands and Monmouth County						
	Highlands Borough			Monmouth County		
	Number	Difference		Number	Difference	
Year	of Jobs**	Number	Percent	of Jobs**	Number	Percent
1994	513	---	---	175,765	---	---
1995	570	+57	+11.1%	179,137	+3,372	1.9%
1996	530	-40	-7.0%	181,804	+2,667	1.5%
1997	551	+21	+4.0%	184,804	+3,000	1.6%
1998	535	-16	-3.0%	188,836	+4,032	2.2%
1999	541	+6	+1.1%	191,804	+2,968	1.6%
Employment Change, 1994-1999		+28	+5.5%		16,039	+9.1%

Source: * U.S. Census, 2000. ** NJ Department of Labor, Private Sector Covered Jobs (3rd Quarter, 1994-1999)

Table EC- 2
PRIVATE-SECTOR COVERED EMPLOYMENT BY INDUSTRY,
July 1993 –1999
Borough of Highlands, Monmouth County

<i>Industry</i>	<i>Borough of Highlands</i>		
	<i>1993</i>	<i>1997</i>	<i>1999</i>
<i>Number of Employees</i>			
Agriculture	*	*	*
Construction	73	58	72
Manufacturing	7	*	*
Transportation/Comm./Util.	26	27	41
Wholesale Trade	29	40	32
Retail Trade	292	329	297
Finance, Insurance & Real Estate	37	33	37
Services	60	64	62
Total ¹	524	551	541
Total Change in Employment , 1993 – 1999	3.2%		
<i>Percent of Total Employment</i>			
Agriculture	*	*	*
Construction	13.9%	10.5%	13.3%
Manufacturing	1.3%	*	*
Transportation/Comm./Util.	5.0%	4.9%	7.6%
Wholesale Trade	5.5%	7.3%	5.9%
Retail Trade	55.7%	59.7%	54.9%
Finance, Insurance & Real Estate	7.1%	6.0%	6.8%
Services	11.5%	11.6%	11.5%

* Indicates that data have been suppressed because there are less than three companies in an industry or where one company makes up 80 percent or more of the industry.

Source: New Jersey Department of Labor, Division of Labor Market and Demographic Research

AVERAGE ANNUAL WAGES

The average annual wage in Highlands rose from \$20,467 in 1992 to \$24,437 in 1999, which represents a 19.4 percent increase (2.8% per year). Comparatively, the state and county annual wages grew by 28.8 percent and 30.7 percent respectively, which is an average increase of 4.1 and 4.3 percent each year. The absolute change in average annual wages from 1992 to 1999 was \$3,970 in Highlands, \$8,669 in Monmouth County and \$9,122 at the state level.

<i>Year</i>		<i>Borough of Highlands (\$)</i>	<i>Monmouth County (\$)</i>	<i>New Jersey (\$)</i>
1992		\$20,467	\$28,247	\$31,683
1994		\$22,030	\$29,224	\$32,782
1999		\$24,437	\$36,916	\$40,805
Absolute Change,	1992-	\$3,970	\$8,669	\$9,122
1999				
Percentage Change,	1992-	19.4	30.7	28.8
1999				

Source: N.J. Department of Labor, N.J. State Data Center

LABOR FORCE CHARACTERISTICS

Resident Labor Supply

Table EC-4 Resident Labor Force Characteristics indicates the general composition of Highlands residential labor force, their commuting characteristics and place of work. Highlands' resident labor force, which represents individuals working or seeking employment, contains 2,905 civilian workers. This represents a labor force participation rate of 68 percent for the Borough compared with 65.5 percent for Monmouth County and 64 percent Statewide.

Over 65 percent of Highlands' labor force work in the County and almost 92% work in New Jersey. Six (6) percent of Highlands' labor force work in their place of residence in comparison to 13.5 percent in the County and 19.1% in the state. This is significantly lower than most municipalities as well as the County and State. In determining appropriate land use policy for the Borough, an

investigation of existing home occupations should be undertaken. An expansion of appropriate home occupations may lead to reduced locally generated vehicular traffic during peak hours and benefits to local merchants.

Over seventy five percent of Highlands' labor force commutes to work by car alone, 8.6 walked or worked at home, 8.5 percent use public transportation, 6.7 percent car pool and 0.4 percent use an unidentified means of transportation. The percentage of individuals that drive alone in Highlands is similar to both County and State percentages, 75.7 percent and 73.0 percent, respectively. However, the percentage of individuals who walk to work or work at home exceeded both County and State percentages, 5.3 percent and 5.8 percent, respectively.

Although ferry service to Manhattan is located in Highlands only 8.5 percent of individuals use public transportation to work. The Borough should consider surveying individuals using the ferry service during business hours to better determine the place of residence and income range of individuals who ride the ferry to work. It should be noted that a three month ferry pass costs \$1,300, or \$433 a month. In comparison, a monthly rail pass from Red Bank to Newark costs \$197.00 a month; path service from Newark to Manhattan is an additional \$60.00 a month, thus totaling \$257.00 a month; and Academy Bus Lines offers service to the Port Authority in Manhattan for \$220.00 dollars per month.

Table EC-4
RESIDENT LABOR FORCE CHARACTERISTICS, 2000
Borough of Highlands, Monmouth County and New Jersey

	<i>Borough of Highlands</i>		<i>Monmouth 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>Labor Force Participation</i>						
Persons 16 and over						
Civilian Labor Force	2,905	68.0%	308,812	65.5%	4,193,145	64.1%
Employed	2,738	64.1%	294,622	62.5%	3,950,029	60.3%
Unemployed	167	3.9%	14,190	3.0%	243,116	3.7%
Males	1,620	55.7%	168,428	54.5%	2,225,325	53.0%
Females	1,285	44.3%	140,384	45.5%	1,967,820	47.0%
<i>Commuting Characteristics</i>						
Workers 16 and over						
Percent drove alone	2,002	75.7%	221,097	75.7%	2,828,303	73.0%
Percent in carpools	177	6.7%	26,932	9.2%	412,299	10.6%
Percent using public transportation	225	8.5%	25,866	8.9%	371,514	9.6%
Percent using other means	11	0.4%	2,653	0.9%	36,456	0.9%
Percent walked or worked at home	228	8.6%	15,390	5.3%	227,861	5.8%
Mean travel time to work	36.8 min.		34.8 min		30.0 min.	
<i>Place Of Work</i>						
Worked in place of residence	439	6.0	21,675	13.5%	521,346	19.1%
Worked outside of place of residence	2,204	94.0	137,948	86.5%	2,204,256	80.9%
Worked in county of residence	1,721	65.1%	175,070	67.9%	2,126,179	62.6%
Worked outside of county of residence	707	34.9%	82,735	32.1%	1,270,606	37.4%
Worked in state of residence	2,428	91.8%	257,805	88.3%	3,396,785	87.7%
Worked outside of state of residence	215	8.2%	34,133	11.7%	479,648	12.3%

Source: U.S. Bureau of the Census, 2000

Resident Unemployment

As shown in Figure EC-5 and EC-6, Highlands has historically maintained a higher unemployment rate than Monmouth County. The Borough's 2002 unemployment rate was 7.9 percent, which represents a decline of 3.1 percent from the peak recession year of 1992. Monmouth County had a 2002 unemployment rate of 5.3 percent, which is 2.6 percent lower than Highlands. As displayed in Figure EC-6, while the Borough's unemployment rate is higher than the County's, unemployment rate changes over time mimic the County. Therefore, since 1990, Highlands' unemployment rate varied consistently with County fluctuations.

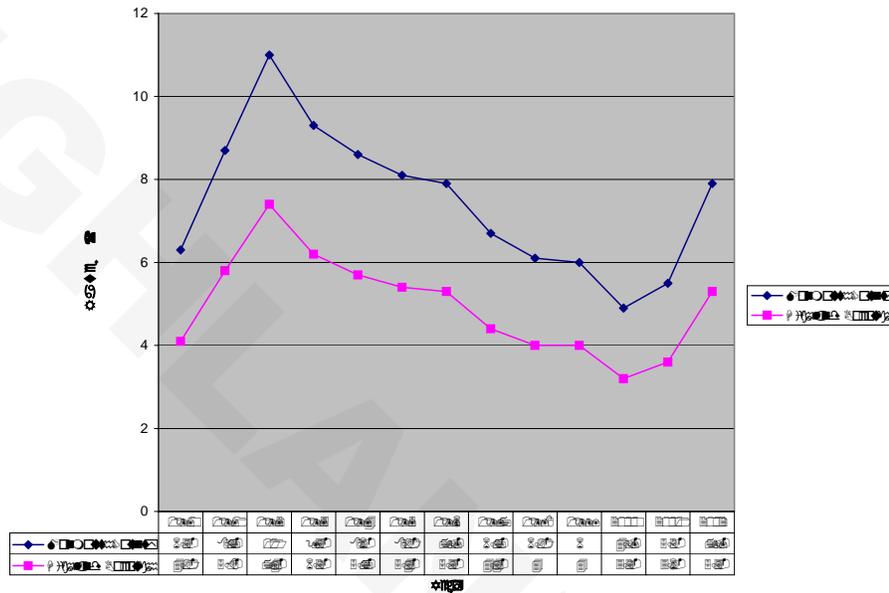
From 1993 to 2000, an eight (8) year period, unemployment declined each year. This trend is consistent with county, state and national trends in which the United States economy flourished. However, unemployment rates rose in 2001 and 2002 when the national economy was categorized as being in a period of recession.

Table EC-5
RESIDENT UNEMPLOYMENT RATE 1990-2002
Borough of Highlands and Monmouth County

	<i>Borough of Highlands</i>		<i>Monmouth County</i>	
	<i>Number</i>	<i>Difference</i>	<i>Number</i>	<i>Difference</i>
1990	6.3	--	4.1	--
1991	8.7	+2.4	5.8	+1.7
1992	11.0	+2.3	7.4	+1.6
1993	9.3	-(1.7)	6.2	-(1.2)
1994	8.6	-(0.7)	5.7	-(0.5)
1995	8.1	-(0.5)	5.4	-(0.3)
1996	7.9	-(0.2)	5.3	-(0.1)
1997	6.7	-(1.2)	4.4	-(0.9)
1998	6.1	-(0.6)	4.0	-(0.4)
1999	6.0	-(0.1)	4.0	0
2000	4.9	-(1.1)	3.2	-(0.8)
2001	5.5	+0.6	3.6	+0.4
2002	7.9	+2.4	5.3	+1.7
Total Change, 1990-2002		+1.6		+1.2

Source: New Jersey State Data Center

Figure EC-6
 Resident Unemployment Rate - Highlands, New Jersey



Educational Attainment

The educational attainment of Highlands residents is fairly consistent with the educational attainment of residents of Monmouth County. According to Figure EC-7, 87.9 percent of Borough residents age 25 and over have at least a high school degree. In comparison, the Census also reported that Monmouth County maintains an 87.9 percent high school graduation rate or better. However, Monmouth County as a whole maintains a higher level of individuals who hold both bachelor and post graduate degrees. More specifically, 26.4 percent of Highlands residents hold a bachelor’s degree, while 34.6 percent of Monmouth County residents hold a bachelor’s degree. Approximately 9.2 percent of Borough residents have a graduate degree compared to 12.8 percent at the County. This educational gap is expected to narrow as the Borough’s population evolves and new residents move in.

Over the past two decades, New Jersey’s economy has continued to replace traditional manufacturing jobs with high technology, communications and research jobs. Throughout New Jersey there exist opportunities for a high quality labor force to support the continuation of the growing technological sector in which the tri-state region continues to benefit from a competitive advantage.

A recent trend that warrants further attention is the development of a bimodal work force, with one group of highly skilled, highly educated workers and another group of relatively unskilled workers. Economic opportunities for this second group are limited because the educational and social system cannot overcome the cultural, monetary and social difficulties that separate the two groups. Preventing this bimodal split, which disconnects one segment of the Borough from meaningful participation in the work force, is necessary for the long-term economic well-being of the Borough and its residents.

Figure EC-7
RESIDENT EDUCATIONAL ATTAINMENT, 2000¹
Borough Of Highlands and Monmouth County

<i>Educational Attainment</i>	<i>Borough of Highlands</i>		<i>Monmouth County</i>	
	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
Less than 9th grade	38	1.0%	15,421	3.7%
9th to 12th grade, no diploma	421	11.1%	34,473	8.3%
High school graduate	1,321	34.8%	113,343	27.4%
Some college, no degree	854	22.5%	80,586	19.5%
Associate degree	156	4.1%	26,393	6.4%
Bachelor's degree	651	17.2%	90,050	21.8%
Graduate or professional degree	350	9.2%	52,792	12.8%
Total	3,791	100%	413,058	100%
Percent high school graduate or higher	--	87.9%	--	87.9%
Percent bachelor's degree or higher	--	26.4%	--	34.6%

¹Persons 25 years and over

Source: U.S. Bureau of the Census, 2000

Resident Employment Characteristics

The Borough of Highlands has a significant concentration of residents working in the retail trade, finance/insurance/real estate, education/health/social services industries and professional occupations, as shown in Table EC-8. In total, 51.8 percent of all Borough residents are employed in these industries. Many residents also work in construction, manufacturing, and entertainment/recreation services.

Figure EC-8
RESIDENT LABOR FORCE BY INDUSTRY OF EMPLOYMENT, 2000¹
Borough of Highlands, Monmouth County and New Jersey

<i>Industry</i>	<i>Borough of Highlands</i>		<i>Monmouth County</i>		<i>New Jersey</i>	
	<i>No. of Employees</i>	<i>Percent of Labor Force</i>	<i>No. of Employees</i>	<i>Percent of Labor Force</i>	<i>No. of Employees</i>	<i>Percent of Labor Force</i>
Agriculture, forestry and mining	29	1.1%	1,104	0.4%	12,618	0.3%
Construction	261	9.5%	19,046	6.5%	220,817	5.6%
Manufacturing	230	8.4%	24,325	8.3%	472,684	12.0%
Transportation and utilities	133	4.9%	15,835	5.4%	234,801	5.9%
Wholesale trade	123	4.5%	11,102	3.8%	173,166	4.4%
Retail trade	275	10.0%	35,372	12.0%	447,346	11.3%
Finance, insurance & real estate	306	11.2%	32,448	11.0%	352,722	8.9%
Information	108	3.9%	15,320	5.2%	173,865	4.4%
Other services	117	4.3%	12,113	4.1%	173,686	4.4%
Entertainment & recreation services	196	7.2%	18,865	6.4%	271,864	6.9%
Education, health and social services	461	16.8%	57,326	19.5%	783,137	19.8%
Professional	379	13.8%	35,865	12.2%	453,842	11.5%
Public administration	120	4.4%	15,901	5.4%	179,481	4.5%
Total*	2,738	100%	294,622	100%	3,950,029	100%

¹Employed persons 16 years and over

Source: U.S. Bureau of the Census, 2000

Highlands has a significant concentration of residents working in education, health and social services. Almost 17 percent of all Borough residents are employed in these occupations. The Borough also has a greater proportion of resident workers employed in professional; wholesale trade; entertainment & recreational services; agricultural, forestry and mining; construction, manufacturing; and finance, insurance and real estate compared to Monmouth County. In total, 55.7 percent of all Borough residents are employed in these occupations compared to 46.2 percent for County residents.

Figure EC-9
RESIDENT LABOR FORCE BY OCCUPATION, 2000
Borough of Highlands and Monmouth County

<i>Occupation</i>	<i>Borough of Highlands</i>		<i>Monmouth County</i>	
	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
Management, professional, and related	955	34.9%	123,260	41.8%
Service Occupations	454	16.6%	36,619	12.4%
Sales and office occupations	771	28.2%	86,647	29.4%
Farming, fishing, and forestry	23	0.8%	636	0.2%
Construction, extraction and maintenance	293	10.7%	22,758	7.7%
Production, transportation and material moving	242	8.8%	24,702	8.4%
Totals	2,738	100%	294,622	100%

Source: U.S. Bureau of the Census, 2000

EMPLOYMENT PROJECTIONS

Projected Employment 1998 - 2008

The employment picture in Highlands is expected to improve significantly in the long-term with continued economic growth at the State and County levels as well as the potential redevelopment of key activity areas such as the Borough's downtown and waterfront.

As shown in Table EC-10, the Borough's total employment is projected to increase to 1,039 in 2020. This represents a gain of 200 jobs or approximately 23.8 percent between 1995 and 2020. In comparison, Monmouth County is projected to have an employment increase of 71,394 jobs or 36.3 percent between 1995 and 2020.

Table EC-10
EMPLOYMENT ESTIMATES AND PROJECTIONS, 1995 TO 2020
Borough of Highlands and Monmouth County

	1995	2005	2020	<i>Change, 1995-2020</i>
				<i>Percent</i>
Highlands	839	909	1,039	23.8%
Monmouth County	196,885	230,202	268,279	36.2%

Source: Monmouth County Demographic and Economic Updates Estimates and Projections, April 2002

FUTURE EMPLOYMENT

Labor Force Trends

According to the 2003 Monmouth County Profile prepared by the Monmouth County Planning Board⁵, Monmouth County is expected to continue to outperform older northern New Jersey counties in job creation, particularly in the trade and service industry divisions. The service producing sector has accounted for more than four out of every five new jobs in the County. The most noteworthy gains were in wholesale trade, food and general merchandise, eating and drinking establishments, business and health services, engineering, accounting and management services. It is anticipated that by the year 2008, 80% of all job growth in Monmouth County is expected to consist of broad services and the retail and wholesale trade sectors.

According to the New Jersey State Data Center ten year employment projections, state employment is expected to increase 11.6% during 1998 – 2008, while Monmouth County employment is expected to rise 13.4%. Furthermore, out of all New Jersey counties with total employment above 185,000, Monmouth County has the largest projected growth rate.

The following Figure, EC-11 indicates the ten projected largest growing occupations according to the New Jersey State Data Center. Systems Analysts are expected to be the largest growing occupation

⁵ Based on New Jersey Department of Labor 1998 to 2008 projections.

followed by computer engineers, retail sales persons, registered nurses, cashiers, engineers, office clerks, child care workers, waiters and waitresses and computer support specialists.

Figure EC-11
Ten Largest Growing Occupations (1998 to 2008)
Monmouth County Occupation Increase in New
Jobs 1998-2008

Occupations	New Jobs
Systems Analysts	2,950
Computer Engineers	1,200
Retail Salespersons	1,150
Registered Nurses	1,100
Cashiers	900
Engineers, NEC	900
Office Clerks, General	850
Child Care Workers	750
Waiters and Waitresses	700
Computer Support Specialists	650
Total	11,150

Source: NJ State Data Center, May 2001

REDEVELOPMENT PROCESS, CRITERIA, AND BENEFITS

In 1992, the State of New Jersey empowered local municipalities to address conditions of deterioration and lack of proper use of lands by adopting the Local Redevelopment and Housing Law (N.J.S.A. 40A: 12A-1 et. seq. hereinafter referred to as the “Redevelopment Statute”). The purpose of the Redevelopment Statute is to provide municipalities with the powers needed to plan undeveloped and underdeveloped portions of a municipality, and to actively redevelop designated areas into productive assets for the community. These powers allow a Municipality to acquire private land (through negotiation or condemnation) for the redevelopment process, and to form partnerships with public-private entities.

Redevelopment Process

According to the 992 Local Redevelopment and Housing Law (LRHL), to initiate a redevelopment plan, a municipality may either designate a redevelopment agency or may assume the responsibility through the existing governing body. Upon establishment of the redevelopment agency, the governing body can then initiate the process of redevelopment and coordinate that process with the Planning Board of the community. The following steps should be taken to initiate the redevelopment process:

1. The Governing Body must direct the Planning Board to undertake an investigation of the area in question to determine whether it meets the criteria established (under N.J.S.A. 40 A: 12A-5) for an “Area in need of Redevelopment”.
2. The Planning Board must prepare and publish a map showing the boundaries of the area in question and the location of the various parcels therein. This map must include a statement setting forth the basis for the Borough’s investigation.
3. The Planning Board must conduct an investigation and hold a duly noticed public hearing in order to discuss the findings of the investigation and to hear persons who are interested in or would be affected by the contemplated action. The results and recommendations of the said hearing are then referred (in the form of a Planning Board Resolution) to the Governing Body for formal action.
4. Upon receipt of the recommendation from the Planning Board, the Governing body may act to adopt a resolution designating the area in question as an “Area in Need of Redevelopment”.
5. Upon this designation the Planning Board is then required to prepare a Redevelopment Plan, which establishes the goals and objectives of the municipality in designating the area in need of

redevelopment. The Plan is then referred to the Governing Body in the form of a Planning Board Resolution for formal action.

6. Upon receipt of the Redevelopment Plan from the Planning Board, the Governing Body may act to adopt the Plan by Ordinance. The Redevelopment Plan then becomes an explicit amendment to the Borough's Zoning District Map and Zoning Ordinance.

Redevelopment Criteria

The criteria used by the Redevelopment Statute (N.J.S.A. 40A: 12A-5) for designating areas in need of rehabilitation or redevelopment offer a great deal of flexibility. As long as the designated area meets any of the following conditions it may be considered for redevelopment status:

- a. The buildings are substandard, unsafe, unsanitary, dilapidated or obsolescent, or are so lacking in light, air, or space as to be conducive to unwholesome living or working conditions.
- b. The discontinuance or abandonment of the use of buildings previously used for commercial, manufacturing, or industrial purposes. This also refers to such buildings that have fallen into a state of disrepair as to be untenable.
- c. Land that is owned by various government entities, or unimproved vacant land that has remained so for a period of ten years prior to the adoption of the resolution, may be considered for redevelopment based on factors such as remoteness, accessibility, topography, soil conditions, and marketability.
- d. Areas with buildings or improvements that are detrimental to the safety, health, morals or welfare of the community.
- e. An area that is potentially valuable to serving the public health, safety, and welfare, which is not properly utilized as a result of the condition of title, diverse ownership of real property, or other conditions.
- f. Areas, in excess of five contiguous acres, upon which buildings or improvements have been destroyed, consumed by fire, demolished or other natural disasters so as to cause depreciation in the aggregate assessed value.
- g. In any municipality in which an enterprise zone has been designated pursuant the "New Jersey Enterprise Zones Act," P.L. 1983.c.303 (C.52: 27H-60 et. seq.) an area may be eligible for redevelopment status for the purpose of granting tax exemptions within the zone.
- h. The designation of the delineated area is consistent with smart growth planning principles adopted pursuant to law or regulation.

Benefits of Redevelopment Designation

The benefits of formally establishing designated redevelopment areas are well worth the effort of the required process. Unlike typical short-term redevelopment plans, the formal redevelopment process requires a comprehensive approach through the preparation of a redevelopment plan. In addition to allowing for public input this approach allows the municipality to apply a maximum level of creativity and flexibility to establish a broad vision of development for the community.

An important component of the redevelopment process is the fostering of public-private partnerships. Unlike conventional development where the private sector and the local government are often at odds, public-private partnerships are a co-operative opportunity. By working as a team, the municipality is able to exercise greater control and the developer is often able to leverage a better deal through the incentives offered. This approach results in creative projects that establish a unique environment for the public to enjoy and business to prosper.

The most beneficial aspect of the formal redevelopment process is the allowance of payment in lieu of taxes over a period of 30 years, enabling the municipality to capture almost a full portion of the tax dollar. Under the traditional process, the tax dollar is split between county, school and local purposes tax. In redevelopment projects, depending upon the agreed formula, municipalities can capture substantially greater proportions of the tax dollar and use the excess revenues to fund infrastructure, assist in financing, or initiate other creative ways to attract development to specific target sites⁶.

The Borough of Highlands contains several areas with significant redevelopment potential for waterfront and commercial redevelopment. Figure LU-5 depicts areas recommended to be investigated as potential redevelopment areas.

DOWNTOWN CORRIDOR

The Downtown Corridor is currently being revitalized through the efforts of the Borough, the BID and downtown merchants. Many parcels in the downtown may be underutilized and could represent redevelopment potential. This is consistent with public opinion stated during the Master Plan

⁶ This process is applicable to non-residential projects.

visioning sessions where individuals spoke of their desire for reinvestment within the Borough's downtown.

Under a traditional non-redevelopment scenario, future growth in the downtown most likely would be limited to infill development of vacant buildings, and business turnover may produce additional employment, tax ratable and economic activity.

This Plan specifically recommends investigating the potential for redevelopment within the downtown to address problems, identify opportunities and provide a guide for future reinvestment. Downtown improvements may include targeted investment of public and private funds for façade improvements, interior building renovations, streetscape upgrades and increased parking.

WATERFRONT

In October of 1994, the Borough created a Waterfront Revitalization Program. The program was designed to encourage reinvestment in the Borough's waterfront and to implement a new vision. The program established the following eight goals:

1. Capitalize on the economic resources represented by Sandy Hook, Route 36, the Twin Lights, the New York ferry, the physical attractiveness of the setting and the recreation potential.
2. Upgrade Highlands' image and identity.
3. Encourage movement by bike and on foot.
4. Protect residential neighborhoods.
5. Adopt a multi-year investment strategy that will have a positive effect on taxes and increase the commercial sector's share of property tax payments.
6. Encourage investment in more diverse commercial activities.
7. Extend the recreation season.
8. Expand recreational and cultural facilities and services.

While there have been improvements along the waterfront, many have not come without separate land use problems. For example, the Wind and Sea restaurant is a great example of waterfront redevelopment. However, due to the inability to assemble sufficient land, an off-street parking problem exists. This Plan specifically recommends reestablishing waterfront redevelopment initiatives. The action agenda, located at the end of this Plan, identifies specific items the Borough should be investigating, a responsible entity, and the timeframe to complete each task.

RECOMMENDATIONS

The Goals and Objectives section of this Master Plan identifies economic development goals for the Borough. In pursuing these goals, a number of development-related issues should be considered.

The following are important to address:

- Reaching consensus on a vision for Highlands' future, including economic development priorities, their location, and sources of funding.
- Improving local capital in the Borough to carry out economic development initiatives.
- Assembling sites that can be offered for new business development.
- Improving the appearance of neighborhood commercial districts.
- Expanding the role of tourism in the Borough's economy.
- Providing timely responses to requests for business licenses, permits, zoning, funding, and related business and development initiatives.
- Targeting sectors of the economy where the Borough has a competitive advantage for further development.

Specific recommended actions include:

- Developing effective marketing campaigns and outreach programs to build the Borough's image.
- Utilize the Highlands Business Partnership to coordinate all economic development initiatives in the Borough.
- Continue to support the public transportation improvements within the Borough.
- Expand the Commercial Revitalization program; intensify downtown beautification and cleanup programs.
- Encourage the development of niche retail markets.
- Create a year round marketing program - (Entire Bay Shore Region).
- Involve leasing agents and realtors as part of the business recruitment efforts.
- Budget for and prepare professionally produced recruitment literature.
- Develop a business retention and expansion program.
- Conduct a market study.

CIRCULATION PLAN ELEMENT

INTRODUCTION

The Circulation Plan Element provides an inventory of existing circulation and transportation elements, areas of critical concern and recommendations to improve circulation patterns within the Borough. It is the purpose of this Plan to document existing conditions and to provide recommendations to foster their improvement.

One objective of the Circulation Element is to identify key transportation linkages within the Borough. This element is also designed in accordance with the objectives of the Municipal Land Use Law (MLUL), which are to “encourage the location and design of transportation routes that promote the free flow of traffic”. In addition, the Borough developed its own goals and objectives, which can be implemented through the recommendations within this element.

INVENTORY OF CIRCULATION AND TRANSPORTATION ELEMENTS

Highlands' circulation pattern primarily consists of a periphery of local roads, one collector road and one urban principal arterial roadway – Route 36. Figure CP-1 graphically depicts the road inventory of Highlands.

Streets, Roads, and Highways

State Highways

Route 36 is an urban principal arterial roadway which runs in the east-west direction from exit 117 off of the Garden State Parkway and continues through the NJ Highlands area adjacent to the southern Sandy Hook Bay until reaching the Atlantic Ocean. After reaching the Atlantic Ocean, Route 36 turns to the southerly direction bordering the Atlantic Ocean until reaching Long Branch, New Jersey. In Long Branch, Route 36 bends to the southwest, where it terminates in Eatontown near Exit 105 off of the Garden State Parkway. Approximately 2.3 miles of the 39 mile roadway traverses Highlands. The speed limit varies from 30 to 55 miles per hour. In Highlands, the observed speed limit is 40 to 45 miles per hour. Route 36 is locally referred to as Navesink Avenue.

Monmouth County Routes

Smaller collector roads provide a connection between arterial roadways and the local road system. County Route 8 is the only collector (urban) roadway in the Borough. Table CP-2 details the local road names, their approximate lengths, existing and proposed rights-of-ways and roadway classifications.

HIGHLANDS.NJ.US

FIGURE CP-1
ROADWAY INVENTORY MAP

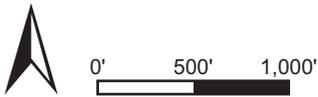
Atlantic
Highlands

Gateway National
Recreation Area



Middletown

Sea Bright



KEY	
	Local Road
	County Road
	State Road

ROADWAY INVENTORY MAP	
Highlands Borough, Monmouth County, New Jersey	
Figure CP-1	
	
1"=1000'	October 2004

**TABLE CP-2
 COUNTY ROAD INVENTORY
 HIGHLANDS BOROUGH, NEW JERSEY**

Route #	Common Name(s)	Length	Proposed R.O.W.	Speed Limit	Road Classification
8	Linden/Water Witch/Bay Avenues	1.32 miles	60 ft.	25 to 35 m.p.h.	Urban Collector

Source: Monmouth County - County Roads Straight Line Diagrams, February 3, 2003
 Compiled By: T&M Associates, November 2003

Local Roads

Local roads connect to residential neighborhoods and provide access primarily for single and multi-family homes to connect to the collector and arterial road system. The Borough's road network consists primarily of either residential access streets or residential neighborhood street classifications. According to the Residential Site Improvement Standards (RSIS) they are defined as follows:

Residential Access:

Lowest order, other than rural street type, of residential streets. Provides frontage for access to lots and carries traffic with destination or origin on the street itself. Designed to carry the least amount of traffic at the lowest speed. All, or the maximum number of housing units, shall front on this class of street.

Residential Neighborhood:

A type of residential access street conforming to traditional subdivision street design, and providing access to building lots fronting on a street, with parking on both sides of street.

With the exception of State Route 36 and County Route 8, all roads within the Borough are classified as local roads. Local roads or residential access streets are designed to carry the least amount of traffic at the lowest speed. Overall roads appear in fair condition with minor maintenance and rehabilitation needed on some facilities.

Passenger and Cargo Rail

1. Passenger Service – The Borough does not have a passenger rail service.
2. Cargo Rail Service - The Borough does not have a cargo rail service.

Air Transportation

There are no air transportation services within the Borough.

New Jersey Transit Bus Service

New Jersey Transit provides passenger bus service to and from Highlands Borough via route 834. Also, there are a number of connecting buses along each route. Schedules are available from New Jersey Transit by calling 1-800-582-5946 or on their web site at www.njtransit.state.nj.us.

The following bus route is currently available:

Route 834

Route 834 provides service between Red Bank and Highlands year round. The bus stops in Highlands at Bay and Water Witch Avenues, Route 36 and Navesink Avenue in Middletown, Center Ave and 1st Avenues in Atlantic Highlands, Route 36 and Leonard Avenue in Leonardo, Campbell's Junction in Middletown, Route 35 and New Monmouth Road in Middletown, Route 35 and Chapel Hill Road in Middletown, Broad and Front Streets in Red Bank and Red Bank Rail Station in Red Bank.

There is connecting bus service from Routes 831, 832, 833 and 835.

Monmouth County is currently investigating extending this route to serve the Sea Streak ferry service location. However, at this time, there are insufficient turning radii for buses to maneuver the ferry parking lot located adjacent to Marie Street and Shore Drive.

Ferry Service

Seastreak America, Inc., provides ferry service from Highlands Borough to Manhattan seven days a week. Schedules are available from Seastreak by calling 1-800-BOATRIDE or on their website at www.seastreak.com.

Currently no local ferry service exists within the Borough. Opportunities exist to provide ferry service on boats carrying a maximum of twenty to thirty passengers to Sandy Hook and to points along the Sandy Hook Bay. The Monmouth County Planning Board has worked with municipalities to establish ferry programs in other Monmouth County communities. The Borough should investigate this as a viable economic development initiative.

Pedestrian and Bicycle Access

During public visioning sessions and municipal stakeholder meetings, a desire was expressed for Highlands to be pedestrian friendly. Fortunately, the Borough has a strong foundation of interconnecting streets with sidewalks to build upon. However, opportunities exist to improve existing conditions and connections with community facilities.

Considerations to Highlands' pedestrian and bicycle circulation system directly relate to anticipated development improvements in the future. For example, this Plan specifically recommends the investigation of redevelopment within the Borough's downtown area. The size, scale, location, type of uses, etc. will greatly affect parking demand as well as vehicular and pedestrian trips within the downtown. Accordingly, plans for pedestrian improvements along Bay Avenue should be tied into any potential redevelopment efforts.

To achieve a pedestrian friendly design in Highlands, the widening of sidewalks along Bay Avenue should be investigated. One constraint to widening sidewalks is the existing narrow cartway width along Bay Avenue. Solutions to this issue require a more thorough analysis of the Bay Avenue/Shore Drive road network. Particular emphasis should be placed upon the concept of a one way circulation loop along Bay and Shore Avenues. Under this scenario, opportunities may exist to widen sidewalks and incorporate angled parking (increase number of on-street parking spaces), providing a more efficient circulation system. Other considerations include an updated streetscape design with attractive pedestrian-scaled lighting, and landscape improvements. Widening of sidewalks along Bay Avenue would build off of the existing residential grid sidewalk network providing convenient and safe pedestrian access between important destinations.

In the short term, an analysis of the current inventory of sidewalks should be conducted to determine where sidewalk connections to community facilities are needed. In the long run, pedestrian friendly design should be considered with any redevelopment efforts. Any plans should improve connections between the downtown and the waterfront. Additionally, the Borough should consider creating a thorough sidewalk/ pedestrian/bicycling circulation plan as a cooperative effort with Atlantic Highlands, Sea Bright and Monmouth County.

Other considerations for pedestrian friendly areas include incorporating:

Comfort

The design of roadway improvements in Highlands should consider the creation of a comfortable environment. Comfort relates to an individual's perceptions and feelings when utilizing the pedestrian network. The following questions illustrate this point. Were you relaxed when you walked to the downtown or the waterfront? Did you feel you might be blown over by the wind of passing cars? Can you find a parking space within walking distance to your destination? Are there places to eat and people watch? All of these questions are factors that relate to a good downtown and pedestrian design.

Textured Crosswalk and Pavement

To make pedestrian crossing movements more predictable for motorists, marked crosswalks with textured pavement of a different color than the street indicate the proper locations to cross. Crosswalk markings should be supplemented with pedestrian warning signs.

Traffic Calming

Traffic calming devices are treatments designed to reduce speed and heighten motorists' awareness of pedestrians and cyclists in the roadway. One example to investigate in Highlands is the creation of bumpouts at Bay Avenue intersections in the downtown. Bumpouts or neckdowns are curb extensions at intersections that reduce the roadway width from curb to curb. They create more pedestrian friendly intersections by shortening the crossing distances for pedestrians. The following graphic illustrates this point. Bumpouts also provide opportunities for outdoor dining and people watching.

A critical issue to achieving a pedestrian friendly design includes pedestrian and bicycle access across the proposed Highlands Bridge. This should be explored through NJ DOT's Context Sensitive Design program. Context Sensitive Design is a new program offered by NJ DOT to work with communities to create transportation improvements that are sensitive to a community's needs. Other pedestrian/bicycle issues that should be evaluated/monitored by the Borough include:

- The nodal point where the Henry Hudson trail and the multi-use trail converge in Highlands near the Route 36 Bridge.
- The Borough of Sea Bright's plans to create a bicycle trail.

Gateways

Gateways can be defined as entrances that define the Borough's boundaries. Just as your home or business should have an identifiable entrance, so should a community. Communities should not ignore the impact that a first impression has on visitors and customers. Through proper design, gateways can be improved to provide a strong sense of identity and arrival to Highlands. Gateway treatments at the locations identified in Table CP-3 can convey the Borough's identity by utilizing characteristic design elements that reflect Highlands' character and vision.

Table CP-3	
GATEWAY LOCATIONS, 2003	
Borough of Highlands	
<i>Gateway</i>	<i>Location</i>
<i>Primary</i>	
Northwest	Route 36 and Linden Avenue
Central	Water Witch and Bay Avenues
South-central	Route 36 and Valley Avenue
Southeast	Shore Drive and Shrewsbury Avenue

There are numerous methods to enhance gateway locations. These include upgrading informative way-finding signage, landscaping and streetscape improvements and the promotion of desirable land uses. A combination of these methods is recommended for all gateway locations.

Route 36 Bridge

The Highlands Bridge (Route 36 - connects Highlands to Sea Bright to Sandy Hook) is in the final stages of preliminary design. Construction is anticipated in the year 2007 to replace the existing movable bridge with a fixed-span bridge. The replacement bridge will take the place of a designated historic site within the Borough. It is recommended that the final bridge designers place a strong emphasis on designing a bridge that "fits well" within this unique picturesque area.

Furthermore, as mentioned in the Pedestrian and Bicycle Access section within this Circulation Element, there is a need to work with NJ DOT to ensure that pedestrian and bicycle access is incorporated into the final bridge design.

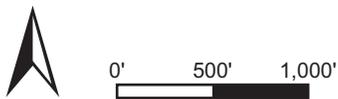
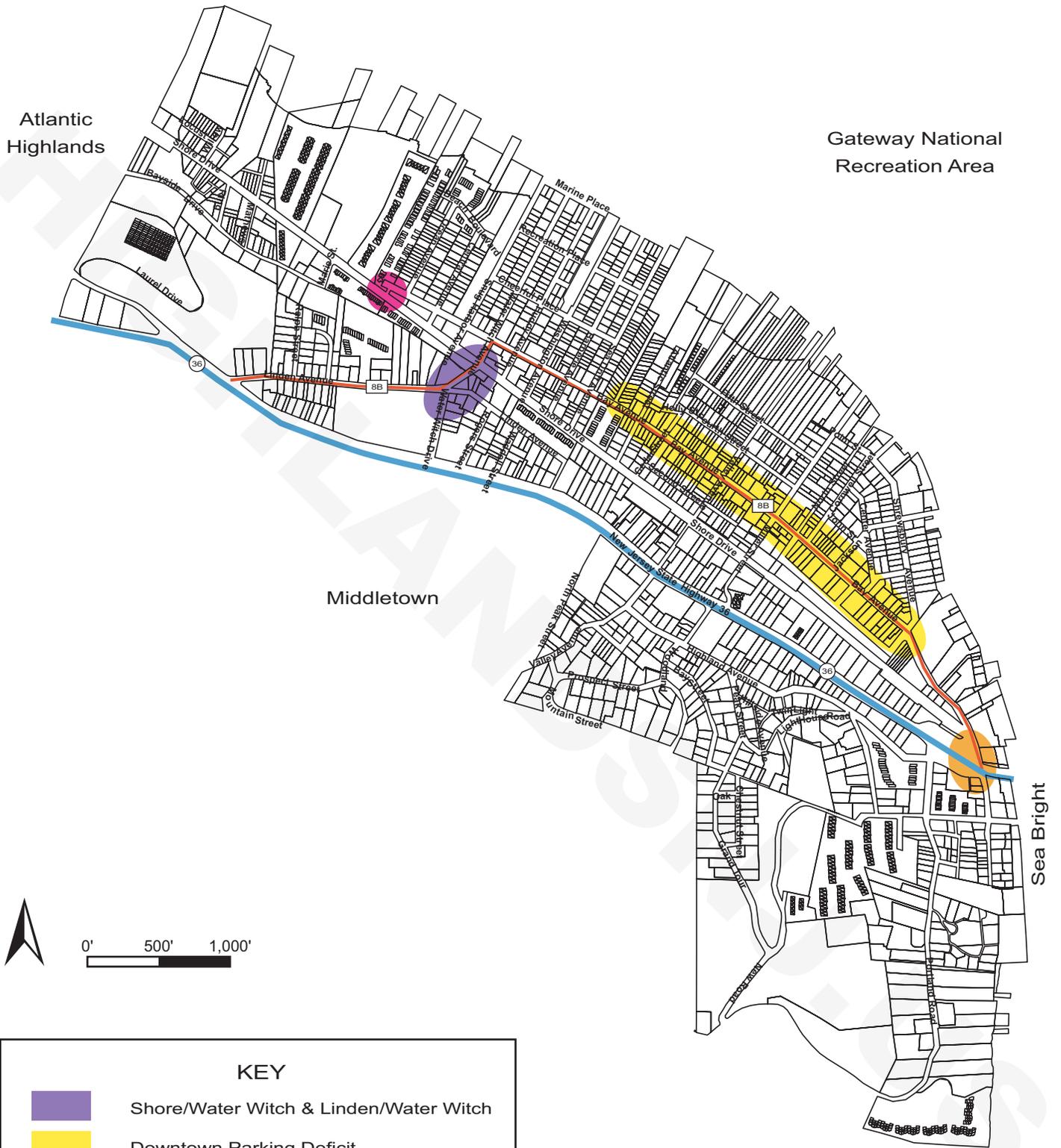
CIRCULATION CONCERNS

The Master Plan identifies critical circulation areas as ways of identifying potential future projects for the Borough to undertake. Realizing that many of these projects may not only be under local jurisdiction, the Borough will need to identify the county and state stakeholders and work with them to solve the particular problems. Figure CP-4, Circulation Concerns, is a map that identifies the locations of circulation concern areas.

Circulation concerns are areas having a high rate of accidents, poor roadway configuration, or general circulation concerns. The following is a listing of circulation problem areas in the Borough identified by Borough stakeholders, questionnaire responses and municipal visioning sessions.

1. Intersection of Shore/Water Witch Avenues
2. Intersection of Linden/Water Witch Avenues
3. Parking deficit in the downtown
4. Improvements at the Route 36 ramps at the south-east access into the Borough
5. The connection from Bay Avenue to Shore Drive in the northern portion of the Borough.
6. The inability for buses to turn around near the ferry terminal adjacent to Marie Street.

FIGURE CP-4
CIRCULATION PROBLEM AREAS MAP



KEY	
	Shore/Water Witch & Linden/Water Witch
	Downtown Parking Deficit
	Route 36 Ramps
	Bay Avenue/Shore Drive Connection
	County Road
	State Road

CIRCULATION PROBLEM AREAS MAP
Highlands Borough, Monmouth County, New Jersey
Figure CP-4

1"=1000' October 2004

CIRCULATION IMPROVEMENTS

Assistance Available

Due to the varied and expansive transportation needs of the State and region, organizations have been formed which aid local municipalities with data collection, research, carpool and vanpool services, transit information, funding, etc. While this is only a limited list, the organizations listed here can provide additional information to member municipalities, should a specific need arise.

Transportation funding is available at the Federal, Regional, and County divisions of government. However, the major sources of funding come from the Federal government's Transportation Equity Act for the 21st Century (TEA-21) programs. The New Jersey Transportation Authority (NJTPA) is the federally sanctioned Metropolitan Planning Organization (MPO) for the six million people in the thirteen county Northern New Jersey Region. The NJTPA oversees over one (1) billion dollars in transportation investments each year.

The Transportation Improvement Program (TIP) is the program coordinated by the NJTPA that lists the projects in each of the Counties in the planning area that are to receive federal funding. The TIP process gains consensus between state and local officials as to the regional transportation improvements that are to be made.

RECOMMENDATIONS

The following listed items are recommendations (not in any specific order) intended to improve circulation throughout the Borough.

1. Specific traffic improvements recommended by the Borough Police should be coordinated with the County and State for funding and implementation.
2. Conduct a parking study to assess the downtown parking problem.
3. Research alternative funding sources to undertake a sidewalk inventory in the Borough. The inventory should include the location, width, handicap accessibility, and condition of all sidewalks. Recommendations should include areas where sidewalk should be reconstructed, installed for the first time or built to serve as a connection between existing sidewalks.
4. Investigate the feasibility of transforming Bay Avenue and Shore Drive into a one-way direction loop. This investigation and analysis should consider potential impacts to existing and commercial uses in the area.

5. The Borough should work with the County to determine designated bike routes within Highlands. The route should connect many of the public areas, such as parks and schools, which already provide bicycle racks, benches, and other amenities for cyclists. Roadway designations should be based on shoulder width (both existing and proposed), speed limits for motorists, and level of traffic.
6. The Borough should consider implementing traffic calming techniques in areas that have a large number of pedestrian crossings. Rumble strips, different pavement colors and textures and pedestrian crossing signs are types of traffic calming which can be easily implemented in these areas.
7. The Borough should consider joining/working with the Monmouth County Summer Traffic Management Collaborative Group to work on a regional basis to address seasonal transportation issues.
8. Utilize the NJ DOT Context Sensitive Design program to ensure bicycle and pedestrian transportation issues are addressed within the new Route 36 bridge proposal.
9. Partner with the Monmouth County Planning Board to investigate the creation of local ferry service to points on the Sandy Hook Bay and to the Gateway National Recreation Area.
10. Adopt an official local roadway inventory.

CONSERVATION & COMMUNITY FACILITIES PLAN ELEMENT

INTRODUCTION

The purpose of this element of the Master Plan is to provide a comprehensive overview of the community facilities that are present within Highlands Borough. Community facilities include government buildings, educational facilities, cultural facilities, hospitals, fire houses, police stations, and libraries. They provide opportunities for recreation, health, safety, education, and cultural enrichment. Ideally, a community facility should be adequate in size, appropriately located within the community, and responsive to meeting the needs of the residents of Highlands.

The Municipal Land Use Law (MLUL) indicates that a Community Facilities Plan Element is an optional element of a municipal master plan. In Section 40:55D-28 of the MLUL, the requirements of a Community Facilities Plan Element is indicated. These include indicating the existing and proposed locations and types of educational or cultural facilities, historic sites, libraries, hospitals, firehouses, police stations and other related facilities, including their relation to the surrounding areas.

In addition to identifying the facilities in the Borough, this element of the Master Plan seeks to demonstrate the capacity of these facilities to meet the current and future needs of the Borough. This will better prepare the Borough to plan and make capital or operational improvements to the specified facilities.

INVENTORY OF COMMUNITY FACILITIES

Municipal Building Complex

The Highlands Borough Municipal building is located at 171 Bay Avenue. Departments housed in the main building include Administration, the Municipal Clerk, Treasurer, Tax Assessor/Collector, Department of Public Works, Planning & Zoning, Construction Office, Police Department and Municipal Court.

FIGURE CF-1
COMMUNITY FACILITIES MAP



0' 500' 1,000'

KEY

 Community Facilities

COMMUNITY FACILITIES MAP

Highlands Borough, Monmouth County, New Jersey

Figure CF-1



1"=1000' October 2004

The 1992 Master Plan identified the desire to expand the municipal complex. This proposal called for constructing a new municipal building and police department on South Second Street near Spring Street. The existing municipal building was earmarked for redevelopment into a mixed commercial use. With the exception of constructing a new surface parking lot, the plans identified in the 1992 Master Plan to relocate the municipal building were never fully implemented.

At this time, the Borough has reevaluated the need to construct a new municipal building. Current plans call for constructing a stand alone building to house the Fire Department. Vacant space associated with the departing Fire Department staff may be sufficient to accommodate municipal building expansion requirements.

Public Works

The Public Works Department owns one property within Highlands Borough. The 1.69 acre site contains the Borough's heavy equipment and is primarily used for the storage of that equipment. The Department owns a number of vehicles that are used throughout the Borough.

At this time, the public works department has not indicated the need for additional facilities.

Municipal Court

The Municipal Court Building houses one full-time Administrator, and both a judge and prosecutor for court dates two times a month. The municipal courtroom is housed within the Municipal Building and is approximately 800 square feet. There is no need for expansion of this facility.

Water and Sewer

The Water and Sewer offices are not located within the Municipal Building. Rather, one private company, the New Jersey American Water Company, provides water service. The Township of Middletown Sewerage Authority (TOMSA) provides sewer service. Their facilities are discussed further in the Utilities component of the Master Plan.

**TABLE CF-1
 COMMUNITY FACILITIES &
 PARK, RECREATION AND OPEN SPACE**

BLOCK	LOT(s)	LOCATION	NAME	ACREAGE
SCHOOLS				
13	1	One Grand Tour	Henry Hudson Regional	8.73
17	1			
18	1			
116	1	Linden Avenue/Route 36	Highlands Elementary	6.55
RESCUE/FIRE				
40.01	21	Shore Drive	Future Fire Station	0.16
59	10	Bay Avenue	Highlands Fire Department	N/A
64	5	Valley Street	Public First Aid Squad	0.16
MUNICIPAL UTILITIES AUTHORITY				
40	8.01	Shore Drive	Water Treatment Plant	
RECREATION/OPEN SPACE				
N/A	N/A	Marine Place	Marine Place Bulkhead Fishing Area	N/A
N/A	N/A	Route 36 Bridge	WWI Monument	N/A
8	2	Hillside Avenue/South Bay Avenue	South Bay Avenue Beach	0.5
14	1, 1.01	Grand Tour	Open Space	8.32
38	9	Route 36/Bay Avenue Interchange	Ederle Park	0.06
39	1, 1.01, 2-7, 3.01, 4.01 and 5.01	Bay Avenue	Veterans Park	2.5
40	17.01	North Street	Frank Hall Park	0.29
53	1	Miller Street	Public Park	0.38
56	10, 10.01 ¹	Miller Street	Miller Street Beach	0.43 (not including riparian grant)
60	17.01	Miller Street and Route 36	Monument/Flag pole	0.07
95	1	Bay/Water Witch Avenues	Huddy Park	0.46
97	1.01 ⁷	Snug Harbor Avenue	Water Witch Beach	0.43
PUBLIC WORKS				
40.01	22.01	Shore Drive	Public Works Yard	1.69
COMMUNITY CENTERS				
41	10	Bay Avenue	American Legion	0.14
96	1	Bay Avenue/Water Witch Avenue	VFW Building	0.27
97	1	Bay Avenue/Snug Harbor Avenue		2.3
Municipal Government/Post Office				
58	24	Bay Avenue	US Post Office	0.25
59	3,5,6,10	Bay Avenue		0.64

⁷ Riparian Grant

Fire Department

There is one Fire Department Station within Highlands that provides fire protection services for the Borough. The Station shown on the Community Facilities Map (CF-1) is located at the Borough's municipal complex. The Fire Department provides full service to the community on a volunteer basis.

The Fire Department responds to approximately 80 to 100 calls a year and is awaiting the construction of a new firehouse at the corner of Miller Street and Shore Drive. Currently the organizational structure of the Fire Department consists of:

- A Chief
- A First Assistant Chief
- A total of (5) Captains and Lieutenants.
- A Secretary
- A Chaplain
- Volunteer members

The station contains two bays.

Public Schools

Highlands Borough Elementary School

Highlands Borough currently has one Borough Elementary School, which is located at 360 Navesink Avenue. The school provides education for children from pre-kindergarten to Grade 6 for the entire district. The 2002-2003 budget for the school equals \$3,606,256 and an anticipated per pupil cost of \$11,009.

The school has a current enrollment of 246 students as of March 5, 2003. Table CF-3 indicates that from 1995 to 2000, the number of school children enrolled varied from 222 to 288 students. The Division of Education, in their long-range facility plan, anticipates an enrollment of 277 persons. As the school is operating below capacity, there are no short-term plans for expansion.

The Highlands Elementary school encourages the joint use of the school for recreation, community meetings, and other functions.

**TABLE CF-2
 PRE-KINDERGARTEN TO GRADE 6
 2003 SCHOOL ENROLLMENT
 HIGHLANDS BOROUGH, NEW JERSEY**

School Enrollment	Students
AM Pre-Kindergarten	4
PM Kindergarten	15
Kindergarten	28
Grade 1	36
Grade 2	23
Grade 3	27
Grade 4	30
Grade 5	31
Grade 6	28
Learning Disability 1	10
Learning Disability 2	10
Out of District Special Education	4
Total	246

**TABLE CF-3
 GRADES KINDERGARTEN TO 6
 HISTORICAL ENROLLMENT DATA
 HIGHLANDS BOROUGH, NEW JERSEY**

Historical Data					
GRADE	95- 96	96-97	97-98	98-99	99-00
K	37	36	41	46	34
1	36	39	37	43	41
2	26	38	42	36	38
3	25	26	27	40	32
4	26	20	28	29	39
5	23	29	17	30	34
6	27	23	28	19	31
SPL ED	22	24	32	37	39
TOTAL	222	235	252	280	288

Source: Henry Hudson Regional High School District Demographic Study - November 6, 2000

Henry Hudson Regional High School

Junior High and High School students (grades 7-12) from Highlands are sent to Henry Hudson Regional School. The school is located at One Grand Tour in Highlands on a 28.17 acre site. The school provides education for youth from grades 7-12 for the Borough of Highlands and Atlantic Highlands. The 2002-2003 district budget for the school is \$7,019,961.00. The school has a capacity of 436 students and the current enrollment is approximately 452⁸ persons.

There are a total of 32 classrooms comprising 69,000 square feet within the school used for teaching and learning. The average class size is 23 students.

**TABLE CF-4
 GRADES 7 TO 12
 ENROLLMENT PROJECTIONS
 HIGHLANDS BOROUGH, NEW JERSEY**

Historical Data						Enrollment Projections				
GRADE	95-96	96-97	97-98	98-99	99-00	00-01	01-02	02-03	03-04	04-05
7	67	58	68	63	71	77	72	92	70	81
8	80	64	50	57	62	65	70	66	84	63
SPL ED	0	2	6	31	31	31	31	31	31	31
Subtotal	14	12	124	151	16	17	17	18	18	17
	7	4			4	3	3	9	5	5
9	68	81	66	42	56	60	62	67	64	81
10	61	56	83	55	43	52	56	58	62	59
11	55	60	49	60	49	37	45	48	50	54
12	57	56	54	42	52	45	34	41	44	46
SPL ED	0	5	12	61	60	60	60	60	60	60
Subtotal	24	25	264	260	26	25	25	27	28	30
	1	8			0	4	7	5	0	0
TOTAL	388	382	388	411	424	427	430	464	465	475

Source: Henry Hudson Regional High School District Demographic Study - November 6, 2000

In order to satisfy enrollment projects and school facility requirements, a referendum was passed on September 24, 2002 for \$14,600,000 dollars for improvements including:

New Construction

- 26,200 square foot addition
- 2 science labs w/ shared Prep room
- 1 science Demo room
- 4 S.G.I. rooms
- 1 in-school suspension room

⁸ Hudson Regional School District

- Cafetorium w/stage
- Serving kitchen
- Faculty dining
- Mechanical and storage spaces
- Toilet rooms and circulation

Rehabilitation

- Conversion of 4 classrooms to special education rooms
- Conversion of Media Center
- Conversion of biology demo, chem./physics and science demo to 4 classrooms
- Conversion of music practice rooms to music suite
- Conversion of storage space to faculty room and elevator
- Remove VAT flooring and replace ceiling panels
- Replace gas fired water heater
- Replace gas service
- Replace unit ventilators in classrooms
- Replace temperature controls system
- Upgrade building services and transformer
- Replace light fixtures
- Install additional site lighting
- Upgrade branch panels
- Upgrade electrical system to accommodate the new boiler
- Replace intercom and PA systems
- Upgrade security system
- Upgrade technology data drops
- Replace fire alarm system
- Replace clock system
- Replace telephone system
- Provide new gas generator
- Provide new casework at new unit ventilators
- Upgrade toilets for ADA compatibility
- Replace concrete sidewalks
- Address code related fire issues
- Replace fire extinguishers
- Replace boiler.

The local share of the project costs is \$10,340,709 (60%) and the State's share is \$4,259,291 (40%).

CONSERVATION

This Conservation Plan examines impacts to the natural environment and investigates methods to improve the natural environment.

Highlands is a fully developed community, however, unlike many developed communities, Highlands has numerous conservation opportunities. This Conservation Plan Element strives to protect the resources which make Highlands a community of place - its cliffs, the Shrewsbury River, and the Sandy Hook Bay.

ENVIRONMENTAL RESOURCES

Steep Slopes

Impacts of disturbing steep slopes are well documented in planning literature. In Highlands and the immediate surrounding communities, the largest cliffs along a waterfront from New Jersey to Texas exist. This unique landform requires special attention. In these steep slope areas, existing and altered drainage patterns and the amount and speed of runoff can cause erosion, soil creep, slump blocks (sections of soil shifting down and outward on the slope), and landslides. By changing the existing topography through grading the foot of a slope or cutting into the face of a hillside, instability and erosion occur. Typically, soils on ridgelines and steep slopes are already thin and susceptible to wind and water erosion, which warrants engineering review for all development.

In Highlands, during a rainfall, a large amount stormwater runs off the cliffs onto the low lying areas and is documented as a stormwater problem within the Utility Plan Element. This problem can only worsen as slopes and immediate areas surrounding slopes are covered with impervious surfaces, such as roads, driveways and buildings. Since water can't percolate into the soil, it runs off down the cliff, picking up speed as it travels across these smoother surfaces. If not collected, the silt from the eroding surrounding soils will run off into the Sandy Hook Bay and Shrewsbury River.

Highlands is fortunate to have a steep slope ordinance to protect future disturbance of steep slopes. However, due to the uniqueness of this environment, the Borough should continually monitor the stability of these steep slope areas and means of preserving existing water quality, in addition to evaluating and updating the steep slope ordinance based upon need.

Wetlands

As documented by the New Jersey Department of Environmental Protection, wetlands are valuable components of watersheds for many reasons. Freshwater wetlands are areas of low topography typically exhibiting poor drainage and standing water or a high groundwater table much of the year.

They are characteristically occupied by wet or hydric soils and hydrophytic vegetation. Wetlands serve valuable ecological functions such as storing floodwaters, filtering pollutants, allowing for groundwater recharge and providing wildlife habitat. According to NJ DEP, as wetland area and function decrease over a period of years or decades, the overall quality and quantity of the surface water flow within the watershed is altered and often expensive man-made utilities are required to make up for the loss of the wetlands. In Highlands, no wetlands are identified within the State's digital geographic information system mapping. However, several small isolated wetlands have been identified during the site development process, i.e., site plan review.

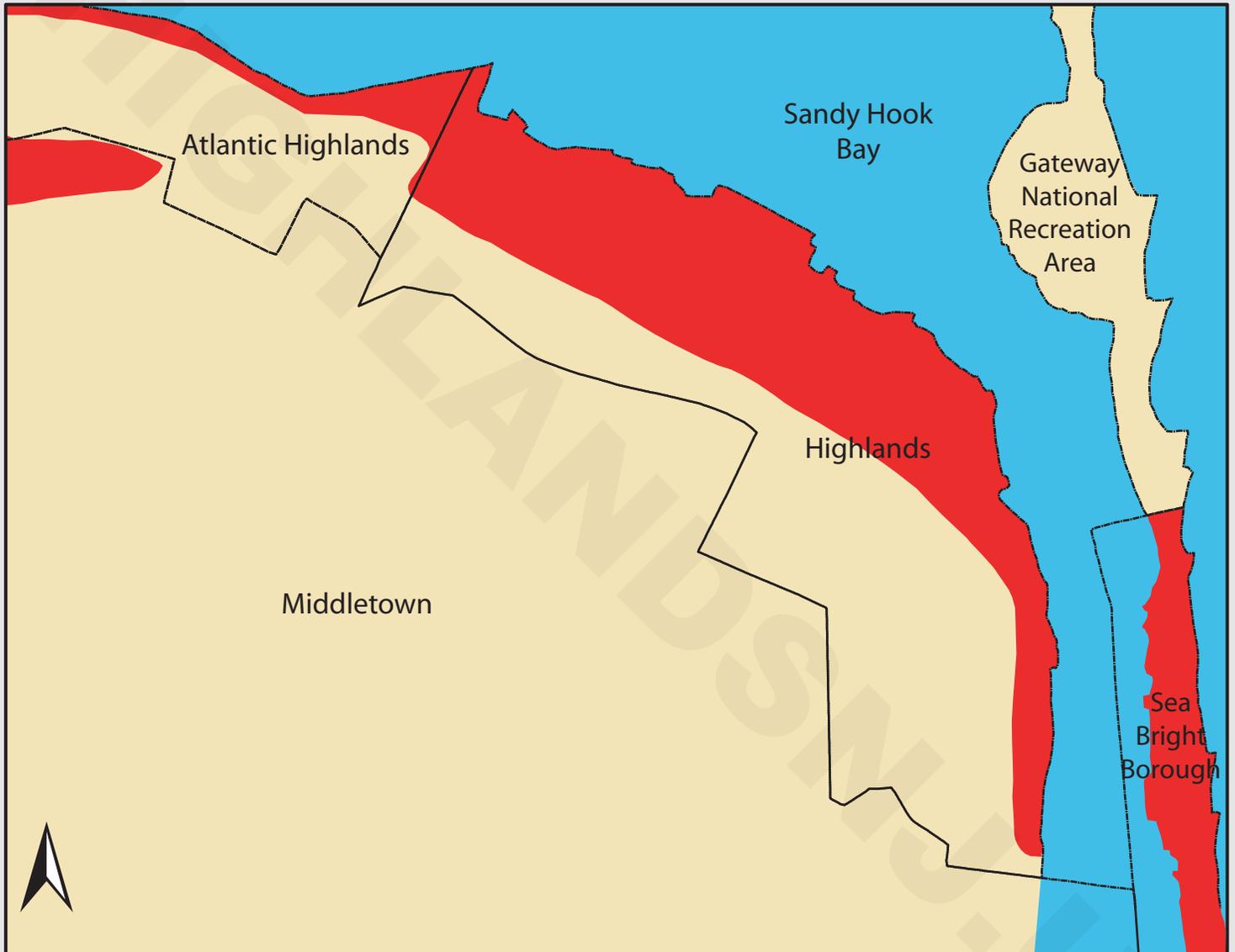
Floodplains

In Highlands, a substantial portion of the Borough lies within a floodplain as documented by the Federal Emergency Management Agency (FEMA) mapping (see Figure LU-4). As mentioned in the Land Use Element of this Master Plan, additional rules and regulations govern development and redevelopment in the floodplain. Highlands Flood Damage Prevention Ordinance 0- 99-11 Part 7, Article XXIV of the Zoning Ordinance, adopted August 18, 1999 is the regulatory ordinance pertaining to floodplains. The purpose of this Zoning Ordinance is to protect the public health and safety, and prevent construction practices that will increase flooding, and preserve our natural environments.

Critical Environmental Sites and Historic and Cultural Sites (CES and HCS)

According to the State Development and Redevelopment Plan (SDRP), "designating a site as a CES or an HCS means that the site is of local, regional or statewide significance and that its protection and enhancement is of primary importance." The SDRP continues to indicate that there is a need to preserve the connection to the natural systems or cultural fabric of which the site is a part. The designation as a CES or HCS is intended to help organize planning for new development or redevelopment by singling out the elements of natural systems and historic sites that should continue to be expressed in the future landscape through protection and restoration (See CF-5).

FIGURE CF-5
CRITICAL ENVIRONMENTAL SITES (CES)
AND HISTORIC AND CULTURAL SITES (HCS) MAP



KEY

 CES and HCS sites

CES/HCS SITES MAP

Highlands Borough, Monmouth County, New Jersey
Figure CF-5



N.T.S. October 2004

CES and HCS sites are of local, regional or statewide significance. Their protection and enhancement has been determined to be of primary importance. Any changes proposed by the Borough within the CES or HCS area in Highlands should preserve the natural cultural fabric of which they are a part.

Coastal Zone Management

The federal Coastal Zone Management Program (CZMP), authorized by the Coastal Zone Management Act (CZMA) of 1972, is a unique federal-state partnership that provides a framework for states to develop management strategies to protect, restore and responsibly develop and redevelop coastal communities. Administered by the National Oceanic and Atmospheric Administration (NOAA), the law permits the State of New Jersey to determine how best to balance conservation and development/redevelopment in the coastal zone.

According to the New Jersey Office of Coastal Planning, each year New Jersey receives federal funding to support planning, regulatory and enforcement programs aimed at protecting the state's coastal resources, controlling the impacts of development on the coastal ecosystem, and enhancing public access opportunities along the shoreline.

The Office of Coastal Planning supports the efforts of a number of programs that comprise the federally approved coastal program and provides technical expertise to local decision makers. This Plan specifically recommends creating a partnership with the Office of Coastal Planning prior to conducting any waterfront redevelopment efforts.

Water Quality

In urbanized or built-up areas, a higher percentage of impervious cover exists in comparison to less developed areas. As a result, runoff from rain and the melting of snow collects sediment, chemicals and other pollutants and deposits them into the Shrewsbury River and the Sandy Hook Bay. According to NJ DEP, these pollutants include:

- Excess fertilizers, herbicides, and insecticides from agricultural lands and residential areas;
- Oil, grease, and toxic chemicals from urban runoff and energy production;
- Sediment from improperly managed construction sites, crop and forest lands, and eroding stream banks;

- Salt from irrigation practices and acid drainage from abandoned mines;
- Bacteria and nutrients from livestock, pet wastes, and faulty septic systems;
- Atmospheric deposition and hydromodification are also sources of nonpoint source pollution.

Why is this important in Highlands? Nonpoint source pollution is the leading remaining cause of water quality problems. The effects of nonpoint source pollutants on specific waters are difficult to fully assess. However, the negative impacts of nonpoint source pollution on drinking water supplies, recreation, fisheries, and wildlife is well documented. The following are NJ DEP recommended actions to help reduce nonpoint source pollution:

- Keep litter, pet wastes, leaves, and debris out of street gutters and storm drains--these outlets drain directly to lake, streams, rivers, and wetlands.
- Apply lawn and garden chemicals sparingly and according to directions.
- Dispose of used oil, antifreeze, paints, and other household chemicals properly, not in storm sewers or drains. If your community does not already have a program for collecting household hazardous wastes, ask your local government to establish one.
- Clean up spilled brake fluid, oil, grease, and antifreeze. Do not hose them into the street where they can eventually reach local streams and lakes.
- Control soil erosion on your property by planting ground cover and stabilizing erosion-prone areas.
- Encourage local government officials to develop construction erosion/sediment control ordinances in your community.
- Have your septic system inspected and pumped, at a minimum, every 3-5 years so that it operates properly.
- Purchase household detergents and cleaners that are low in phosphorous to reduce the amount of nutrients discharged into our lakes, streams and coastal waters.

RECREATION AND OPEN SPACE

To determine Highlands' open space and recreation needs, two distinct methodologies were utilized.

The first analysis, called the balanced land use approach, estimates the land area which should be owned and controlled by the Borough and dedicated for public use and access for outdoor

recreation. The second analysis, known as the core system standard, predicts the necessary amount of open space to protect the important natural resources and to retain a high quality of life for Borough residents.

Outdoor Recreation Needs

Recreation is required to maintain a healthy way of life. What people do to recreate is a response to their internal needs and desires. The quality and quantity of recreational opportunities available to a community has a direct effect on the community's general quality of life. To satisfy the recreational needs and wishes of an entire community, many variables must be considered. It is important to realize that the recreational opportunities will serve a variety of different individuals. To ensure that the Borough can provide residents with a variety of needed recreation programs and facilities, there should be a core system of lands owned and controlled by the Borough and dedicated to local public recreation use.

Estimate of Need Based Upon Balanced Land Use Standards

The first estimation method is the Balanced Land Use approach. Balanced Land Use is the methodology utilized by the State of New Jersey to calculate public open space needs. This approach estimates the *minimum* land area in Highlands that should be dedicated as Borough public open space. The approach takes into consideration that recreation and open space demands are generated by development, which will occupy the remaining land area of the Borough.

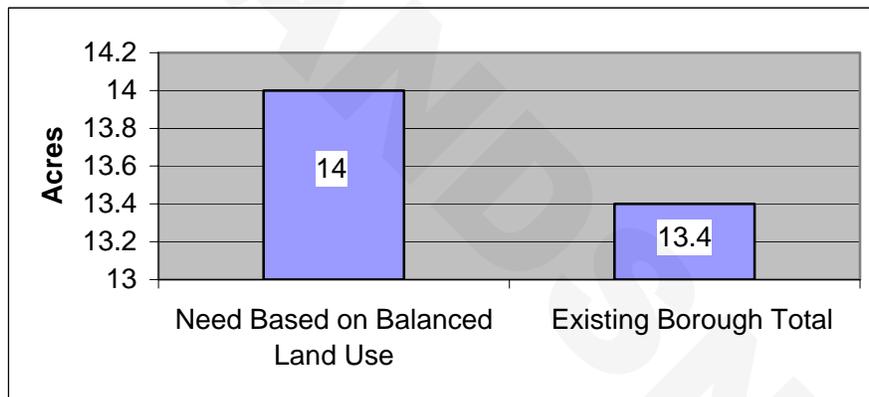
The Balanced Land Use Standard indicates that individual municipalities should set aside 3% of their developed and developable area for recreation. The guidelines also suggest 7% be set aside by each county, 10% by the state, and 4% by the federal government. Undevelopable land such as wetlands and land preserved as open space by the County or State governments is subtracted out of the total land area to calculate the municipal need for public recreation and open space land.

**TABLE CF-5
 BALANCED LAND USE CALCULATION**

	ACRES
Total Township Area =	459
(-) Undeveloped Wetlands and Floodplains =	0
(-) State, and County Parklands =	0
Total =	459
<hr/>	
3% of Total =	14

Source: NJDEP GIS Data & T&M Associates

**TABLE CF-6
 HIGHLANDS BOROUGH
 NEED FOR MUNICIPAL PARK AND RECREATION AREAS
 (BALANCED LAND USE)**



Compiled by: T&M Associates

Using the Balanced Land Use standard, the estimated land required for local public recreation and open space in Highlands is 14 acres (see Exhibit CF-5). Based upon the existing 13.4 acres of park and recreation land in the Township, a minimal deficit exists in comparison to the minimum suggested by the Balanced Land Use criteria (see Table CF-6).

Estimate Of Need Based Upon Core System Standards

The second estimation of need method is the Core System standard. The National Park and Recreation Association (NPRA) developed this method. The Core System standard is used to estimate need based on existing and projected population. The NRPA standards, published in the NRPA *Recreation, Park, and Open Space Standards and Guidelines*, provide guidance for developing a core

system of public parks for local close-to-home recreation uses. The standards suggest public park and recreation areas be provided to local residents at the ratio of 10.5 acres of parkland per 1,000 people.

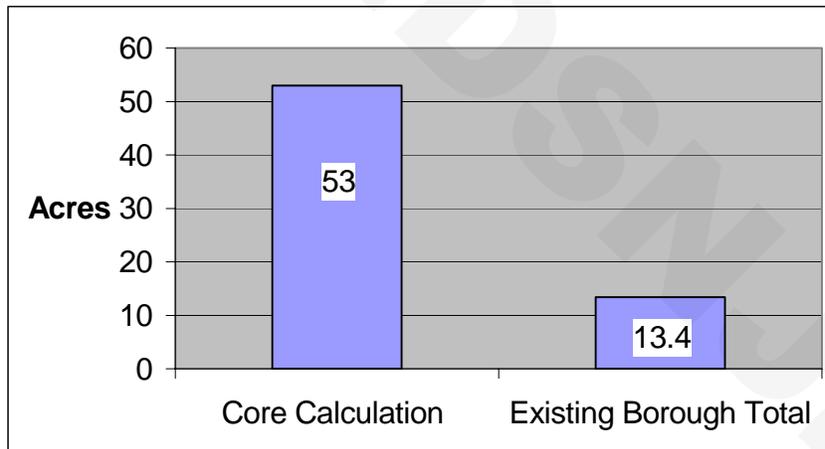
**TABLE CF-7
CORE CALCULATION**

Standard = 10.5 acres per 1,000 people

	Population	Calculated Acres
2000	5,097	53.5

Source: US Census

**TABLE CF-8
HIGHLANDS BOROUGH
NEED FOR MUNICIPAL PARK AND RECREATION AREAS
(CORE CALCULATION)**



Based upon the existing 13.4 acres of park and recreation land and the Borough's 2000 population of 5,097 people, there is a shortfall of open space and parklands. In summary, the Core System approach suggests that the Township park system can not adequately support the existing or future population.

The Balanced Land Use Standard and the Core System Standard are methodologies that should be used with caution. They are intended to serve as a guide to determine the necessary open space in a community and are not an exact science. This Plan specifically recommends that the Borough create a Recreation and Open Space Committee to identify local recreation and open space needs.

Green Acres Program

One opportunity to acquire monies to create recreation and open space opportunities is through the New Jersey Department of Environmental Protection Green Acres Program (Green Acres). Green Acres provides 50% matching grants and low-interest loans to local governments for the acquisition of land for recreation and conservation purposes. To qualify for this funding, local governments must have an adopted open space and recreation plan, and either an open space tax or an approved alternative funding source which is stable and sufficient to effect an annual tax levy.

To further efforts to create additional open space, the Borough should investigate these options.

UTILITIES PLAN ELEMENT

INTRODUCTION

In addition to the other services provided by the Borough, water and sewer are a critical component to meeting the needs of residents and businesses. In conjunction with the Land Use component of the Master Plan, water and sewer capacity determine where certain land uses can be located and where future development/redevelopment will most likely occur. In anticipation of future growth, the Borough must ensure that these utilities are improved over time to benefit the community's overall intent regarding all non-residential and residential development.

In addressing the above objective, the Utility Plan analyzes the current levels and future capacities of the existing water and sewer facilities. In addition, the Plan indicates the existing and the future general location of water and sewer facilities, including drainage and flood control facilities for storm water management. Currently these facilities are located throughout Highlands.

EXISTING UTILITIES AND INFRASTRUCTURE

This portion of the Utilities Plan identifies the existing municipal utility facilities which service Highlands Borough. Currently the Borough's water and sewer facilities are operated by three main entities: (1) NJ American Water and (2) the Township of Middletown Sewage Authority (TOMSA), which is part of the Bayshore wastewater management area. Municipalities that are a part of the TOMSA include: Middletown, Highlands, Atlantic Highlands, Gateway National Recreation Area, Coast Guard Station at Sandy Hook, Fort Hancock and several other buildings in the Recreation Area.

Water

New Jersey American Water Company (NJAWC)

The New Jersey American Water Company is a private utility that is responsible for providing water service to the Borough. The service area of the company extends throughout the Borough. The company owns and operates the existing plant located on Miller Street. The primary source of water for the Borough is the Swimming River Reservoir; secondary sources are the Glendola Reservoir and the NJWSA (Manasquan). NJAWC does not withdraw water from wells located within Highlands. Currently, all wells located within Highlands are no longer used and the diversion for

these wells has been reallocated. All of the wells have been sealed with the exception of one that is utilized for well level monitoring purposes.

The capacity of all combined treatment facilities serving the franchise area is 71.5 million gallons per day. The average residential demand is approximately 196 gallons per day, compared to 1,830 gallons per day for non-residential uses.

NJAWC reviews infrastructure data, i.e., main breaks, hydrant flow data, water quality complaints, etc. annually to identify network facilities that should be considered for replacement. At this time, no repairs or upgrades are planned within Highlands.

Sanitary Sewer

Sanitary wastewater generated in Highlands Borough is transported through the Borough's local sequential backed reaction system of gravity sewers, pumping stations and force mains to facilities owned and operated by TOMSA. Effluent is discharged under the authority of the Bayshore Regional Outfall Authority. The entire Borough is located within a sewer service area.

In 1995, the residential sanitary sewer flow was 0.161 million gallons per day (MGD) and 0.035 MGD for commercial, thus totaling 0.198 MGD. According to the Draft Monmouth County Wastewater Management Plan that is proposed for adoption in early 2004, Highlands flow estimates to the year 2022 are:

- Residential - 0.2000 MGD
- Commercial - 0.03 MGD
- Infiltration/flow - 0.0043 MGD

2022 estimates were based upon current zoning and population projections to 2022.

Flow and capacity for the entire TOMSA system are as follows:

2002: Reported - 7.14 MGD

2022: Estimate - 10.413 MGD

Final buildout based upon current zoning - 11.29 MGD

Design Capacity - 14 MGD

According to the draft Monmouth County Wastewater Management Plan, based upon projected wastewater flow, there is sufficient capacity for the system based upon current zoning.

Currently, the Borough is in the process of refurbishing the South Bay Avenue lift station. A contract for the work has been let and the job is partially completed.

Storm Water Management

Stormwater runoff is the water that "runs off" the land when it rains or snows. This water may go into the street, a nearby stream or a sewer. Stormwater runoff is referred to as a nonpoint source of pollution because it has the potential to pick up material from many different sources as it runs across land and reaches a waterway. Highlands Borough has a storm sewer system located throughout the Borough. However, no formal inventory or mapping has been completed of the storm sewer system nor does the Borough have a Stormwater Management Plan.

According to the NJDEP, stormwater/nonpoint pollution contributes to up to 60% of the existing water pollution problems. In an effort to reduce stormwater pollution, the State is in the process of creating a new Municipal Stormwater Regulation Program. The draft regulations of the program designate Highlands as a Tier A municipality. Nearly all municipalities in the coastal zone are proposed to be in Tier A. Under the new Municipal Stormwater Regulation Program, it is anticipated that Highlands will be required to implement a Stormwater Program. This includes various statewide requirements to address stormwater runoff such as public education, outfall mapping and ordinances, floatable and solids control, and good housekeeping of municipal maintenance yard operations. Examples of some anticipated requirements include: public meetings, distributing educational materials, street sweeping, catch basin cleaning, catch basin inserts and outfall and drain gates. However, additional measures may be required and optional measures may be recommended depending on federal and regional regulations and planning.

As a result of the new stormwater regulations, Highlands will most likely be required to apply for New Jersey Pollutant Discharge Elimination System (NJPDDES) permits for their stormwater systems 30 days after final publication of the rules. Currently, there is no anticipated funding for municipalities to implement this program.

During the Master Plan Visioning meetings, Borough Officials identified that the current stormwater management system has difficulty handling stormwater "running off" the hill in the Borough and

improvements should be investigated. This issue should be specifically addressed during the creation of a municipal stormwater plan/program.

RECOMMENDATIONS

1. In conjunction with redevelopment efforts, the Borough should seek to elevate new structures above the base flood elevation in the Borough to comply with Federal Emergency Management Agency (FEMA) standards.
2. Develop a 5-10 year Capital Improvement Plan to serve as a guide for the Borough's capital budget decisions regarding necessary capital improvements.
3. Continue to monitor the proposed Municipal Stormwater Regulation Program. Upon adoption of the Program, prepare a stormwater management plan, stormwater control ordinances, and a stormwater pollution prevention plan.
4. Work with the Township Engineer to investigate solutions to the identified stormwater management and sanitary sewer system infiltration problems.
5. Map the Borough's existing water and sewer infrastructure within a Geographic Information System (GIS).

HISTORIC PRESERVATION PLAN ELEMENT

INTRODUCTION

Historic preservation essentially refers to the recognition and preservation of the history, culture, and physical characteristics of a community. Fostering an understanding and appreciation for the historic landmarks, buildings, and events is an important step in providing a sense of identity and pride. Through the co-operative efforts of local governments, businesses, property owners, residents and institutions communities can collectively celebrate their history and culture.

This element of the Highlands Borough Master Plan is intended to provide an overview of the important historic elements within the Borough. This element can serve as a reference point for the Borough to continue the critical step of identifying and increasing an awareness of the community's historically important structures and sites. With an understanding of these sites and a proactive and stewardship role toward historic preservation, a community can protect its history and culture for future generations.

To meet the above goals and objectives, this element of the Master Plan provides a brief summary of Highlands' history, reviews the Borough's efforts in the area of historic preservation, and provides a review of some of the important historical resources that have been identified by the Borough. Based on this information and historic efforts undertaken nation-wide, recommendations are made to assist and guide the historic preservation efforts of Highlands Borough. This information is intended to be compatible with other areas of the Master Plan which promote elements such as architectural compatibility, public and recreational space, conservation, and economic development.

HISTORICAL SUMMARY

The highest point on the east coast, Highlands Borough was the first land sighted by explorers and millions of immigrants approaching America. Highlands Borough has a colonial history with roots as far back as the 16th century. In 1525, Highlands was first seen by the Italian explorer Giovanni de Verrazano. Other explorers followed, including Henry Hudson, who sailed his ship, the Half Moon, into Sandy Hook Bay in 1609. The land that is now the Highlands was purchased by the British settler Richard Hartshorne from American Indians in 1677, and the first European settlement followed in 1678.

The hills of the Highlands played an important role in the American Revolutionary War as a strategic point for both the British and Colonial armies. During the years after the American Civil War,

Highlands prospered as a resort town. Sailing ships, steamboats, ferries, railroads and trollies brought numerous visitors to the scenic hills of the Highlands. Highlands Borough was officially incorporated in 1900, and in the years that followed, fishing, clamming, boating, and shipbuilding became the main industries in the Borough.

Highlands Borough is probably best known for its Twin Lights. First built in 1828 and later replaced in 1862, the Twin Lights is the only twin lighthouse in the world, and was the first to use kerosene, electricity, and the revolutionary Fresnel lens. When operating, it was the nation's most powerful light, and was visible for 22 miles at sea. In 1899 the Twin Lights was the site of Guglielmo Marconi's first practical radio demonstration, and in the mid 1930's it was the site of America's first experiments with radar. After many years of service, the Navesink Light Station was decommissioned in 1949. In 1962, the State of New Jersey acquired Twin Lights from the Borough of Highlands and opened it as a museum. Twin Lights is now on both the State and National Registers of Historic Places.

Today, scenic and historic Highlands Borough is still known for its marinas, fishing industry, and excellent seafood restaurants. The Historical Society of Highlands and the Twin Lights Historical Society are active in their preservation, promotion and promulgation of Highlands history.

RECENT HISTORIC PRESERVATION EFFORTS IN HIGHLANDS

The Historical Society of Highlands promotes and preserves historical information, artifacts, sites, and structures pertaining to Highlands' history. The Historical Society meets monthly at the Robert Wilson Community Center, and has produced several books and other publications on the history of the Borough.

The Society consists of four Board members (President, Vice-President, Secretary, and Treasurer). An annual membership can be acquired for a fee of five dollars. In addition to meeting about once a month, the Society sponsors annual events such as the Highlands House Tour each June.

The Society has reproduced a historical booklet of Highlands' history that is available to the public. The Society has not officially designated any historic districts or areas of Highlands, although it does maintain a list of historic buildings, some of which may be eligible for designation as state and national historic buildings.

The Twin Lights Historical Society was formed in 1956 by a group of citizens concerned about the decaying condition of the famous lighthouse. After the New Jersey Division of Parks and Forestry took over the lighthouse as a National Historic Site in 1962, the Society assisted with the preservation and restoration of the buildings. A maritime museum was established in the North Tower of the lighthouse, and today one of the Society's major responsibilities is the collecting and maintaining of historic objects displayed in the museum. The museum and gift shop are open year-round with varying hours.

IDENTIFICATION OF HISTORIC BUILDINGS AND AREAS

Twin Lights and the Route 36 Bridge over Shrewsbury River are the two official historical sites within the Borough.

1. Twin Lights (Navesink Lighthouse) is on both the State and National Historic Registers.
2. Route 36 Bridge over Shrewsbury River is under State Historic Preservation Office (SHPO) opinion.

With its long history of development, Highlands Borough has several other buildings and sites that should be preserved to protect the historic value they produce to the community. Some of these buildings are structurally sound and have a rich history and community significance dating back nearly three centuries. The following is a list of sites that the Historical Society has identified as having historical significance. Once the sites are investigated, it may be determined that some of them are eligible for listing on the State and National registers of historic places⁹.

Further studies many need to be commissioned in Highlands to determine other buildings that are eligible for registration as well as techniques for preservation and rehabilitation

The Historical Society of Highlands Borough in conjunction with the Borough Planner should work to determine eligibility and to seek available funding to document sites and preservation techniques. Properties potentially having historical significance include:

1. The building currently occupied by the Clam Shanty located on Shrewsbury Avenue.
2. Sears Building located at the corner of Bay Avenue and Atlantic Avenue
3. Sea Scape Manor Bed & Breakfast located on Grand Tour

⁹ For a property to be designated as a state or national historic place it must be at least 50 years of age and demonstrate a high degree of physical integrity and significance in history or architecture.

4. Water Witch House Bed & Breakfast
5. Grand Lady by the Sea Bed & Breakfast located on Navesink Avenue.
6. Stone stairs extending up cliff from Shore Drive

PRESERVATION STANDARDS AND GUIDELINES

Historic Preservation Standards

The *Secretary of the Interior* is responsible for advising Federal agencies on the preservation of historic properties listed in or eligible for listing on the *National Register of Historic Places*. They have developed *Standards for Rehabilitation*, which serve to assist in the long-term preservation of a property's signification through the preservation of historic materials and features¹⁰. The Standards pertain to historic buildings of all materials, construction types, sizes, and occupancy and encompass the building exterior and interior. In addition they encompass related landscape features and the building's site and environment, as well as attached, adjacent, or related new construction. The Standards for rehabilitation are as follows:

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.
2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.
3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.
4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.
5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved.
6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.

¹⁰ The Standards for Rehabilitation have also been used to determine the appropriateness of a proposed work projected of registered properties within the Historic Preservation Fund grant-in-aid program, as well as if a rehabilitation qualifies as a Certified Rehabilitation for Federal tax purposes. Generally speaking to be certified for Federal tax purposes, a

7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning structures, if appropriate shall be undertaken using the gentlest means possible.
8. Significant archaeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
9. New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing size, scale, and architectural features to protect the historic integrity of the property and its environment.
10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

Historic Preservation Guidelines

A threat to the remaining historic resources in Highlands Borough is inappropriate management of resources, which includes altering, rehabilitating, or demolishing without an understanding or appreciation for their historic importance. The *Guidelines for Rehabilitating Historic Buildings* were established in the late 1970s through the National Park Service in conjunction with architects, historians and craftspeople. They are intended to assist in applying the above standards to projects to ensure that historic resources are appropriately maintained, rehabilitated, and restored.

The recommended course of action for property owners are prioritized into seven areas to address.

1. Identify, Retain, and Preserve – The identification, retention and preservation of the form and detailing of architectural features which define the historic character of a building is the number one priority for rehabilitating historic buildings. Even minor interventions that change the historic character of a building can have the cumulative effect of destroying a building's historic character.
2. Protect and Maintain – After identifying materials and features to be retained, protecting them is the next important step. Protection includes the maintenance of historic material through treatments such as rust removal, caulking, limited paint removal, and re-application of protective coating; the cyclical cleaning of roof gutter systems; or installation of fencing, protective plywood, alarm systems and other temporary protective measures.
3. Repair – When the physical condition of historic features requires additional work, repairing is recommended. The guideline for repairing historic materials such as masonry, wood, and architectural metals begins with the least degree of intervention possible such as patching, piecing-in, splicing, or consolidating.
4. Replace – Replacing should only be an option when deterioration is so severe to be considered beyond repair. When replacing however, a compatible substitute or prototype should be used. Ideally the same type of material should be used, but substitute material is acceptable if the form and design of substitute material convey visual appearance of remaining parts.
5. Design for Missing Historic Features – Where an important architectural feature is missing, its recovery is always recommended in the guidelines as the preferred course of action. Therefore, if it is desirable to recreate the feature, and adequate historical, pictorial, and physical documentation exists to accurately reproduce the feature, then it should be designed and built based on the information. Another option is to produce a replacement feature based on a new design that is compatible with the remaining character, but that does not give a false historical appearance.
6. Alterations/Additions to Historic Buildings – Alterations or additions to an historic building may include construction of an additional building, installing a new mechanical system, inserting a new floor, adding new entrances or windows, and so on. While such alterations or additions to the exterior or interior of a building may be made to extend the use of the building, it is recommended that they should not dramatically change, obscure, or destroy the historic features, materials or finishes.
7. Energy Efficiency / Accessibility Considerations / Health and Safety Considerations – As with any other building, historic buildings need to consider factors such as energy conservation, accessibility, and health and safety code requirements. Similar to the above guidelines it is suggested that changes made to accommodate these considerations should be approached with

care not to radically change, obstruct, damage, or destroy the historic features, materials or finishes.

RECOMMENDATIONS

Based on the areas addressed in the preceding sections of this portion of the Master Plan, the following recommendations are made to meet the goals and objectives of promoting historic preservation within Highlands Borough.

Identification and Registration of Historic Resources

The establishment of the Historical Society of Highlands Borough was an important step for the community in terms of historical preservation. In addition to gathering and preserving important documents, artifacts, and memorabilia, the Society has identified a series of buildings that are worthy of preservation and may be eligible for registration as state and national historic places.

Encouragement of registration at the state or federal level not only raises public awareness, but also protects certain properties from publicly funded projects that could result in demolition or destruction of a historic building or site. In addition, listing on the state or national register may also provide certain investment tax credits to income-producing properties.

In co-operation with the Historic Society, the Borough could play an important role in identifying buildings that may be eligible for historic preservation. A consultant could be hired to prepare a comprehensive inventory of eligible properties for registration. Such a study could also detail the important historic features, materials, and designs within the Borough so that residents could recognize and appreciate these elements.

Public Education on Historic Preservation

The Historical Society already plays an active role in the public education of Highlands residents in terms of historic preservation. Many residents, however, are unaware of the importance of historic preservation and what it means to the community. To further educate the public the Borough may consider collaborating with the Historical Society to produce promotional materials, such as brochures, handouts, and booklets, which outline the importance of historic preservation. Manuals can be produced to assist the public in identifying historic properties and architectural features, and provide relevant technical assistance and guidance for preservation and rehabilitation of historic

property and features. Matching funds for such a project may be available from the New Jersey government.

Promoting the Historic Character of Highlands Borough

The information provided in this element of the Master Plan shows the wealth of historic qualities within Highlands Borough. With a well-organized historic preservation plan, the Borough may be in the position to market the history of Highlands as a tourist attraction. There are many steps that can be taken to highlight Highlands' historic features and attract people from other areas of the state and country.

Wall murals depicting historic themes of Highlands are one possibility of building on the character of Highlands' past while simultaneously attracting tourists to the Borough. Many cities and communities have established wall mural committees to identify themes, locations, and works that are both aesthetically attractive and serve to reflect the community's history.

A community rich in historic resources can also organize self-guided tours through its Borough. Brochures can be used and distributed to tourists to guide them to historic buildings and landmarks.

Investigate Expansion of the Community Center

Explore the possibility of expanding the Borough's community center to provide a full-time home for the Historical Society. The new space would provide a permanent meeting place for the Society, and could house archives and exhibits.

Identify the Borough's Historical Assets With Plaques

Work to identify the Borough's historic assets with plaques at key sites or buildings to identify historic elements.

Exploring Government Agency Support

This section of the Master Plan has emphasized that historical elements should be considered resources or assets within a community. Preservation, rehabilitation and promotion of these resources however do require investment. For this reason, identifying funding support through State or Federal programs is essential. The Borough might consider contacting the following agencies for program assistance in developing its historic preservation plan:

1. National Trust for Historic Preservation - Provides technical support for local government organizations ranging from site visits, guest speakers, promotional materials and media, and program development grants.
2. National Park Service (Mid-Atlantic Regional Office - Philadelphia) -Provides technical information on building rehabilitation and conservation issues, matching grants to encourage preservation efforts, tax incentives for income-producing properties, and promotes the preservation of significant historic battlefields associated with wars on America soil. Also, through the “Save America’s Treasures” program, provides grants for preservation and/or conservation work on nationally significant intellectual and cultural artifacts and nationally significant historic structures and sites.
3. NJ Department of Community Affairs (Trenton) -In addition to the Neighborhood Preservation Program, there is also a Main Street program, which provides downtown commercial revitalization support, such as marketing, design, and business development.
4. NJ Historic Trust (Trenton) – Provides support and protection for New Jersey’s historic resources through a variety of grant, loan, and property donation programs.
5. NJ Historic Preservation Office (Trenton) -This office provides a variety of technical information and support for historic preservation activity. It can provide further assistance in completing the National Register nomination process. This office also implements the Certified Local Government (CLG) program which provides program development matching funds to qualifying municipalities with an appropriately-managed local historic society. The benefits of CLG status include state grants, state and federal government information exchange, and participation in the National Register and statewide preservation planning process. CLGs are expected to maintain and support their municipality's historic preservation ordinance, commission, planning, local survey, public participation, and registration process.
6. Preservation New Jersey (Trenton) - As the major non-profit, statewide historic preservation advocacy group, this organization is the general clearinghouse for information and local referrals. The organization offers workshops and conferences on private and public preservation planning issues and on technical matters related to restoration. Membership includes notification of programs, technical assistance, and subscriptions to its quarterly newsletter.
7. NJDEP Green Acres Program (Trenton) – Provides low-interest loans to counties and municipalities for the acquisition or development of land for public outdoor recreation or conservation purposes. Eligible projects include historic sites.

RECYCLING PLAN ELEMENT

INTRODUCTION

Over the last decade the recycling of waste and used materials has become a required and commonly accepted practice within the State of New Jersey. In the early 1990s the Municipal Land Use Law was amended to incorporate a recycling plan element as a required section within municipal master plans. The creation of this element is the basis for implementing the Mandatory Statewide Source Separation and Recycling Act of 1987, which requires the creation of a municipal recycling program and the adoption of a recycling ordinance.

This element of the master plan is intended to affirm Highlands' intent to meet and exceed the statewide goals and to expand the local recycling program.

This Element provides an overview of the current status of solid waste management and recycling within the Borough, along with waste generation and recycling rates. Lastly, a series of recommended actions and programs are presented for the Borough to pursue in order to increase the percentage of solid waste that is recycled in the community.

CURRENT STATUS OF WASTE MANAGEMENT PROGRAM

Waste And Recycling Collection Program

Solid Waste

Waste is picked up twice per week from each residence, church, and all municipally owned buildings, parks and playgrounds, and facilities. All solid waste collected within Highlands is disposed of in accordance with the Monmouth County Solid Waste Management Plan.

Recyclable Materials

The Mandatory Statewide Source Separation and Recycling Act of 1987 sets goals for recycling and requires each municipality to implement a recycling program. In addition, the Act required municipalities to adopt a recycling ordinance, designate a Recycling Coordinator, and report annual recycling tonnage to the New Jersey Department of Environmental Protection.

Recycled materials are picked up bi-weekly from each, business, church, and all municipally owned buildings, parks and playgrounds, and facilities.

Designated recyclable materials for weekly pick-up include:

1. Beverage and Food Containers: Aluminum, steel, tin and bi-metal containers and aluminum foil.
2. Glass: All products made from silica or sand, soda ash and limestone, the product being transparent or translucent and being used for packaging or bottling of various material commonly know as clear (flint), green or brown (amber). Glass shall not include crystal, ceramics, cookware, light bulbs, and plate, window, laminated, wired or mirrored glass.
3. Plastics: Plastic products PET (symbol 1), HDPE (symbol 2), PVC (symbol 3), with labels attached.
4. Paper/Corrugated Cardboard: All uncontaminated newspaper, magazines, books, junk mail, chipboard, computer paper, office paper, corrugated cardboard and panels, etc.

Ferrous and Non-Ferrous Metal Products

All ferrous and non-ferrous metal/bulk appliances/white goods are picked up on the fourth Friday in January, April, July and October from each residence, business, church, and all municipally owned buildings, parks and playgrounds. Examples of bulky waste include washers, dryers, dishwashers, ovens, refrigerators, freezers, hot water tanks, hot and cold water tanks, air conditioners, gas/oil/electric heaters, gas tanks, bicycles, metal lawn equipment or other large appliances commonly referred to as white goods.

Waste Generation and Recycling Rates

The Borough produces annual Recycling Tonnage reports that categorize the recyclable materials into the following groups: aluminum containers, asphalt pavement, automobile scrap, batteries (automobile), brick, brush/tree parts, concrete, corrugated cardboard, food waste, glass containers, grass clippings, mixed office paper, nonferrous/aluminum scrap, newspaper, used motor oil, other

paper, other plastic, pallets (wood), plastic containers, stumps, tires, white goods and light iron, and wood scraps.

Figure R-1, entitled “Municipal Solid Waste and Recycling Rates Tonnage,” breaks down the amount of solid waste disposed of and the recycling which the Borough is responsible for (residential, business, parks and playgrounds, and municipal buildings). Figure R-1 illustrates the recycling rate varies from 22.5% to 44.2%.

**TABLE R-1
 MUNICIPAL SOLID WASTE AND RECYCLING RATES TONNAGE
 HIGHLANDS BOROUGH**

YEAR	SOLID WASTE TONNAGE	RECYCLING TONNAGE	TOTAL	RECYCLING RATE
1997	Data was not collected	4,901	4,901	N/A
1998	Data was not collected	2,123	2,123	N/A
1999	Data was not collected	6,190	6,190	N/A
2000	4,957	1,815	6,772	36.6%
2001	5,503	4,374	9,877	44.2%
2002 (incomplete data)	5,439	1,583	7,022	22.5%

Source: Monmouth County Planning Board, NJ DEP Department of Environmental Protection Division of Solid and Hazardous Waste Management

RECOMMENDATIONS

The following programs are recommendations that the Borough should pursue to increase the percentage and total tonnage of materials collected.

New Jersey Department Of Environmental Protection Programs

In the mid-1990’s the Department of Environmental Protection offered a wide range of programs and grants to educate the public on the benefits of recycling and to assist municipalities in developing

more efficient recycling operations. The long-term future of these programs is dependent upon additional funding. Therefore, many or all of these programs may become inactive until future funding is received. These programs are as follows:

1. Pay As You Throw Program

The pay-as-you-throw program encourages residents to recycle waste by charging them based on the amount of trash they generate. There are a number of approaches the Borough may take to establish a pay-as-you-throw program. The most basic approach consists of limiting the number of cans that residents can put out for disposal. Any waste above the limit must be tagged with a cost assigned to that tag or sticker. A similar, yet more common approach, involves selling specialized bags, tags, or stickers at a cost equal to the cost for disposal of 25-30 pounds of trash. Collection costs may be charged through taxes or as an added cost in the sale of the bags, tags or stickers.

It has been found in other communities that once residents understand this approach is more equitable than charging everyone a flat rate in property taxes, they will readily adopt it. The challenges of establishing a pay-as-you-throw program involve designing the best program for the community, finding the most effective process of educating residents about the program, and setting up a distribution network (i.e. retail outlets) for the bags, tags, or stickers. The costs to implement the program incorporate staff time and the distribution of information materials. Traditionally, grant money of up to \$75,000 is available from the DEP. However, funding is not available at this time.

2. Recycling Tonnage Grants

In previous years, the NJDEP has provided recycling tonnage grants to municipalities and counties in New Jersey. These grants were based on the tonnage of recyclable material generated by and recovered for recycling by residential and or commercial sources within a municipality. Up to \$10 per ton are provided depending on the amount of funding available to the Recycling Grant Fund, the dollar amount received by the county or municipality in the past, and the eligible and actual amount of recycled materials within the county and municipality. These grants are dependent upon funding cycles. The Borough should contact NJDEP for annual availability:

New Jersey Department of Environmental Protection
Division of Solid and Hazardous Waste
Office of Recycling and Planning
CN 414
Trenton, NJ 08625-0414

Bid Waste Services With Another Municipality

In the future, the Borough should consider bidding on waste and recycling services with adjoining municipalities to receive a more favorable price for services rendered. An EPA document entitled, *Joining Forces on Solid Waste Management*, explores this potential. In addition, the New Jersey Department of Community Affairs (DCA) has been offering an ongoing Regional Efficiency Development Incentive (REDI) grants to study the feasibility of consolidating services and providing start-up costs for new shared or regional services among municipalities.

Encourage Recycling Through Development Regulations

The Municipal Land Use Law requires the recycling plan element to include provisions for:

“the collection, disposition and recycling of recyclable materials within any development proposal for the construction of 50 or more units of single-family residential housing or 25 or more units of multi-family residential housing and any commercial or industrial development proposal for the utilization of 1,000 square feet or more of land.”
(NJSA 40:55D-28.b;12).

It is recommended that Borough regulations remain current with this requirement to ensure that site plans include details and information on the storage and disposal of recyclable materials. The inclusion of this language would be oriented at promoting recycling throughout the Borough in a uniform manner.

STATEMENT OF CONSISTENCY ELEMENT

INTRODUCTION

The New Jersey Municipal Land Use Law (MLUL) requires municipalities to examine the consistency of their Master Plan with those of adjacent communities, the county in which the municipality is located, and the State Development and Redevelopment Plan (SDRP). This is done as an element of the Master Plan, and ensures the compatible development of lands that border one another but are located in separate communities and are under different jurisdictions.

The following is an analysis that compares Highlands Borough's Master Plan, land uses, and zoning to neighboring municipalities' master plans, as well as the additional aforementioned plans. In general, land uses and zoning plans are complimentary to those in the adjoining municipalities.

ANALYSIS OF SURROUNDING COMMUNITIES

Highlands Borough is bordered by Sandy Hook Bay to the north, Sea Bright to the east, Middletown Township to the south, and the Borough of Atlantic Highlands to the west. Atlantic Highlands, Middletown and Sea Bright are all located in Monmouth County.

Directly abutting Highlands to the west is the Borough of Atlantic Highlands. The portion of Atlantic Highlands bordering Highlands Borough primarily consists of County-owned open space; the remainder of bordering land is zoned for single-family residential uses. Western Highlands Borough is zoned for residential, multi-family, mobile home, and neighborhood commercial uses. The preserved open space in Atlantic Highlands serves as a buffer between the somewhat more intensive uses in Highlands and the less intensive residential uses in Atlantic Highlands. Therefore, we do not find the land uses on the Highlands and Atlantic Highlands borders to be conflicting.

Middletown Township

Middletown Township borders Highlands Borough to the south. The portions of Middletown bordering Highlands Borough are zoned for single-family residential use. Southern Highlands Borough is zoned for single-family residential, multi-family, and neighborhood commercial uses. State Route 36, running between the two municipalities, serves as a buffer between residential

sections of Middletown and the somewhat more intensive uses in southern Highlands Borough. Therefore, we do not find the land uses on the Highlands and Middletown borders to be conflicting.

Sea Bright

Sea Bright is completely separated from Middletown by the Shrewsbury River, eliminating the effect of any inconsistencies in use.

CONSISTENCY WITH THE MONMOUTH COUNTY GROWTH MANAGEMENT GUIDE

The Monmouth County Growth Management Guide, adopted in December 1995, sets forth a series of goals and objectives designed to enhance the quality of life for residents of Monmouth County. The Highlands Borough Master Plan is consistent with those objectives, which include:

- Promote integrated land use and transportation development
- Encourage cost effective transportation alternatives for the movement of people and goods
- Encourage the planning for intra and intermodal transportation linkages which ensure that the various systems work together as a united, integrated and efficient network
- Encourage the creation of a safe, attractive and appealing environment for pedestrians
- Promote the efficient utilization of land, resources, transportation, capital and infrastructure
- Promote the protection of significant historic and cultural resources
- Encourage the provision of public lands in concert with natural resource preservation
- Encourage the coordination of housing development with the provision of other community services, public transit, economic development, employment opportunities, recreation, education and public safety.

CONSISTENCY WITH THE STATE DEVELOPMENT AND REDEVELOPMENT PLAN (SDRP)

The Highlands Borough Master Plan is consistent with the plans and policies of the SDRP, which was adopted in 2001. The SDRP places the entire Borough of Highlands in Metropolitan Planning Area (PA1), with the exception of a County park on the border with Atlantic Highlands, and the Twin Lights historic site, which are both placed within the Parks and Natural Areas (Parks) planning area.

According to the State Plan, most of the communities within the PA1 planning area are fully developed or almost fully developed with little vacant land available for new development. The Highlands Borough Master Plan is consistent with the State Plan by preserving and protecting the established residential character of the Borough, promoting economic development by encouraging appropriate infill and redevelopment and promoting a diversification of land uses, promoting a fully intermodal transportation system that will enhance local circulation and reduce automobile dependency, promoting a balance of housing options to meet the needs of all residents, preserving and upgrading the existing utility infrastructure, providing adequate park, recreation and open space facilities, and preserving and protecting valuable historic and natural features within the Borough.

Within the Parks and Natural Areas planning area, the State Plan seeks to preserve and enhance areas with historic, cultural, scenic, open space and recreational value. The Highlands Borough Master Plan is consistent with those goals

ACTION PLAN

The Plan is an on-going process. It does not conclude when the Borough Planning Board adopts the Plan. A successful Plan is one that can be evaluated with tangible results.

From the beginning, the planning process focused on implementation. Moreover, the public meetings have involved an active participation from individuals that are likely to be involved in the implementation of the Plan.

The Action Plan is articulated for three time periods. The first time period focuses on short-range strategies. It identifies actions that can be accomplished in the next one or two years. These include such smaller projects as updating the land development ordinance, installing gateway treatments and plantings to show progress and to generate continued interest in implementing the Plan.

The second time frame illustrates the middle range strategies. It is anticipated that this could take two to five years to accomplish, and the necessary resources and funding that may be necessary. Middle range strategies represent more permanent changes and improvements.

The third time frame is the long-range strategy, which may take five to ten years to accomplish.

For each strategy, the persons/agencies/responsible for implementing the action are identified along with a suggested benchmark (time frame).

SUMMARY OF STRATEGIES, RESPONSIBLE PARTIES AND BENCHMARKS				
S = Short Range Strategy (1 year or less)				
M = Medium Range Strategy (2 – 5 years)				
L = Long Range Strategy (6 – 10 years)				
Strategy/Action	S	M	L	Responsibility
Land Use				
Revise the Borough's ordinances to be consistent with this Master Plan.	√			Borough Council
Update the Borough's Central District Design Manual. Include guidelines for parking lot development	√			Borough Council
Utilize the Design Manual during site plan review to encourage aesthetically pleasing design.	√			Planning and Zoning Board
Prepare grant applications for businesses to renovate, and upgrade their buildings in accordance with the design guidelines.		√	√	Borough Council, Planning Board, Planning Consultant
Prepare a Recreation and Open Space Plan in accordance with Green Acres Requirements to qualify for Planning Incentive Grants	√			Borough Council, Planning Board, Recreation Department
Consider the creation of a local open space tax to match funds received from Green Acres to create recreation and open space opportunities.	√	√		Borough Council, Planning Board, Recreation Department

SUMMARY OF STRATEGIES, RESPONSIBLE PARTIES AND BENCHMARKS				
S = Short Range Strategy (1 year or less)				
M = Medium Range Strategy (2 – 5 years)				
L = Long Range Strategy (6 – 10 years)				
Strategy/Action	S	M	L	Responsibility
Economic Development/Redevelopment				
Authorize the Planning Board to undertake redevelopment study(ies)	√			Borough Council
Undertake redevelopment studies to determine if a(n) area(s) are in need of redevelopment.	√			Planning Board
Prepare a redevelopment plan for all areas determined to be in need of redevelopment.		√		Borough Council, Planning Board, Planning Consultant
Prepare conceptual streetscape improvement plan in any redevelopment efforts		√		Planning Consultant
Pursuant to the creation of redevelopment area(s), establish a tax abatement program for commercial business improvements and residential upgrades.		√		Borough Attorney, Borough Council
Focus economic activity in the Borough's economic centers including Bay Avenue and commercial waterfront areas. Recognize the unique character of each	√	√	√	Borough Council, Planning Board

SUMMARY OF STRATEGIES, RESPONSIBLE PARTIES AND BENCHMARKS				
S = Short Range Strategy (1 year or less)				
M = Medium Range Strategy (2 – 5 years)				
L = Long Range Strategy (6 – 10 years)				
Strategy/Action	S	M	L	Responsibility
area and promote development that will strengthen and reinforce market niches.				
Promote the revitalization and aesthetic appearance of the Bay Avenue CBD through the public-private partnership between the Borough and the Business Improvement District (BID) with a focus on niche retail, specialty services, restaurants and entertainment uses. Consider the development of anchor uses to make the CBD a destination and attract shoppers as well as visitors.	√	√	√	Planning Board, BID, Borough Council
Apply for public and private community development grants	√			EDA, OSG, NPP, HUD, CDBG, DOT ¹¹
Encourage redevelopment in areas that need rehabilitation or improvement.	√	√	√	Borough Council, Planning Board
Work with the BID and the economic development committee to extend the existing peak summer season.	√	√	√	Business Improvement District, Highlands Business Partnership
Encourage select retail, marina and mixed-use development along the Sandy Hook Bay waterfront that takes advantage of extensive waterfront frontage and regional access. Target the corridor for uses that complement Bay Avenue rather than compete with it.	√	√		Business Improvement District, Highlands Business Partnership
Conduct a marketing study to identify market demand for new retail and restaurant uses.		√		Business Improvement District
Recruit locally owned businesses	√	√	√	Business Improvement District, Highlands Business Partnership
Expand the Farmers Market to include new services, i.e., arts and crafts.	√			Business Improvement District
Encourage local financial institutions to create or expand specialized loan packages for commercial development	√	√		Borough Council
Develop and make available information on various grants, loans, etc. for nonprofit organizations and businesses in the Center.		√		BID, PLANNING BOARD OSG, DEP, EDA, HUD
Investigate the creation of a revolving loan fund coordinated with the BID and the		√	√	EDA

¹¹ EDA – Economic Development Authority, OSG – Office of Smart Growth, NPP – Neighborhood Preservation Program, HUD – US Department of Housing and Urban Development, CDBG – Community Development Block Grants, DOT – New Jersey Department of Transportation

SUMMARY OF STRATEGIES, RESPONSIBLE PARTIES AND BENCHMARKS				
S = Short Range Strategy (1 year or less)				
M = Medium Range Strategy (2 – 5 years)				
L = Long Range Strategy (6 – 10 years)				
Strategy/Action	S	M	L	Responsibility
Highlands Business Partnership and fund through local financial institutions to encourage small business development.				
Consider conducting a real estate market analysis to identify and capitalize on emerging market opportunities.	√	√		EDA, Monmouth County Economic Development Office

SUMMARY OF STRATEGIES, RESPONSIBLE PARTIES AND BENCHMARKS				
S = Short Range Strategy (1 year or less)				
M = Medium Range Strategy (2 – 5 years)				
L = Long Range Strategy (6 – 10 years)				
Strategy Description	S	M	L	Responsibility
Commercial Development/Redevelopment Opportunities				
Delineate potential redevelopment areas and prepare redevelopment studies to determine if the areas meet the redevelopment criteria.	√			Borough Council, Planning Board
Encourage new non-residential development projects through incentives such as: <ul style="list-style-type: none"> • Redevelopment powers • The Creation of a facade grant program 	√	√		Borough Council, Planning Board
Strengthen commercial districts, especially the Bay Avenue CBD, by encouraging a mix of uses that provide employment, retail opportunities, services and entertainment	√	√	√	Borough Council, Planning Board, BID, Highlands Business Partnership, EDA, OSG
Through redevelopment efforts, investigate mixed-use waterfront development opportunities that increase public access to the waterfront.	√	√	√	Borough Council, Planning Board, BID, Highlands Business Partnership, EDA, OSG
Solicit interest in Redevelopment via Request for Proposals.		√	√	Borough Council
Actively promote the waterfront as a place for restaurant, retail and entertainment activities.		√	√	Planning Board, Borough Council
Provide information to small businesses about developing business plans.		√	√	Borough, BID, Highlands Business Partnership
Apply for public and private community development grants	√	√	√	Borough, Independent Grant Writer, Borough Professionals
Develop a business development and retention program.		√	√	BID, Highlands Business Partnership
Encourage local financial institutions to create or expand specialized loan packages for commercial development		√	√	Borough Council, BID, Highlands Business Partnership
Provide for adequate parking to serve established commercial areas; incorporate adequate parking into new developments.	√	√	√	Planning Board, Zoning Board, Borough Council

SUMMARY OF STRATEGIES, RESPONSIBLE PARTIES AND BENCHMARKS				
S = Short Range Strategy (1 year or less)				
M = Medium Range Strategy (2 – 5 years)				
L = Long Range Strategy (6 – 10 years)				
Strategy Description	S	M	L	Responsibility
Enforce sign regulations.	√	√	√	Planning Board, Zoning Board, Code Enforcement Officer
Update ordinances to streamline the development review process for improvements such as change of uses	√			Borough Council, Planning Board
Apply for grants to promote community history and to emphasize gateways	√	√	√	
Require buffering around commercial properties to soften the visual and functional impact of their design and use.	√	√	√	Planning Board
Identify needed or “missing” businesses in the downtown.	√	√	√	BID, Highlands Business Partnership

SUMMARY OF STRATEGIES, RESPONSIBLE PARTIES AND BENCHMARKS				
S = Short Range Strategy (1 year or less)				
M = Medium Range Strategy (2 – 5 years)				
L = Long Range Strategy (6 – 10 years)				
Strategy Description	S	M	L	Responsibility
Residential/Housing				
Create a Floor Area Ratio ordinance to limit new development that would increase the intensity of neighborhood land and property use, and/or generate a high volume of traffic on local and collector streets.	√	√		Planning Board
Submit the Housing Plan for Substantive Certification from the Council on Affordable Housing.	√			Borough Council
Create a user friendly manual indicating the necessary steps for building in the floodplain.	√			BID
Promote infill development consistent with FEMA regulations and the user-friendly floodplain manual	√			Planning Board, Zoning Board, Construction Official
Increase the amount of owner-occupied housing in the Borough.	√	√	√	Borough Council and Housing Authority
Ensure the maintenance and preservation of residential properties through the strict enforcement of property maintenance guidelines.	√	√	√	Code Enforcement, Borough Council
Enforce the Borough's ordinances to protect and preserve the established residential character.	√	√	√	Code Enforcement,
Continue to monitor and address the need for a broad range of senior citizen housing including independent living, assisted living and congregate care housing.	√	√	√	Highlands Housing Authority

SUMMARY OF STRATEGIES, RESPONSIBLE PARTIES AND BENCHMARKS				
S = Short Range Strategy (1 year or less) M = Medium Range Strategy (2 – 5 years) L = Long Range Strategy (6 – 10 years)				
Strategy Description	S	M	L	Responsibility
Circulation/Parking				
Apply for Transit Friendly Village Designation with the NJ DOT	√			Borough Council, Planning Board
Utilize the Business Improvement District as a parking lease facilitator	√			Borough Council, BID
Evaluate and implement methods of providing adequate parking to serve existing development and proposed redevelopment, i.e., conduct a parking study.	√	√	√	Borough Council, Planning Board
Coordinate maintenance and improvement actions with neighboring communities and Monmouth County.	√	√	√	Borough Council, Borough Engineer
Improve public access to the waterfront.	√	√	√	Planning Board, NJ DEP
Provide clear signage to direct visitors and residents to parking.	√			Borough Council, BID
Connect the downtown to the waterfront by encouraging entertainment activities, recreation and commerce.		√	√	BID, Highlands Business Partnership
Locate parking away from the waterfront	√	√	√	Planning Board

SUMMARY OF STRATEGIES, RESPONSIBLE PARTIES AND BENCHMARKS				
S = Short Range Strategy (1 year or less) M = Medium Range Strategy (2 – 5 years) L = Long Range Strategy (6 – 10 years)				
Strategy Description	S	M	L	Responsibility
Community Facilities and Utility Infrastructure				
Improve stormwater management along the bayfront, roads, and intersections through effective infrastructure maintenance and replacement.		√	√	Borough Council
Create stormwater management plan.	√			Planning Board
Preserve and upgrade the existing utility infrastructure including water, stormwater management and wastewater treatment. Continue rehabilitation programs while pursuing selected replacement and expansion projects in order to accommodate growth and redevelopment.	√	√	√	TOMSA
Continue to investigate the consolidation and privatization of municipal services.		√	√	Borough Council

SUMMARY OF STRATEGIES, RESPONSIBLE PARTIES AND BENCHMARKS				
S = Short Range Strategy (1 year or less) M = Medium Range Strategy (2 – 5 years) L = Long Range Strategy (6 – 10 years)				
Strategy Description	S	M	L	Responsibility
Continue trash reduction, reuse and recycling efforts in cooperation with appropriate county, regional and state agencies.	√	√	√	Monmouth County, NJ DEP
Study and periodically review future service needs and implementation methods.		√	√	Borough Council, Borough Engineer
Implement recently adopted NJDEP stormwater regulations.	√			Borough Council, Borough Engineer

SUMMARY OF STRATEGIES, RESPONSIBLE PARTIES AND BENCHMARKS				
S = Short Range Strategy (1 year or less) M = Medium Range Strategy (2 – 5 years) L = Long Range Strategy (6 – 10 years)				
Strategy Description	S	M	L	Responsibility
Community Identity				
Establish an icon or logo for the downtown.	√			Borough Council, BID
Incorporate Highlands logo onto downtown way finding signs.		√		BID
Develop and effectively communicate a strong and appealing identity for the Borough.	√	√	√	BID
Create attractive, memorable gateways at the principal entrances to the Borough through upgraded land uses, streetscape improvements and signage.	√	√	√	Borough Council, BID
Recognize excellent building and landscape design with awards.	√	√	√	Borough Council
Publish information regarding Borough regulation issues and agendas on the Borough website.	√	√	√	Borough Council
Build upon Sandy Hook Bay as an established destination to strengthen the “identity” of the Borough.		√	√	Borough Council, BID, NJ DOT NJ DEP OSG
Link the downtown to the waterfront through any redevelopment efforts.		√	√	Planning Board, Borough Council
Publish an easy to use destination guide that lists events and places of interest to market the downtown	√	√		BID, Highlands Business Partnership, EDA

SUMMARY OF STRATEGIES, RESPONSIBLE PARTIES AND BENCHMARKS				
S = Short Range Strategy (1 year or less) M = Medium Range Strategy (2 – 5 years) L = Long Range Strategy (6 – 10 years)				
Strategy Description	S	M	L	Responsibility
Open Space/Recreation/Design				
Prepare a Recreation and Open Space Plan in accordance with Green Acres Requirements.	√			Recreation Department
Utilizing the Recreation and Open Space Plan as the basis, apply for Green Acres Funding.		√		Recreation Department
Provide adequate park, open space, and recreational facilities for all Borough residents.	√	√	√	Recreation Department
Cooperate with public and quasi-public institutions to utilize and maintain their undeveloped land for open space or recreation.	√	√	√	Borough Council
Consider enhancing regulations to assure that quality open space is provided and maintained as redevelopment occurs.	√	√		Borough Council, Planning Board
Encourage the use of low maintenance, hard-wearing materials in parks and public places.	√	√	√	Borough Council, Planning Board
Encourage the use of high quality landscape design to enhance dramatic views of the bay, to develop civic space and public art, and to develop, screen and integrate development.	√	√	√	Planning Board, BID

APPENDIX A

FIGHLANDS.NJ.US

**HIGHLANDS BOROUGH
MASTER PLAN RECERTIFICATION QUESTIONNAIRE**

This questionnaire is designed to gain your input regarding your OBJECTIVES and VISION for the Borough. By collectively pooling our thoughts we can set a comprehensive path to achieve our objectives.

Your comments are critical in establishing a plan that is community based, please carefully consider the following questions. Thank you.

Filled in by _____ (name optional).

1) How important is it to:

1 - Low 10 = High

- | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|----|
| a. Designate lands for open space | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 |
| b. Encourage low-density housing | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 |
| c. Preserve/enhance agricultural economy and farm lands | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 |
| d. Preserve "small town" quality of life | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 |
| e. Preserve historic characteristics | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 |
| f. Preserve environmental quality | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 |
| g. Preserve wildlife habitat areas | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 |
| h. Preserve the outdoor recreational opportunities such as hunting, fishing, hiking, biking, etc. | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 |
| i. Control sprawl development | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 |
| j. Provide planned commercial development that is attractive with an overall theme with appropriate architectural standards | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 |
| k. Promote economic development | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 |
| l. Other (Please list and rank other issues) | | | | | | | | | | |
| _____ | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 |
| _____ | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 |
| _____ | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 |

2) If you had to describe the Borough to a stranger, how would you describe its strengths

and weaknesses.

- List the five greatest strengths:

1.

2.

3.

4.

5.

- List the five greatest weaknesses:

1.

2.

3.

4.

5.

If you wish to expand any response in question #2, please do so below.

3) As part of the new Master Plan, decisions will be required for the following elements of the plan, please provide your comments and rank the issues on a scale of 1 to 10 where 10 is the highest value.

a) Land Use Element

On a scale of 1 to 10, how much growth would you think is appropriate for Highlands Borough.

	1 = No further growth					10 = Full built out is maximum amount of development permitted in each zoning district.				
Residential	1	2	3	4	5	6	7	8	9	10
Commercial	1	2	3	4	5	6	7	8	9	10
Light Industrial	1	2	3	4	5	6	7	8	9	10
Heavy Industrial	1	2	3	4	5	6	7	8	9	10
Agricultural	1	2	3	4	5	6	7	8	9	10
Other (list)	1	2	3	4	5	6	7	8	9	10

What type of commercial development do you prefer in your community:

Mixed Use ¹	1	2	3	4	5	6	7	8	9	10
Traditional	1	2	3	4	5	6	7	8	9	10
Commercial (without Residential) ²	1	2	3	4	5	6	7	8	9	10
Strip Commercial	1	2	3	4	5	6	7	8	9	10
Malls	1	2	3	4	5	6	7	8	9	10

b) Circulation

How would you rate the traffic circulation in the Borough? Do the current roadways provide for adequate circulation?

1 = Low 10 = High

1 2 3 4 5 6 7 8 9 10

If you rated 5 or less, identify why you gave a less than average rating. Identify

1 Typically retail and services uses on the ground floor with office and residential uses on upper floors.

2 Development located close to the street with minimal if any separation between buildings, i.e., mainstreets of yesterday without residential uses on upper floors.

where the problems are, if any, by the closest intersection or approximate distance from an intersection.

c) Recreation

How would you rate the Borough's recreational facilities?

1 = Low 10 = High
1 2 3 4 5 6 7 8 9 10

If you rated 5 or less, identify why you gave a less than average rating. Please identify the program specifically; i.e., football, soccer, and the specific location of facilities to the best extent possible.

d) Local Schools

Do you have any children in the school system? YES NO

If yes, how many? _____ Where do they attend school?

Local K-6 // Jr/Sr High // Other _____
(please name)

If you don't have any children currently in the school system, have you ever had children in the system previously?
YES NO

If yes, where did they attend school?

Local K-6 // Jr/Sr High // Other _____
(please name)

Do you have children that will be entering the school system in the next five years?

YES NO

If yes, how many? _____

How would you rate the Borough's (local) school (K-6)?

	1 = Low					10 = High				
Buildings	1	2	3	4	5	6	7	8	9	10
Grounds	1	2	3	4	5	6	7	8	9	10
Recreational activities	1	2	3	4	5	6	7	8	9	10
Academic achievement	1	2	3	4	5	6	7	8	9	10

Discipline	1	2	3	4	5	6	7	8	9	10
Attention to community needs	1	2	3	4	5	6	7	8	9	10
Security	1	2	3	4	5	6	7	8	9	10

If you rated 5 or less, identify why you gave a less than average rating.

3) d) Schools (Cont'd)

How would you rate the regional Jr/Sr High School (7-12)?

1 = Low

10 = High

Buildings	1	2	3	4	5	6	7	8	9	10
Grounds	1	2	3	4	5	6	7	8	9	10
Recreational activities	1	2	3	4	5	6	7	8	9	10
Academic achievement	1	2	3	4	5	6	7	8	9	10
Discipline	1	2	3	4	5	6	7	8	9	10
Attention to community needs	1	2	3	4	5	6	7	8	9	10
Security	1	2	3	4	5	6	7	8	9	10

If you rated 5 or less, identify why you gave a less than average rating.

e) Conservation Plan

The Master Plan requires that conservation plan be prepared to identify natural resources, water supply, wetlands, bodies of water, endangered or threatened species, and open space habitat preservation, etc. in the Borough. How would you rank the importance of the CONSERVATION ELEMENT IN THE MASTER PLAN.

1 = Low

10 = High

1 2 3 4 5 6 7 8 9 10

If you rated 5 or less, identify why you gave a less than average rating.

f) Historic Preservation

The Historic Preservation element is an important component of the Maser Plan

because it deals with the preservation of the Borough HISTORIC HERITAGE; therefore, it is an issue that must be evaluated. How would you rank the importance of HISTORIC PRESERVATION?

1 = Low 10 = High
1 2 3 4 5 6 7 8 9 10

If you rated 5 or less, identify why you gave a less than average rating.

3) g) Utility Service and Infrastructure

The ability to provide adequate utility infrastructure such as cable, water, sewer and stormwater drainage is an important component of properly servicing the community. In your opinion, is the Borough adequately serviced?

1 = Low 10 = High
1 2 3 4 5 6 7 8 9 10

If you rated 5 or less, identify why you gave a less than average rating.

h) Economic Development

Plan an economic development program to provide fiscal stability to the Borough. This requires aggressive planning implementation strategies to encourage and retain non-residential development. Please rank your opinion as to the importance of this ECONOMIC DEVELOPMENT IMPLEMENTATION component.

1 = Low 10 = High
1 2 3 4 5 6 7 8 9 10

If you rated 5 or less, identify why you gave a less than average rating.

If you ranked Economic Development 5 or more, what types of economic development activities/business should the Borough promote or encourage?

Please identify whether you agree or disagree with the following statements:

1 = Strongly Disagree 10 = Strongly Agree

1. Encourage development and redevelopment that contributes to well designed mixed-use centers. 1 2 3 4 5 6 7 8 9 10

2. Support the designation of the entire Bayshore Region as a regional corridor center. 1 2 3 4 5 6 7 8 9 10

3. Encourage the creation of a Bayshore Business Council and a Regional District Management Corporation to promote an economic development strategy for the entire Bayshore Region.

1 2 3 4 5 6 7 8 9 10

i) Emergency Services

Providing good emergency services in the Borough is part of the COMMUNITY FACILITY evaluation of the Borough. How would you rank the following services?

	1 = Low					10 = High				
Police	1	2	3	4	5	6	7	8	9	10
Fire	1	2	3	4	5	6	7	8	9	10
Ambulance	1	2	3	4	5	6	7	8	9	10

- 4) If you left Highlands Borough and returned 20 years from now, what would you EXPECT to see? Describe:

5) If you left Highlands Borough and returned 20 years from now, what would you WANT to see? Describe:

6) If you had to make improvements in the following areas, give one or more suggestions for each of the following categories (you may add additional comments on a separate sheet).

a. Traffic and roadways (circulation)_____

b. Recreational Facilities and Programs_____

c. Schools - Local_____

d. Schools - Regional_____

e. Preserving Farm lands and Open space_____

f. Recognizing the history of the Borough_____

g. Preserving the "small town" quality of life_____

h. Preserve environmentally sensitive lands and open space_____

i. Control sprawl development_____

j. Provide planned commercial and industrial development that is attractive and

themed with appropriate architectural standards_____

k. Promote economic development_____

l. Preserve the outdoor recreational opportunities such as hunting, fishing, hiking, biking, etc._____

m. Other - Please list_____

Please Return to:

**Carolyn Cummins
Planning and Zoning Board Secretary
171 Bay Avenue
Highlands, NJ 07732**

APPENDIX B

FIGHLANDS.NJ.US

HELP CREATE

Highlands Master Plan

HIGHLANDS COMMUNITY INPUT MEETING

- Express your opinion to create a better Borough
- Discussion of : a) Highlands Draft Vision
b) Redevelopment Opportunities / Constraints
c) Appropriate Development
d) and More
- Participate in a Community Meeting

June 10th, 7:30 P.M.
Highlands Municipal Building
171 Bay Avenue

Sponsored by
The Highlands Planning Board

HIGHLANDS BOROUGH MASTER PLAN

HELP CREATE

Highlands Vision for Tomorrow

HIGHLANDS COMMUNITY VISIONING WORKSHOP

- Participate in a Community Visioning Workshop
- Express your opinion to create a better Borough
- Discussion of : Redevelopment Opportunities
Residential Infill Development
Public Boat Launch

July 10th, 8:00 P.M.

Highlands Municipal Building

171 Bay Avenue

Sponsored by

The Highlands Master Plan Task Force

HIGHLANDS BOROUGH MASTER PLAN