

Seaside Heights

Revitalization Plan



December 2005

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Credits

Edward J. Bloustein School of Planning
and Public Policy
RUTGERS UNIVERSITY
Comprehensive Planning Studio

December 2005

Special thanks to the:

2005 Seaside Heights Redevelopment Agency

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INTRODUCTION

This document is the product of the Edward J. Bloustein School of Planning and Public Policy 2005 Graduate *Comprehensive Planning Studio*. The project was supervised and guided by Professors Fred Heyer and Susan Gruel and initiated by the Seaside Heights Redevelopment Agency. The goal of the project was to discover the many issues, concerns and benefits of living in Seaside Heights and to suggest a framework and implementation strategy for improving quality of life in the Borough.

The "Jersey Shore" is a popular summer tourist destination for people of all ages from New Jersey, New York and beyond. Tourists come to the shore to vacation in summer condos, home rentals and hotels. To those familiar with the Jersey Shore, Seaside Heights is known as the most "colorful" of all the shore towns. Tourists flock to Seaside Heights expecting fun, sun and an exciting nightlife. Regionally, Seaside Heights has a reputation for hosting spring breaks, high school "prom" and graduation parties, and for having a rowdy atmosphere.

Within the past several years, land values have increased dramatically around the state of New Jersey, especially within communities along its sought-after coast. As a result, many shore towns and surrounding communities' are experiencing rapid gentrification. While Seaside Heights is committed to growth, the Borough hopes to maintain a community with individuality, increase property values, encourage year-round tourism and regain their small-town residential spirit.

EXECUTIVE SUMMARY & STATEMENT OF ISSUES

As Seaside Heights enters its second century as a Jersey Shore resort community, it is confronted with issues that will strongly influence its future. Many of these issues result from the need to balance the interests of diverse groups of people who utilize the Borough's numerous natural and man-made assets. Seaside Heights' permanent or "year-round" residents seek a pleasant place to live, work, raise children and form communities. Summer residents look forward to relaxing and entertaining vacations in an affordable shore community. For day-trippers, the excitement of the boardwalk, the beach, and good times with family and friends lead them to the Borough. And for those who own businesses or are employed in Seaside Heights, the Borough offers a unique livelihood.

Although Seaside Heights means different things to different groups of people, the interests of all are served by a revitalized Borough where neighborhoods are strong and the economy flourishes. Revitalizing the Borough and enhancing its appeal to its many users is the purpose of this plan. Through observation, research, and meetings with stakeholders, the issues confronting the Borough have been examined from numerous angles. Key issues include:

Community Character

Few things are static in a town as dynamic as Seaside Heights. Rising real estate prices and new developments are changing the face of the Borough, particularly near the boardwalk. As more condominiums are built, the aesthetic and social character of the Borough changes. At the same time, the influx of temporary residents in search of inexpensive off-season rental housing brings another dynamic to the Borough, exemplified by high turnover rates at the elementary school, a decreasing sense of community, and perceptions of rising crime levels.

Economic Development

Tourism is the mainstay of Seaside Heights' economy. There is debate, however, over the type of tourist the Borough should be attracting. Should it continue to serve the teenage and young-adult audience that has been synonymous with the Borough for decades? Should it seek to cultivate a more family-oriented audience? Or should it serve both? This debate is closely tied to the Borough's future competitiveness with other shore towns and other forms of entertainment. How to capitalize on underutilized assets, such as the frontage on Barnegat Bay, is also a vital question.

Land Use and Zoning

The Borough's zoning ordinance is outdated. With each passing year, it bears a smaller and smaller resemblance to actual land use patterns. As an important tool for shaping the type and scale of future development, the zoning ordinance is in need of updating in order to reflect and enforce a coherent vision for the Borough's future.

Infrastructure and Community Facilities

Parking is a vital issue to the Borough's economy. Spaces are in limited supply and pressure is mounting to develop on privately-owned parking lots near the Boardwalk. These spaces represent half of the Borough's off-street supply of public-use parking. Beyond parking, facilitating access to the bayfront and public transit are key issues.

Housing

Aside from the influx of condos and the renting of summer homes to temporary off-season residents, a number of other issues affect the Borough's housing stock. For example, Seaside Heights receives a disproportionate share of Ocean County's Emergency Assistance (EA) housing recipients who then become temporary residents at some of the Borough's motels. Furthermore, despite the affordability of the Borough's housing stock when compared to other shore communities, it still must fulfill its affordable housing obligation as required by the State of New Jersey.

Confronting these issues simultaneously requires a coherent and realistic strategy. Based on analyses of the borough's current conditions and the available means for addressing these issues, this report suggests that the following steps be taken to pursue the borough's revitalization (details can be found in Parts III, IV, and V of this report):

- **Designate the Borough as an Area in Need of Rehabilitation**
An Area in Need of Rehabilitation designation will provide the Borough with unique tools to fund public improvements and encourage development, all without the need for eminent domain.
- **Develop an new zoning ordinance**
Establishing a zoning ordinance that protects residential communities, strengthens commerce, and reduces non-conformance, will ensure that future development reinforces desired land use patterns.
- **Produce an affordable housing plan**
An affordable housing plan will bring the Borough into conformance with state policies and can serve as an impetus for neighborhood investment.

- **Establish design guidelines**
Encouraging new construction to meet certain aesthetic standards can bring a sense of place and coherence to a rapidly changing place. The Craftsman style of many of the borough's homes could form the basis of residential design guidelines.
- **Commission a parking management study**
A parking management study can help the Borough optimize its limited supply of parking by recommending the best pricing, payment, and enforcement options.
- **Initiate a parking trust fund**
A parking trust fund—available through Area in Need of Rehabilitation designation—can be used to fund expansions and improvements to the public parking supply. Funding is derived from developers who remove existing parking spaces or do not wish to meet minimum parking standards.
- **Improve pedestrian safety and circulation**
Enhancing the pedestrian environment—including access to the bay and attractive corridors between the bay and the oceanfront—can stimulate tourism, commerce, and use of underutilized bayfront parking facilities.
- **Develop the bayfront**
Attracting residents and tourists to the bay by emphasizing its potential as an eco-tourism asset, will give the borough's tourist economy another dimension while finally utilizing the borough's second waterfront.



- **Expand tourism marketing**
Having businesses cooperate more with each other and other Jersey Shore or regional destinations can assist the Borough in competing for fickle tourist dollars.

The steps above, and the detailed strategies within this report, represent tools and actions with which the Borough can define and navigate its future course. Implementing these tools and strategies will require cooperation, which can only occur if the various groups that value Seaside Heights—permanent residents, seasonal residents, tourists, and businesses owners—recognize that a shared vision for the revitalization of the Borough benefits everyone.

VISION STATEMENT

Seaside Heights is a community seeking to realize its great potential while overcoming its current problems. Plagued by vacant lots, deteriorating housing conditions, and generally haphazard development, Seaside Heights still boasts a wonderful beach, nice local restaurants, ample hotel space, and relatively affordable housing prices. The purpose of this Revitalization Plan is to realize Seaside Heights' potential as a community where residents live well, visitors have fun, and businesses thrive.

THE PROCESS

Research and Data Collection

Research was conducted by utilizing a range of sources, including: municipal and County websites, U.S. Census Bureau data; Ocean County Tax Assessor's office; State, regional and municipal Master Plans and Master Plan re-examinations; land use and redevelopment studies; door-to-door interviews with residents; meetings with the Seaside Heights Redevelopment Agency and various stakeholders in town; phone interviews with Borough and County officials, property owner and other stakeholders.

The Ocean County Board of Social Services was instrumental in providing specific data about the Emergency Assistance situation in the Borough, especially as it pertains to the numerous year-round motels in town. The Ocean County field office of the Department of Community Affairs provided information on additional housing assistance programs taking place in town, including the Section 8 Housing Choice Voucher Program, the Home Program, and the State Rental Assistance Program.

Site Visits

One of the first steps in the research process was to dedicate an entire day to a walking tour of Seaside Heights. This allowed all participating members of the studio class to obtain a general sense of the Borough's layout and assess some of the amenities, issues, changes, and areas that might need to be addressed in town. It enabled the class to evaluate and photograph the Borough's famous boardwalk, residential and commercial districts, restaurants, bars, nightclubs, local landmarks, the western bayfront, and new development taking place.

Public Participation

Public participation is vital to obtaining input about key issues facing Seaside Heights. No strategic revitalization plan for the Borough would be complete without a thorough canvassing of residents, stakeholders, government officials, and other interested parties. Ultimately, this included interviewing people with conflicting interests, as it was essential to learn about the Borough from as many perspectives as possible.

Meetings with Redevelopment Agency

The members of the studio class met with the Seaside Heights Redevelopment agency on several occasions during the course of the study. The first meeting occurred after the initial walking tour so as to allow the students to formulate their preliminary assessments and prepare a series of questions for the agency board. It was during this meeting that numerous issues facing the Borough were disclosed to the students for the first time, including the widespread frustration with the Emergency Assistance/Section 8 housing situation in the Borough's motels. The students also learned of the various attempts at revitalization that have occurred over the years in Seaside Heights, including the failed southeast area and bayside tract redevelopment plans.

Meetings with Stakeholders

During the research gathering process, the members of the studio class also met various stakeholders in town so as to obtain their views on the pressing issues facing the Borough. Some of these included the following: the manager of two amusement parks in town, Casino Pier and

Breakwater Beach; members of the Seaside Heights Business Improvement District (BID); business owners with liquor licenses, which included restaurant, bar, and nightclub proprietors; motel owners. For the sake of the research, it was invaluable to hear the varied and sometimes opposing views of these entities.

Resident Interviews

Resident interviews were primarily conducted by canvassing the various residential neighborhoods in town and arbitrarily knocking on doors in the hopes of conducting impromptu face-to-face interviews. During these interviews, the residents were asked a series of pre-formulated questions regarding critical issues and concerns facing the Borough, length of residential tenure, and so forth. Although residents were not always available to speak with the students, the interviews proved to be an extremely useful tool in gauging the range of opinions in town and provided the students with some new ideas that were not presented in earlier meetings.

Bus Trip/Interviews

Several members of the studio class rode the Ocean Ride bus from Seaside Heights to Toms River to interview Borough residents, experience the commute firsthand and gain an understanding of the lone mode of public transportation between the barrier island and the mainland. Students engaged riders in conversation and inquired about their purpose in riding the bus and issues they considered most "pressing" within the Borough.

Part I
Context





SEASIDE HEIGHTS BACKGROUND

Location and Geography

Resting between the Atlantic Ocean and Barnegat Bay on one of the Jersey Shore's barrier islands, the Borough of Seaside Heights is a historic resort community in northeastern Ocean County. Covering just 0.61 square miles, the Borough is approximately one mile long (north to south) and half a mile wide (east to west). Bordering Seaside Heights to the north is Dover Township. To its south is the Borough of Seaside Park, beyond which is Island Beach State Park.

Seaside Heights is connected to other barrier island communities to the north and south by State Route 35, which passes through the Borough on its western side along Barnegat Bay. State Route 37 links the barrier island to the mainland via a bridge that lands at Seaside Heights. By automobile, the metropolitan areas of New York and Philadelphia—which collectively have over 25 million residents—are only an hour away.

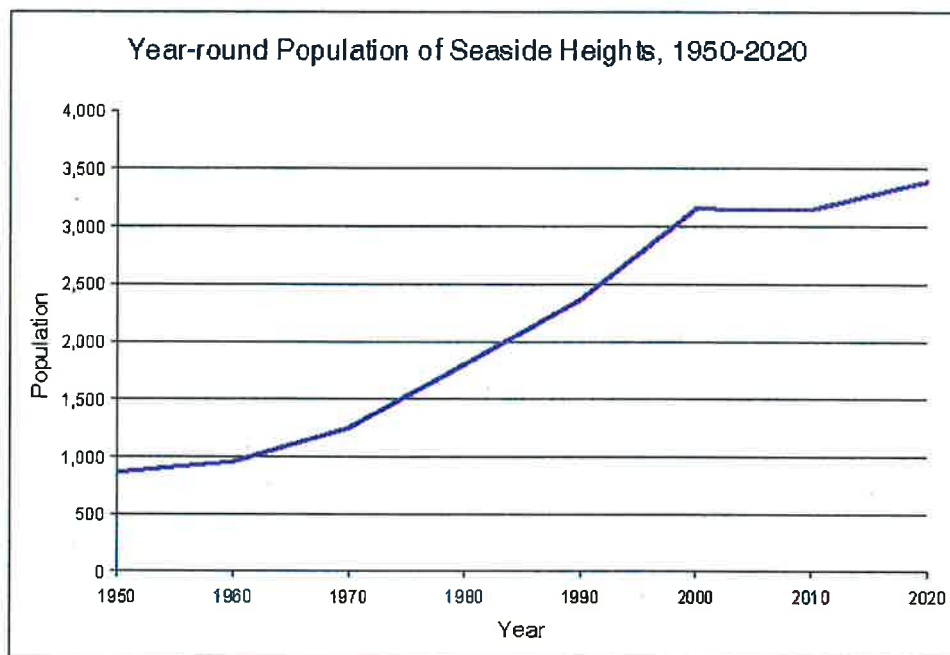
History

Seaside Heights has been one of the Jersey Shore's premier resort communities for almost a century. Development began in the first decade of the 20th century with developers seeking to attract vacationers from Philadelphia. At the time, the land was accessible by both ferry and railroad. The Borough was incorporated in 1913, and in 1915, the first bridge to the mainland was built. Over the years, hotels, summer cottages, and a boardwalk were built, and the Borough attracted multitudes of summer visitors. After a fire destroyed the original boardwalk in 1955, the borough's current mile-long boardwalk along the Atlantic Ocean was constructed.

Demographic Characteristics

Population

The permanent—or year-round—population of Seaside Heights has steadily risen over the years, from less than 900 in 1950 to almost 3,200 today. During the 1990s alone, the Borough added over 700 permanent residents, a growth rate of more than 30 percent. The rapid population growth of the past is not expected to continue into the future, due to a lack of space for growth to occur. The North Jersey Transportation Planning Authority's 2005 population forecast predicts that the borough's population will climb to 3,390 by 2020. Any additional growth will add to the borough's present population density of 5,200 persons per square mile, which does not include temporary summer residents. During the summer months the borough's population grows to almost 30,000 as it fills with vacationers.



Source: U.S. Census Bureau and NJTPA Population Projections

Age

In 2000, residents of Seaside Heights were younger—with a median age of 33.3 years—than those in the rest of Ocean County (41 years) and New Jersey (36.7 years). A notably large proportion of the borough's residents (44 percent) were between the ages of 20 and 44 years.

Race and Ethnicity

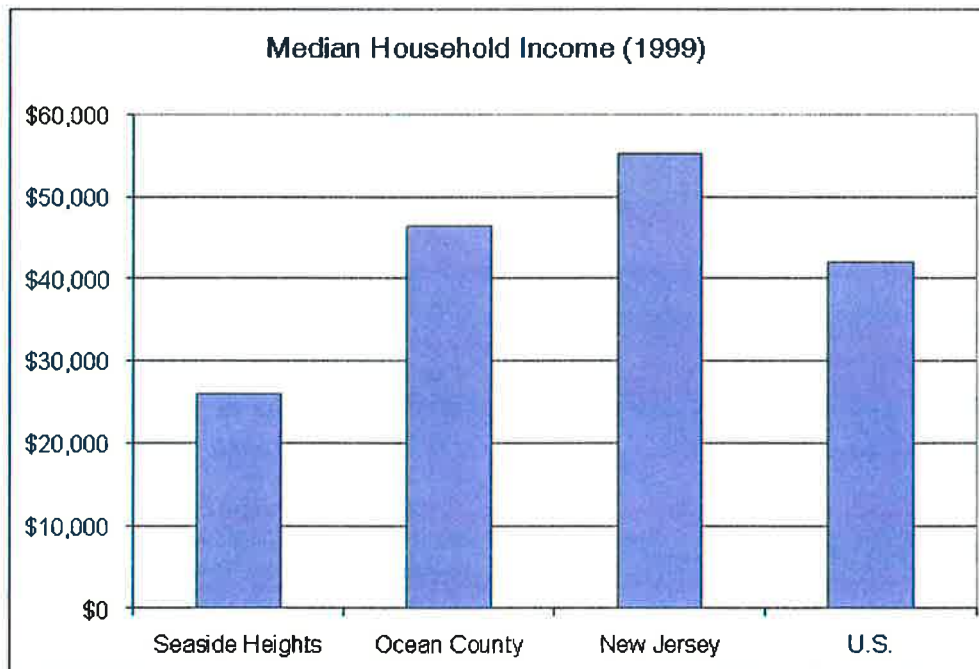
Permanent residents of Seaside Heights were primarily white in 2000, comprising 90 percent of the total population. In addition, 4 percent of Borough residents were black and 3.4 percent identified themselves as belonging to two or more races. Almost 10 percent of residents were Hispanic (of any race). The Borough became more diverse during the 1990s, particularly through the doubling of the Hispanic proportion of the population, from 5 percent in 1990 to 10 percent in 2000.

Income and Education

Compared to the rest of Ocean County and New Jersey, Seaside Heights has a high incidence of poverty. In 2000, 24.1 percent of the borough's residents lived below the poverty line, compared to just 7 percent in the County and 8.5 percent in the state. The borough's poverty rate in 2000 was slightly higher than the 23.6 percent rate recorded in 1990.

The fact that Seaside Heights' poverty rate is nearly 3 times higher than that of Ocean County and New Jersey is reflected in the borough's median household income. In 1999, the median household in Seaside Heights earned \$25,963, a figure that was only 56 percent of the County median and 47% of the state median. In other words, for every dollar earned by a New Jersey household in 1999, a household in Seaside Heights earned only 47¢.

In 2000 educational attainment by adults in Seaside Heights was below County and state levels. Adults who had earned at least a high school diploma comprised 76.3 percent of the adult population (compared to 83 percent and 82.1 percent in the County and state, respectively), while 15.6 percent of the adult population had earned at least a bachelors degree (compared to 19.5 percent and 29.8 percent in the County and state, respectively).



Source: U.S. Census Bureau, 2000

STATE, COUNTY AND REGIONAL CONTEXT

The New Jersey State Development and Redevelopment Plan

The New Jersey State Plan of 1992, titled "Communities of Place" and the Preliminary New Jersey State Development and Redevelopment Plan of April 2004, "Building a Better New Jersey" designates the Borough of Seaside Heights as a 'Town' for the following reasons:

1. The Borough is smaller than an 'Urban Center' but still has the essentials - which are a town center which provides for industrial, commercial, office, cultural and governmental uses with an associated, clearly delineated residential district with a range of options;
2. The Borough has a population between 1,000 and 10,000 persons;
3. The Borough has a density of more than 1,000 persons per square mile;
4. The Borough is served by an arterial highway.

The State Plan highlights five types of planning areas, development is encouraged in the first two, and frowned upon in the latter:

- Metropolitan Planning Area (PA1)
- Suburban Planning Area (PA2)
- Fringe (PA3)
- Rural (PA4)
- Environmentally Sensitive (PA5)

Seaside Heights is a PA5B area (Environmentally Sensitive Barrier Island), which would ordinarily mean that growth was discouraged in the area. However, the Borough applied for Town Center designation in the second round of Cross Acceptance, and received this designation from the State Planning Commission in July 2003, which means that it is officially a "Smart Growth Area".

Designated Centers

Designated centers are overlaid on a larger planning area to encourage growth in a particular section, or all, of a municipality. Center designation means municipalities can get Smart Growth grants and are permitted to move toward intensive development. There are five types of designated centers, (Urban, Town, Hamlet, etc). Seaside Heights is a Town Center, the definition of which, according to the state Office of Smart Growth is "Traditional Designated Centers of commerce or government throughout New Jersey, with diverse residential neighborhoods served by a mixed-use Core offering locally oriented goods and services". There are 104 Designated Centers in New Jersey, 47 of them Town Centers.

DEP considers Designated Centers "Sector Permit" areas, which some say means that all development is allowed, despite public objection. The Seaside Heights Town Center encompasses virtually the entire town, absent the waterfront.

The Ocean County Comprehensive Master Plan

The Ocean County Comprehensive Master Plan of 1988 has been re-examined since and has the following goals that affect the Borough of Seaside Heights. Recognition of these County goals could provide an opportunity for County funding for projects that coincide with their goals. Granted, it seems that the County focuses more on the mainland than on the coastal areas around Seaside Heights.

Environmental and Natural Resources

- Maintain and enhance the quality and quantity of the County's surface waters, groundwater, and coastal waters.
- Preserve coastal and freshwater wetlands in their natural state.

- Preserve the flood hazard areas
- Preserve, protect and restore the beaches and dunes
- Preserve and protect the existing high quality air resources

Regional Development

- Recommend an efficient, energy conserving development pattern
- Promote new development consistent with existing settlement patterns
- Promote the continued development and expansion of recreational facilities at all levels of government

Housing Opportunities

- Promote the continued construction of quality single family homes suitable for a range of income levels
- Encourage construction of multi-family and apartment, townhouse and manufactured home units in either rental, cooperative, condominium or fee simple ownership for all age groups, household types and income levels
- Discourage building of five or more stories on the barrier beaches, in areas of ten feet or less elevation or within 1,000 ft. of any tidal area
- Support the strict enforcement of municipal property maintenance codes including specific regulation for conversion of seasonal dwellings to year-round housing
- Encourage participation in programs designed to promote the maintenance and rehabilitation of housing, including low interest loans, grants and tax incentives

The Transportation Network

- Promote the development of multi-modal transportation centers in Lakewood and Toms River with adequate parking capacity and establish additional park and ride facilities at appropriate locations throughout the County
- Provide a balance between land use and transportation systems which will support regional transit systems such as density standards for suburban rail and bus service

Historic, Cultural and Natural Features

- Maintain and enhance the County's waterfronts to preserve the County's maritime heritage

Economic Development

- Participate in the development of promotional activities to enhance the resort industry in the County

Human Resources Programs

- Improve Library system
- Expand Hospital and acute care facilities

Capital Improvements

- Complete the construction of a regional wastewater treatment system

The Master Plan for Dover Township

The Dover Township focuses on mainland and suburban areas and has little reference to their shore areas. They are concerned with increasing suburban communities and providing for their affordable housing requirements. However, there are some implementation statements that coincide with the tourism goals of Seaside Heights:

- Support efforts to broaden the township tourism economic base and to expand the traditionally seasonal operation of township tourism facilities
- Support efforts and assist in the development and redevelopment of the village of Toms River area to further enhance these tourism and employment opportunities
- The Historical Preservation and Restoration Element provides for redevelopment and refurbishment of the historic districts of the Township and development of a waterfront historic district.

Township of Dover not eligible to participate in the various State and Federal programs available to support development activities, the Township remains committed to local support of economic development efforts and this lack of eligibility is evidence of the past strength of these efforts - mainly through the Industrial Park.

The existing development in Seaside Heights, bordering Dover Township, generally consists of high density residential uses and commercial uses compatible with the development in the Ortley Beach section of Dover Township.

The Master Plan for Berkeley Township

The Berkeley Township Master Plan also focuses on mainland and suburban areas and has little reference to the shore. They are focused mainly on eliminating onsite water and septic systems, taking care of their affordable housing requirements, and developing office and retail along routes 166 and 9. According to their plan,

development in Seaside Heights, bordering their township, is consistent with the development completed along the shore.

The Master Plan for Seaside Park

The Seaside Park Master Plan is more like a Zoning Ordinance. Seaside Park has concentrated all their commercial and governmental development along the border of Seaside Heights. The municipality has no plans with Seaside Heights.

CAFRA

The Borough of Seaside Heights is entirely within the Environmentally Sensitive designation of CAFRA regulations. As mentioned above, the Borough has received a 'Town Center' designation, which allows it to build at a greater impervious surface coverage than 3%. Currently, the Borough is allowed an impervious surface coverage of 70%. The 'Town Center' is delineated and approved to cover the entire Borough, except for bay islands. Additional limitations include the types of uses that are permitted, basements not permitted and a 50' height restriction.

HISTORICAL ATTEMPTS TO CHANGE: SUMMARY OF 2002 REDEVELOPMENT PLAN

In 1997 the Borough Council requested that the Planning Board determine whether the Borough contained areas in need of redevelopment. In December of 1999 the Council approved the Board's findings that the Southeast Area was in need of redevelopment. The Redevelopment Area was defined as that area bounded by Hamilton Avenue to the north, Ocean Terrace to the east, Porter Avenue to the south, and Boulevard to the west. A redevelopment agency was created in 2000, and The Atlantic Group (TAG) submitted the Southeast Area Redevelopment Plan to the Planning Board in September of 2002.

The Plan proposed to combine the area's Residential and Retail Business zones into a single zone, dedicated to tourist oriented uses. The plan proposed the following as principal uses:

- Retail
- Restaurants and night clubs
- Hotels and motels for transient occupancy (less than 90 days)
- Bathhouses and changing rooms
- Offices on the second floor
- Movie theatres, entertainment venues
- Parking lots as principal uses (if more than 8,000 square feet)

However, the plan called for properties to be acquired, and was rescinded after great community opposition.



FRESH MEXICAN FOOD
GREAT MARGARITAS

UPSTAIRS

UPSTAIRS



Spicy

FRESH

SPICY

Part II

Inventory and Existing Use Analysis





LAND USE & ZONING

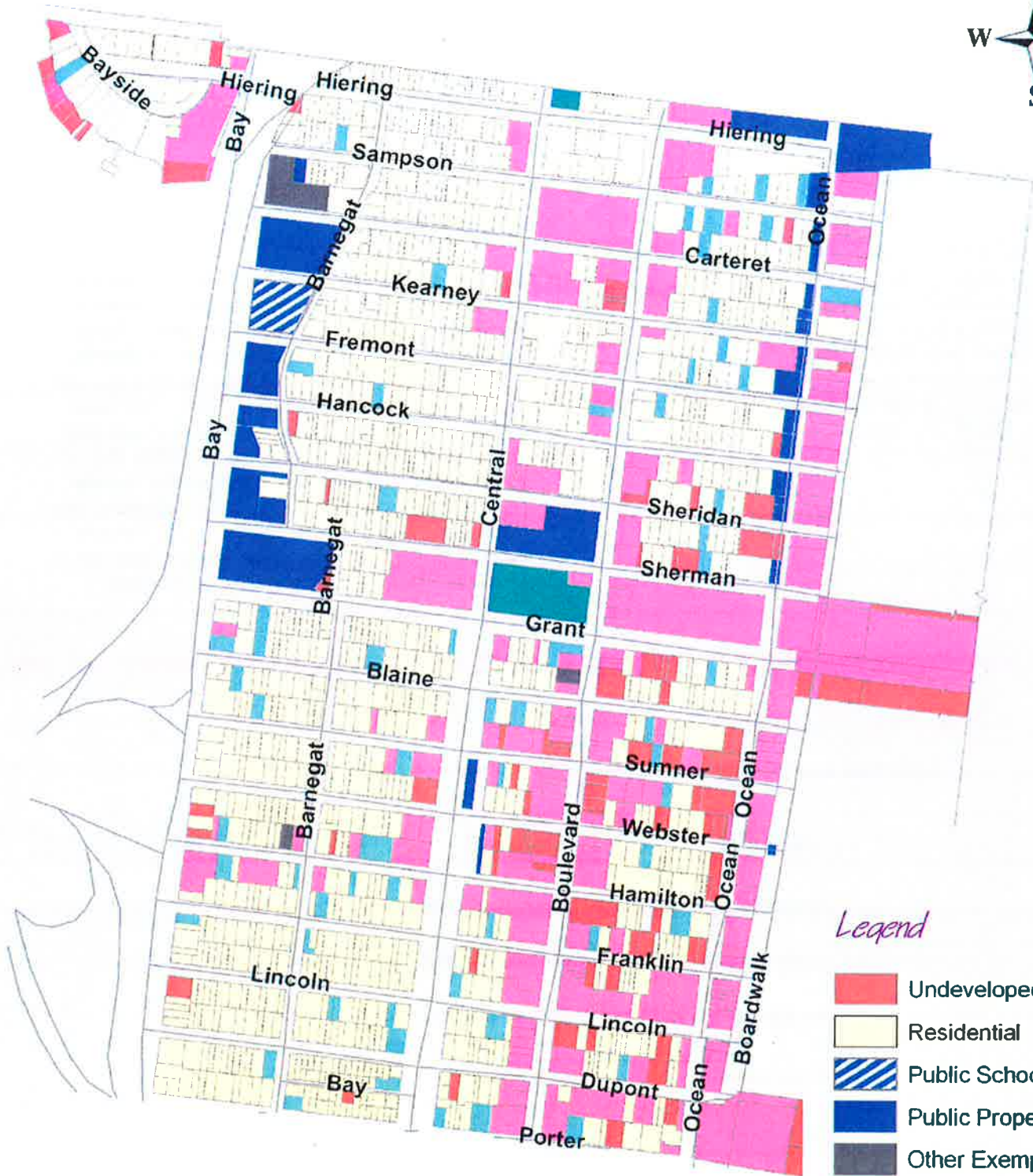
Seaside Heights relies on land use and zoning controls to encourage and guide the appropriate use and development of land. Aside from protecting health and public safety, the Borough manages land use as a means to promote appropriate population densities, preserve the natural environment, discourage congestion, promote good design and coordinate efficient and proper use of the land.

Land Use Overview

The bulk of land use in Seaside Heights can be separated into major categories characteristic of a resort and recreational shore town. These include a carnival boardwalk, a lively nightlife and bar scene, ample motel accommodations and a substantial residential component. The *Land Uses and Frequency Table* shows seven land use designations and their prevalence within the Borough. Areas designated "residential" by the Ocean County Tax Assessor's office represent the greatest number, approximately 72.5% percent. The *Existing Land Use* map shows how land use is currently dispersed throughout the Borough.

Land Uses and Frequency Table

| Land Use | Count | Percent of all Lots |
|--------------------------------|------------------|---------------------|
| Residential | 1015 out of 1400 | 72.5% |
| Commercial | 184 out of 1400 | 13.15% |
| Vacant Land | 99 out of 1400 | 7.07% |
| Multifamily | 64 out of 1400 | 4.57% |
| Public Property | 33 out of 1400 | 2.36% |
| Other Exempt | 3 out of 1400 | 0.21% |
| Church and Charitable Property | 2 out of 1400 | 0.14% |



Legend

- Undeveloped/Parking
- Residential
- Public School
- Public Property
- Other Exempt
- Multifamily (5+ units)
- Commercial
- Church

Existing Land Use

Seaside Heights

0 0.04 0.08 0.16 0.24 0.32 Miles



Lots designated residential include single-family homes and all housing types of less than five units. Residential land use (1,015 lots residential and 64 lots multi-family) constitutes a total of 1,079 lots of within the Borough. Assuming 2,840 total housing units (2000 Census Bureau), Seaside Heights experiences a density of approximately 2.63 housing units per lot. A discussion of housing tenure (rent vs. ownership), vacancy status and age is in *Part II: Housing*.

Commercial uses constitute approximately 13 percent (184 lots) of the land use within Seaside Heights and are concentrated along Boulevard, the southern end of Central and along the Boardwalk. Seaside Heights' economy, in large part, thrives on its popular accommodations and entertainment commercial sector. Motel and hotel establishments make up approximately one quarter of commercial uses and are mostly scattered east of Central Avenue. Family entertainment uses, such as boardwalk games and amusement attractions, are concentrated along the boardwalk and continue along the east-west corridor, within the blocks between Grant Avenue and Sherman Avenue. Entertainment uses that cater to adult visitors, such as bars and night clubs, are located primarily along the southern section of Boulevard, although a few motel bars can be found along the boardwalk. The distribution of establishments with liquor licenses, including the nine bars, seven night clubs and three liquor stores, is visible in the *Liquor License* map below.





Liquor Licenses

- Bar
- Liquor Store
- Night Club

Liquor Licenses

Seaside Heights

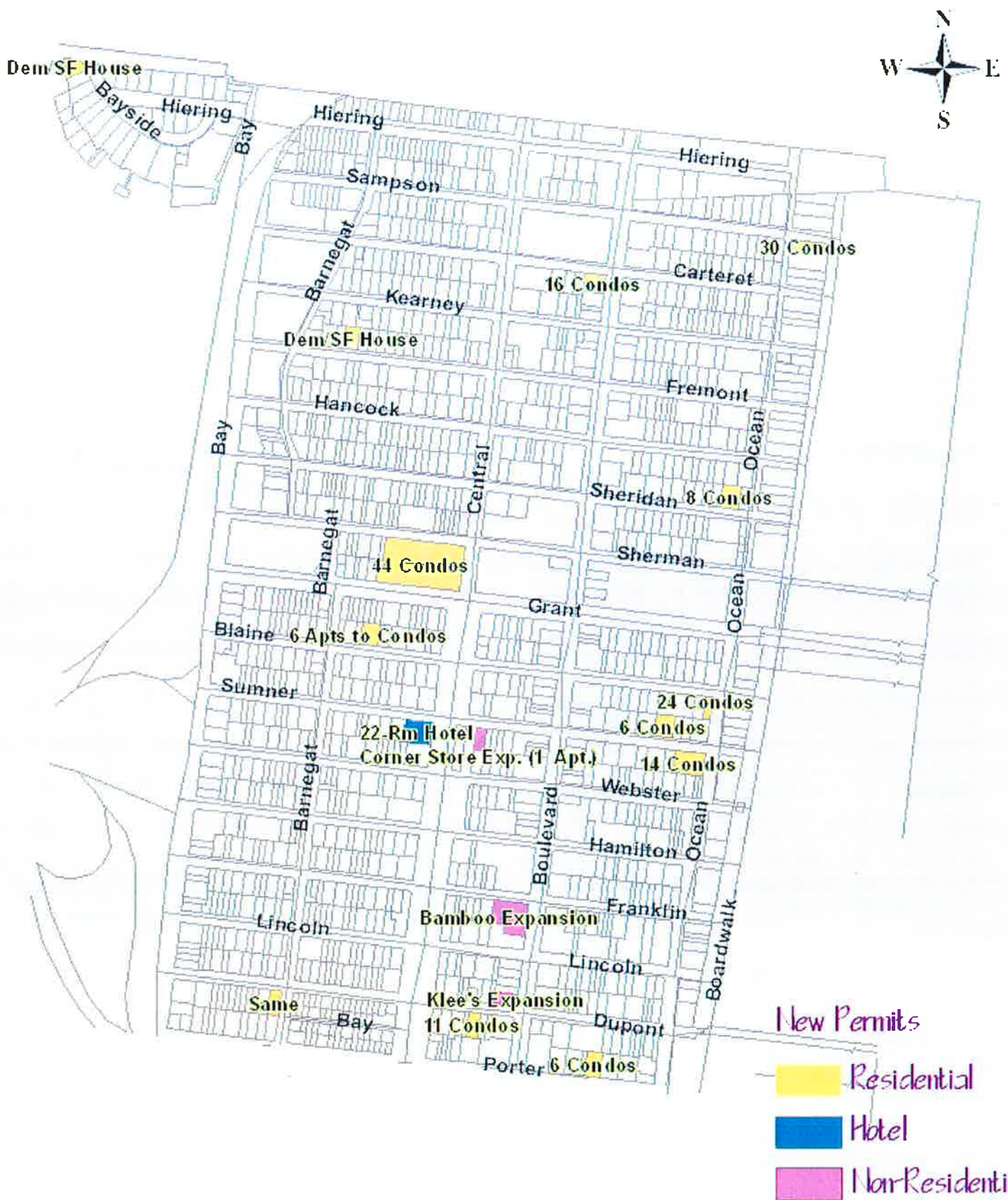
0 0.035 0.07 0.14 0.21 0.28 Miles



Public property includes the Seaside Heights Elementary School, municipal offices, public parking, open space and land owned by all levels of government. The remaining vacant designations include dirt parking lots, undeveloped or vacant lots. A discussion of an idea for a municipal campus is in *Part V: Recreation, Open Space and Community Facilities*.

New Development

According to the U.S. Census Bureau's Manufacturing and Construction Division, Seaside Heights approved 73 residential building permits between 2002 and early-2005, of which 81 percent were multi-family developments and 19 percent were single family developments. Building permit data supplied by the Borough for projects approved between January 2004 and October 2005 indicates that development is on an upward trend. Within this period, the planning board approved 9 residential projects for 61 new condominiums and one commercial project for a 22-room hotel and conference center. Awaiting approval at this time are a 30-unit condominium project on Ocean Terrace and a several additional condominium projects east of Central Avenue, between Grant and Sumner Avenues. The *New Construction Permits* map shows where new construction is taking place within Seaside Heights.



New Construction Permits

Seaside Heights





Legend

- Low Density Residential
- Public
- Residential
- Res Business
- Resort Recreational
- Resort Rec A
- Single Family

Existing Zoning Map

Seaside Heights

0 0.04 0.08 0.16 0.24 0.32 Miles



Zoning Overview

Zoning in Seaside Heights is segmented into seven categories: six hierarchical zoning types and a public zone (See Map: *Existing Zoning Map*). Land within the Borough can be zoned Single-Family (SF), Low Density Residential (LDR), Residential (R), Retail Business (RB), Resort Recreational (RR), Resort Recreation A (RRA) and Public (PUB). Zoning areas in order of frequency within the Borough are listed in the Table, *Zoning Types and Frequency*.

Zoning Types and Frequency Table

| Zoning | Count | Percent of all Lots |
|--------|-------------|---------------------|
| LDR | 605 of 1400 | 43% |
| RB | 367 of 1400 | 26% |
| R | 322 of 1400 | 23% |
| RR | 55 of 1400 | 4% |
| SF | 42 of 1400 | 3% |
| RRA | 6 of 1400 | 0.6% |
| PUB | 3 of 1400 | 0.4% |

Seaside Heights currently employs a cumulative or "stacked" zoning approach. This zoning technique permits an increasing range of uses in each zone, from the most restrictive zone, the Single-Family zone, which allows only single-family housing, to the Resort Recreation-A zone, which allows all types of uses. The Table *Permitted Uses in Each Zone* shows the types of uses allowed in each zone and the *Permitted Uses Matrix* table illustrates the "stacked" nature of the existing zoning.

Permitted Uses in Each Zone Table

| ZONE | Name | Permitted Uses |
|------|-------------------------|--|
| SF | Single Family | Single family dwelling units and accessory buildings, public parks and playgrounds* |
| LDR | Low Density Residential | Single or two-family residential and accessory buildings, office, parks, churches, schools, government facilities* |
| R | Residential | Residential Dwelling units and accessory buildings, offices, parks, churches, schools, public buildings, hotels, motels, apartments, parking lots, condominiums, multi-family, multiple-conforming structures* |
| RB | Retail Business | Any of R; and retail, office of public utilities, contractor and building offices, clubs, lodges, meeting halls, restaurants, taverns, bars, bus terminals, miniature golf concessions, marine sales offices, hobby shops |
| RR | Resort Recreational | Any of R and RB; mechanical rides, miniature golf courses, exhibits, amusement games, games of chance, non-mechanical rides (slides, skateboarding), parking lots, restaurants, taverns, bars, clubs, boardwalk oriented retail, parks |
| RRA | Resort Recreational-A | Any of RR; and adult book stores and adult entertainment, tatooing, branding, body piercing, firearms selling and training |
| PUB | Public | Wells, sewage stations, pumping stations, parking, landscaped vistas and other public necessities |

* Secondary uses permitted in each zone include marine commercial service such as dockage, boat hauling, parking, marine gas stations, office and outside boat storage.

Source: Seaside Heights Zoning and Land Use Ordinance, Chapter 246, Article V

Permitted Use Matrix Table

| | SF | LDR | R | RB | RR | RR-A |
|---------------------------------|---------------|-------------------------|-------------|-----------------|---------------------|-----------------------|
| Permitted Uses | Single-Family | Low Density Residential | Residential | Retail Business | Resort Recreational | Resort Recreational-A |
| Single-Family Dwelling Units | X | X | X | X | X | X |
| Public Parks & Playgrounds | X | X | X | X | X | X |
| Two-Family Dwelling Units | | X | X | X | X | X |
| Office | | X | X | X | X | X |
| Parks | | X | X | X | X | X |
| Churches | | X | X | X | X | X |
| Schools | | X | X | X | X | X |
| Public Buildings | | X | X | X | X | X |
| Motels / Hotels | | | X | X | X | X |
| Condominiums | | | X | X | X | X |
| Multi-Family | | | X | X | X | X |
| Parking Lots | | | X | X | X | X |
| Retail / Restaurants | | | | X | X | X |
| Utilities | | | | X | X | X |
| Bars/Clubs | | | | X | X | X |
| Miniature Golf | | | | X | X | X |
| Amusement Games | | | | | X | X |
| Non-Mech & Mechanical Rides | | | | | X | X |
| Boardwalk Retail | | | | | X | X |
| Adult Entertainment | | | | | | X |
| Tattooing / Branding / Piercing | | | | | | X |

The Borough's zoning ordinance also includes provisions governing lot frontage, lot area and building height in three zones: single-family, residential and retail business (Table: Lot and Building Provisions). Setback requirements are the same across each of these zones: 10 feet front, 3 feet side and 3 feet rear setback.

Lot and Building Provisions Table

| Zone | Name | Frontage (ft) | Area (ft) | Height (ft) |
|------|---------------------------------|---------------|-----------|---------------------|
| SF | Single Family | 40 | 4000 | 25 from flood level |
| LDR | Low Density Residential | | 1800 | 25 from flood level |
| R | Residential | | | |
| | - Single-Family | 20 | 2000 | 40 from curb |
| | - Apartments; Efficiency Motels | 20 | 1200 | 40 from curb |
| | - Hotels and Motels | | 500 | 40 from curb |
| RB | Retail Business | 40 | 4000 | 40 from curb |
| RR | Resort Recreational | | | 40 from curb |
| RRA | Resort Recreational-A | | | 40 from curb |
| PUB | Public | | | 40 from curb |

Source: Seaside Heights Zoning and Land Use Ordinance, Chapter 246, Article V

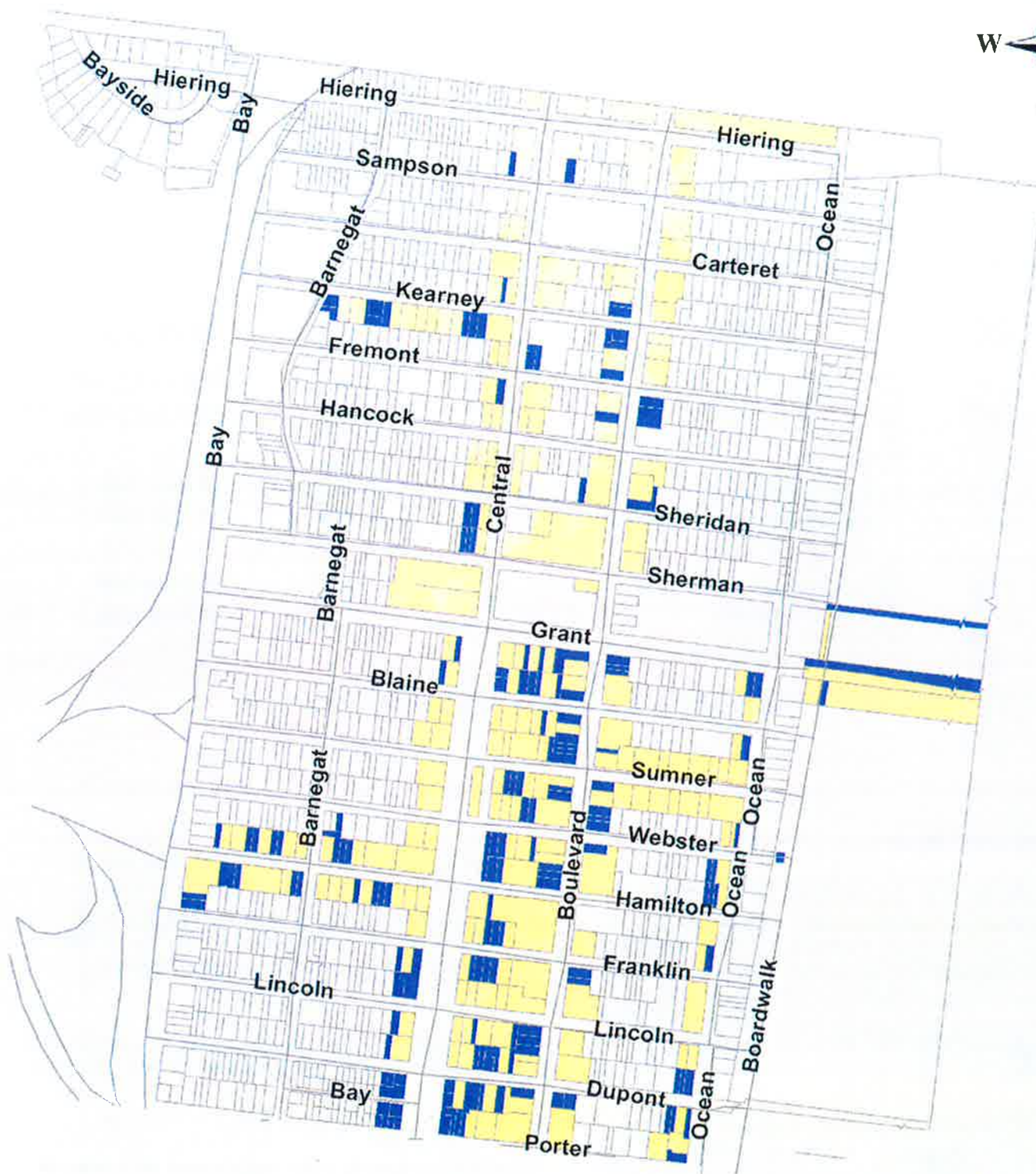
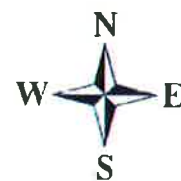
Existing Conformance

Existing land use was analyzed to determine the level of conformance with Seaside Heights' zoning requirements. Meetings with the Borough and stakeholder groups revealed that separating commercial and residential uses was a major concern. The meshing of incompatible uses within zones indicates a need for a restructured zoning strategy.



Lots within the Low-Density Residential (LDR), Residential (R) and Retail Business (RB) zones were analyzed to determine conformance with lot and building size provisions set by the Borough's zoning ordinance. As visible in the *RB, Non-Conforming Lots Map*, approximately 165 lots, or 45 percent, of the 367 lots in the RB zone do not conform to the lot width or area bulk requirements. Specifically,

122 lots had lot widths less than 40 feet and 161 lots were less than 4,000 square feet in area. The actual small lot size and frontage in the RB zone indicates a need for less restrictive zoning that encourages the existing trend of greater commercial density.

The residential zones revealed greater conformance with Borough zoning requirements. In the LDR zone (See Map: *LDR, Lot Areas*), 33 out of 635 parcels revealed lot areas smaller than the minimum 1,800 square feet. Within the R zone, where the minimum lot area is 1,200 square feet (See Map: *R, Lot Areas*), all lots were in conformance, and only five parcels in this zone had a lot area of less than 2,000 square feet. The high level of conformance in each zones slated for low density residential development point towards a need for revised bulk standards.



Legend

-  RB Zone
-  Non-Conforming

RB, Non-Conforming

Seaside Heights

0 0.04 0.08 0.16 0.24 0.32 Miles





Legend

LDR

Lot Areas



LDR, Lot Areas

Seaside Heights

0 0.04 0.08 0.16 0.24 0.32 Miles





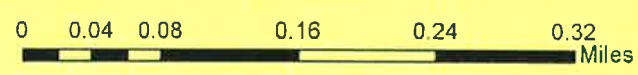
Legend

AREA

| | |
|--|-------------|
| | < 2000 |
| | 2001 - 3999 |
| | 4000 - 5999 |
| | 6000 - 7999 |
| | 8000 + |

R, Lot Areas

Seaside Heights



Susceptibility to Change

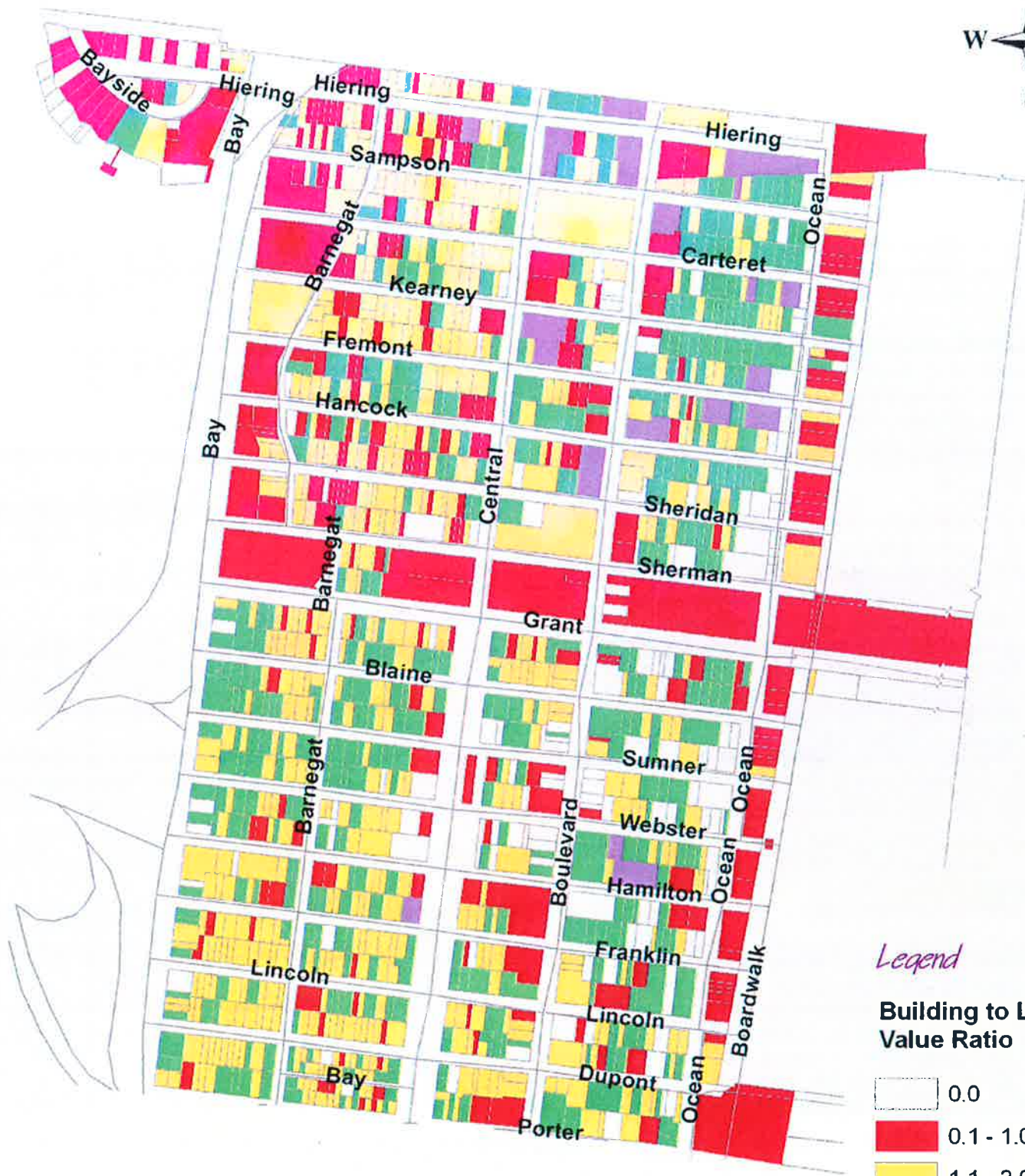
An area is identified as needing improvements or, highly "susceptible to change" when the value of the land exceeds or equals the value of the buildings (improvements) on a site. When the building value to land value ratio (value of improvement / value of land) is less than "2", the area is considered susceptible to change. Generally, turnover and development are more likely in areas with low building value to land value ratios; in other words, these areas may be ripe for improvements.

In the *Susceptibility of Change* map, red colored parcels indicate a high susceptibility to change. In these areas, the value of the land greatly exceeds the value of the improvements. Ocean front lots located along the Boardwalk and Ocean Terrace have high land values, but minimal building improvements compared to the price of the land. Red parcels located on the lots between Grant and Sherman Streets have low value improvements (i.e., mini-golf course, church and public utilities), compared to the price of the land. Yellow lots showing a building-to-land value ratio between 1.0 and 2.0 are mostly located in residential areas and are susceptible to resale. *Part II: Housing* illustrates recent resale trends in an analysis of the property turnover rates.

The overall value of a property can also impact susceptibility to change. Properties high in overall value are less likely to undergo redevelopment or high turnover, unless a proposed development requires the particular parcel for project viability. The *Combined Building and Land Value Map* illustrates the range of property values in Seaside Heights.

Since many of the properties in Seaside Heights meet susceptibility to change standards, it is likely that Seaside Heights will need to govern the permit approval process for new development projects.

In *Part V: Land Use*, new zoning guidelines (map and ordinance) are proposed in order to foster development in a desirable direction.



Legend

Building to Land Value Ratio

| | |
|--|-------------|
| | 0.0 |
| | 0.1 - 1.0 |
| | 1.1 - 2.0 |
| | 2.1 - 15.0 |
| | 15.1 - 71.0 |

Susceptibility to Change

Seaside Heights

0 0.04 0.08 0.16 0.24 0.32 Miles





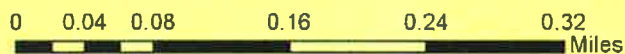
Legend

**Combined
Building and Land
Value**

| | |
|--|---------------------------|
| | \$0 - \$80,000 |
| | \$80,001 - \$200,000 |
| | \$200,001 - \$400,000 |
| | \$400,001 - \$1,000,000 |
| | \$1,000,001 - \$7,050,000 |

Total Property Value

Seaside Heights



INFRASTRUCTURE

Public utilities in Seaside Heights play an important role in keeping the Borough livable. This fact is as true for the 3,000 permanent residents of Seaside Heights as it is for the tens of thousands of visitors who gravitate to the borough's amusements during the summer months. The following is a brief description and analysis of the borough's water, sewer, and electric services.

Water

Seaside Heights has its own municipal water system, which is operated by the Seaside Heights Water Department. Water is currently drawn from five wells (four in permanent use, one in reserve) and is cleaned by the borough's water treatment plant. According to the Water Supply Administration of the New Jersey Department of Environmental Protection, the water system's current capacity is 3.2 M.G.D (million gallons per day). With daily peak usage of 2.1 M.G.D. through over 1,600 active connections, the Borough currently has surplus capacity. With only modest year-to-year growth in water usage, the borough's focus is maintaining and upgrading the existing system.



The water tower, seen through a tangle of utility wires, is operated by the Seaside Heights Water Department.

Sewer

All of Seaside Heights is serviced by a network of public sewers that connect to the treatment system operated by the Ocean County Utilities Authority. Sewage from the Borough is processed at OCUA's Central Division treatment plant in Bayville. The current arrangement has been in place since the early 1980s, when OCUA's modern treatment facilities replaced inadequate municipal facilities, including the one in Seaside Heights. The borough's sewers are over 50 years old—with some as old as 90 years—and are currently being re-lined. Maintaining and upgrading the existing network, which has excess capacity for future growth, is the focus of current sewer investments.

Electric

The municipal electric company in Seaside Heights is one of only nine public electric utilities in New Jersey. The Borough purchases electricity from Jersey Central Power & Light and then distributes it to residential, commercial, and institutional customers. Power usage is measured by meters maintained by the Borough. The present focus of electric infrastructure investments in Seaside Heights is maintaining and upgrading the existing system.

COMMUNITY CONDITIONS/FACILITIES

Education

Elementary School Population and Budget

The Borough of Seaside Heights contains one elementary school, Hugh J. Boyd Junior Elementary School, located at 1200 Bay Boulevard. The student population for the K-6 school for the 2003-2004 school year was 280, of which 238 were in grades K-6 and 42 were in ungraded special education. The district budget per student of \$10,697 is slightly higher than the state average of \$10,467. The elementary school is administered by the Toms River School District. This method of administration is more cost-effective for the Borough, as the Toms River district is responsible for tasks such as hiring, maintenance, and contracting.

Middle School and High School Population and Budget

Students in the Borough attend Central Regional Middle School and High School upon completion of 6th grade. The Central Regional district serves the municipalities of Berkeley Township, Island Heights, Seaside Heights, and Seaside Park. For the 2003-2004 school year, 833 students were enrolled at Central Regional Middle School and 1,424 students were enrolled at Central Regional High School. The budget per student for the Central Regional School district of \$11,785 is slightly below the state average of \$12,027.

Student Mobility

The Hugh J. Boyd Elementary School's mobility rate, or the number of students entering and exiting during the school year, is unusually high. For the 2003-2004 school year, the mobility rate of the Hugh J. Boyd Elementary School was 52.9%, while the state average was 12.8%. A major contributing factor to this condition is the placement of families in Emergency Assistance housing in several motels in the Borough. This

factor has several impacts on the school, including increased student population and costs, a transient school population, a high number of special education or special needs students, and a large number of ESL students. This places a burden on the elementary school, both fiscally and socially.

Access

Due to the small size of the Borough, most students walk to and from school along safe route outlined by the Hugh J. Boyd Elementary School. Students are instructed to walk along the north-south streets in the Borough (Ocean Terrace, Boulevard, Central Avenue, Barnegat Avenue, and Bay Boulevard), and then cross at certain east-west streets where crossing guards are present.

Recreation and Programs

While the school has made efforts in recent years to provide extra curricular area recreational opportunities for children, more programs are still needed. Currently, Hugh J. Boyd has a yearbook club, a basketball club, and several other clubs and activities for students. Beyond these programs, however, there are few other opportunities for recreation for children. There is a courtyard and municipally-owned play ground across the street from the school. Still, conversations with local residents and children reveal that more recreational opportunities are needed.

School Statistics

Hugh J. Boyd Junior Elementary School 2003-04 Enrollment by Grade:

| | |
|-------------------------|-----|
| Pre-K (full day) | 22 |
| Kindergarten (full day) | 50 |
| Grade 1 | 30 |
| Grade 2 | 31 |
| Grade 3 | 26 |
| Grade 4 | 27 |
| Grade 5 | 27 |
| Grade 6 | 25 |
| Special Ed. (ungraded) | 42 |
| School Total | 280 |

| | Seaside Heights Hugh J. Boyd Junior Elementary | Central Regional Middle School (Grades 7 & 8) | Central Regional High School (Grades 9-12) |
|-----------------------------|---|--|---|
| 2003-04 Total Enrollment | 280 | 832 | 1424 |
| Students with disabilities | 32.9% | 16.6% | 20.2% |
| Student Mobility Rate | 52.9% | 9.0% | 9.3% |
| District Budget per Student | \$10,697 | \$11,785 | \$11,785 |

State Averages

Student Mobility Rate: 12.8%

District Budget per Student: \$12,027

The Underutilization of the Seaside Heights Bayfront

Viewed by most residents as a rich Borough asset with great potential, the bayfront area along the western edge of town is very much underutilized. Today, the area is almost entirely vacant with the exception of a Borough-owned parking lot and a several trailer homes. Sandwiched between Barnegat Bay to the west and Route 35 to the east, the bayfront is physically and perceptually segregated from the Borough and particularly unsafe for pedestrian access. A study on the redevelopment of the bayside tract was completed in 1999; still, not much has been accomplished or implemented since this time.

Interviews with residents, business owners and Borough representatives revealed a general consensus that the Borough should take advantage of the "other" waterfront. Ideas on improving the area included creating a recreation/marina area with water sports, boat tours and a learning center. Of particular concern was making a safe connection between the bayfront and Borough via trolley or safe and interesting pedestrian access. Overall, the message is clear: the bayfront should be transformed from a isolated and "forgotten" area, to an active, vibrant and seamlessly integrated portion of town for Seaside Heights' residents and visitors.



NO
DIVING
OR
SWIMMING



Police Department and Crime Statistics

The Seaside Heights Police Department is served by 20 officers and 10 civilian employees, for a total of 30 year-round department employees. The Borough hires supplemental officers for the summer months to handle the influx of visitors.

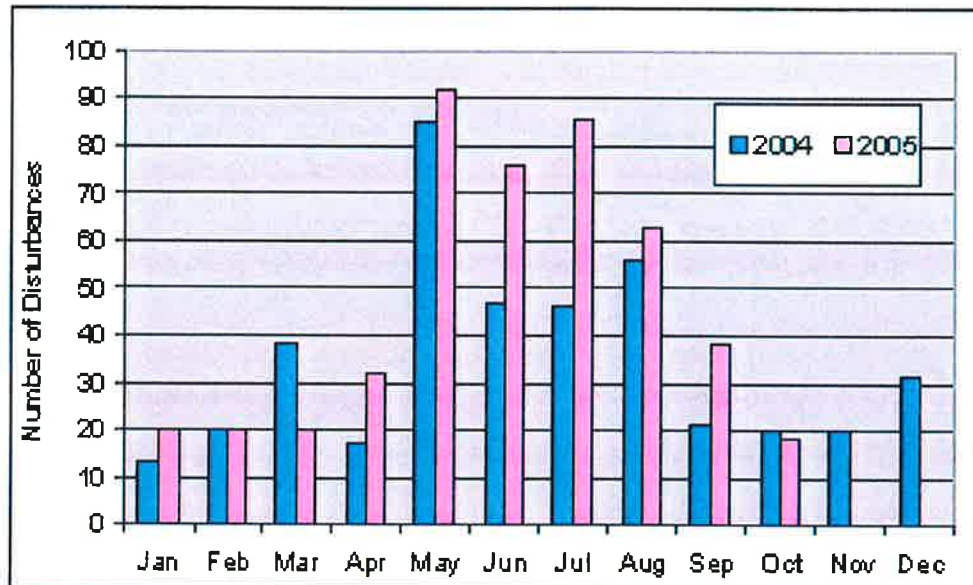
Data from the 2004 Uniform Crime Reports reveals that crime rates in Seaside Heights are overall much higher than average rates for Ocean County. For example, the crime rate per 1,000 persons for Seaside Heights was 106.3 in 2004, while the Ocean County rate was 20.7. The disparity for violent crime is particularly great; the violent crime rate per 1,000 persons was 24.8 for the Borough, while it was 1.6 for the County. Finally, the nonviolent crime rate was also much higher for Seaside Heights (81.4) than for Ocean County (19.1). Also noteworthy is the high count of domestic violence incidents (184). In comparison to other Ocean County municipalities with similar populations, this is a relatively high number of incidences.

The high crime rates (overall crime, violent, and nonviolent) are a function of the dramatic increase in visitor population during the summer months. However, year-round crime incidence in Seaside Heights is disproportionally high, and is a major concern.

For example, during the summer months there is a greater frequency of theft. The trend begins to climb upward in May, at the start of Seaside Heights' prom season and is elevated through June, July, and August. There also appears to be a much greater frequency of fights during May, June, July, and August. Disturbances, which the Borough defines as ranging from verbal arguments between people to minor skirmishes, also peak during the summer months. (See *Table: Number of Disturbances in Seaside Heights*). Drug offenses appear to be consistently high during the summer season and off season. Other crimes, such as simple and aggravated assaults, are more evenly distributed throughout the year. Domestic disputes are somewhat more frequent in the off season.

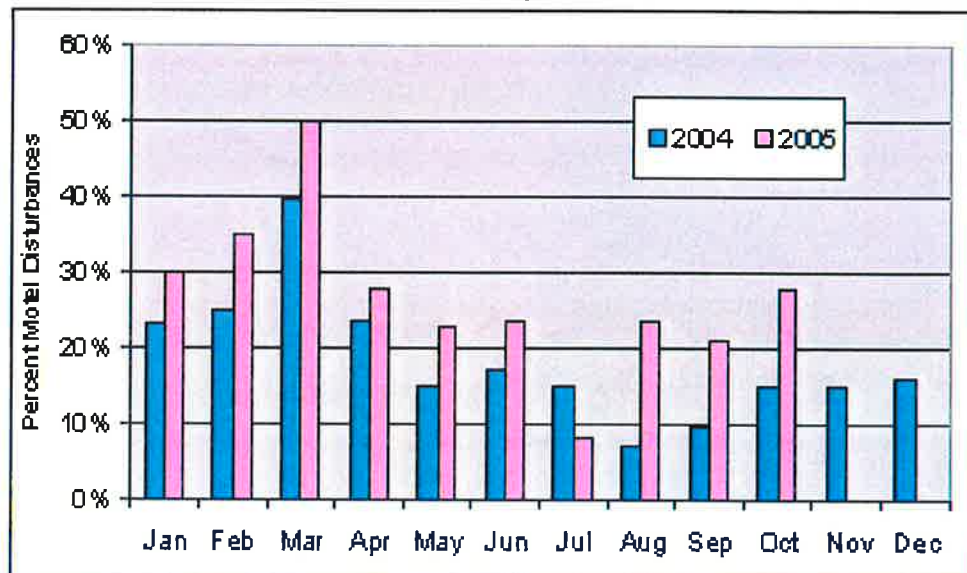
Therefore, it appears that the types of offenses that would typically be associated with an area known for entertainment and parties, including theft, fights, and other disturbances, seem to peak during the summer season. Other offenses, such as drug offenses and domestic violence incidents, show different trends, however: Drug offenses appear to be fairly constant throughout the year and domestic disputes appear to be somewhat more frequent during the off season. Many of these incidences occur at motels, where individuals or families are often placed in Emergency Assistance housing. The *Table Percent of Disturbances Occurring at Hotel/Motel/Inn Establishments* shows the percent of all disturbances that occur at hotels, motels or inn's for each month in 2004 and 2005. Whereas total incidence of disturbance increases during peak summer months, the percent occurring at motel establishments decreases.

Table: Number of Disturbances in Seaside Heights (2004 - 2005)



Note: 2005 data for Nov/Dec. not available
Source: Seaside Heights Police Department

Table: Percent of Disturbances Occurring at Hotel/Motel/Inn Establishments



Note: 2005 data for Nov/Dec. not available
Source: Seaside Heights Police Department

General Crime Counts below shows general crime counts and indices for Seaside Heights from the 2004 FBI Uniform Crime Reports.

Table: General Crime Counts

| Crime | Seaside Heights (2004) | Ocean County (2004) |
|---------------------------------|-------------------------------|----------------------------|
| Crime Index Total | 338 | 11,302 |
| Violent Crime | 79 | 895 |
| Nonviolent Crime | 259 | 10,407 |
| Crime Rate per 1,000 | 106.3 | 20.7 |
| Violent Crime Rate per 1,000 | 24.8 | 1.6 |
| Nonviolent Crime Rate per 1,000 | 81.4 | 19.1 |

CIRCULATION AND PARKING

The movement of residents and visitors within Seaside Heights, whether by foot or vehicle, is one of the most critical aspects of the borough's day-to-day functioning. This section examines the borough's motor vehicle, parking, pedestrian/bicycle, and public transit infrastructure.

Automobile Traffic

Vehicular access to Seaside Heights is provided by the two state highways that serve the Borough. Route 37 is a six lane divided highway that runs east-west and connects Seaside Heights to the mainland at Toms River via a bridge over Barnegat Bay. It lands—and terminates—at the borough's western edge where it meets Route 35. Route 35 is a north-south barrier island highway that bypasses the center of Seaside Heights by bracketing the borough's western side. The intersection of the two highways forms a land-intensive T-interchange.

Internal vehicular traffic is accommodated on the borough's street grid. Five streets run the length of the Borough from north to south (Ocean Terrace, Boulevard, Central Avenue, Barnegat Avenue, and Bay Boulevard), and each accommodates two-way traffic. Running the width of the town from east to west are sixteen streets, five of which allow two-way traffic (Porter, Hamilton, Grant, Sherman, and Hering), while the rest provide for one-way traffic through an alternating pattern.

Streets in the Borough are in generally good repair. Way-finding signage to guide visitors toward attractions and parking—particularly for visitors entering the Borough from the west—is present, but could be improved. This is particularly true at Bay Boulevard, where the interface between the Route35/37 interchange and the borough's street grid is complex, confusing, and unattractive. Route 35 also acts as a barrier between Barnegat Bay and the rest of Seaside Heights.

The reconstruction of Route 35 by the New Jersey DOT is expected to begin at the end of the current decade. Preliminary plans call for moving the ramp that currently delivers northbound traffic onto Sumner Avenue to the wider and more commercial Grant Avenue. Sumner currently has the borough's highest concentration of traffic accidents, a condition that may shift to Grant when the ramp re-alignment is completed.



PARKING

Parking is one of the most pressing issues currently facing Seaside Heights. Providing adequate parking is crucial for ensuring that visitors can conveniently access the Borough and sustain its economy. At the same time, there are growing market pressures to use land near the Boardwalk for residential or commercial development rather than parking. Currently, approximately 3,300 parking spaces are available for public use. This total includes off-street spaces that are not attached to a particular business (like restaurant or motel parking) and on-street spaces that are not reserved for residents. Space counts in this report are based on a combination of aerial photographs, on-the-ground observations, and—in cases where parking lots were not striped—estimation.



Foreground: A line of meters at a public parking lot on Ocean Terrace. Background: New condominiums replacing a private parking lot.

Parking Spaces Available for Public Use

| | |
|-------------------------|------|
| Total Spaces | 3299 |
| Total Off-Street Spaces | 1278 |
| Spaces in Public Lots | 641 |
| Spaces in Private Lots | 637 |
| Total On-Street Spaces | 2021 |

Source: Rutgers Planning Studio

Here is the parking supply in the Borough as it stands today, broken down by type:

On-Street Parking

There are approximately 2,000 on-street parking spaces available for public use (that is, spaces not reserved for use by permit-holding residents). Of these spaces, roughly 1,200 are located on the eastern side of the Borough, between and including Boulevard and Ocean Terrace. Another 600 spaces are available in the central portion of the Borough between Central Avenue and Boulevard (including spaces on Central). Just over 250 spaces can be found on the borough's western side along Bay Boulevard.

Meter rates for on-street parking vary with proximity to the Boardwalk. Currently, these rates are: \$1 per hour on Ocean Terrace; \$0.75 per hour on Boulevard south of Sheridan and most side-street spaces between Boulevard and Ocean Terrace; \$0.50 per hour on Boulevard north of Sheridan, on Central Avenue, and most spaces between Central and Boulevard. On-street parking on Bay Boulevard is free.

Off-Street Parking for Public Use

Compared to on-street parking, off-street public-use parking (or parking lots not restricted to users of adjacent properties) represents a smaller—though



still significant—piece of the parking puzzle. Currently, there are approximately 1,300 such parking spaces in Seaside Heights. These spaces are evenly split between public and private lots.

The majority of these parking lot spaces—over 900—are located on the eastern half of the Borough (east of Central Avenue). Significantly, most of these eastern parking spaces are located in a combination of small and large privately-owned lots south of Grant Avenue. North of Grant there are two public lots on Ocean Terrace (a large lot at Sherman and a small lot at Fremont), and a large public lot on Hiering Avenue, where parkers receive free tickets for the Sky Ride along the Boardwalk. On the western side of the Borough, a large public lot on Bay Boulevard offers roughly 400 spaces, making it the largest parking lot in the Borough.

The supply of off-street parking for public use is constantly in flux. From year to year, buildings may be demolished to make room for more parking (at least temporarily), while existing lots may be built upon. A combination of these actions has taken place in the past few years. Rising land prices and demand for oceanfront housing has spurred the construction of condominiums in the past and is likely to do so in the future. Currently, private lots provide approximately 20% of the borough's public-use parking capacity. These spaces are susceptible to development pressures.

Parking lot prices vary by day, season, and location. Private lots offer convenient flat fees to motorists, with many offering parking for \$10 per day on weekends during the summer season. The two public parking lots on Ocean Terrace are metered, with rates of \$1 an hour, and the municipal lot on Hiering charges a flat \$10 fee for daily parking on summer weekends. While potentially less expensive for persons staying less than ten hours, meter feeding at on-street spaces can be inconvenient. For those willing to walk the extra distance, parking in the public lot on Bay Boulevard is free.



Parking Lots

| | |
|--|---------|
| | Public |
| | Private |

Parking Lots for Public Use

| Lot ID | Lot Location | Ownership Status | Improvement Status | Payment Method | Spaces |
|--------|--|------------------|--------------------|-----------------------|--------|
| 1 | NW corner, Hierung and Ocean | Public | Unpaved | Flat fee ¹ | 140 |
| 2 | NW corner, Fremont and Ocean | Public | Paved | Meter ² | 19 |
| 3 | Between Sherman and Sheridan at Ocean | Public | Paved | Meter ² | 82 |
| 4 | Between Grant and Blaine near Ocean | Private | Paved | Flat fee ¹ | 80 |
| 5 | NE corner, Boulevard and Blaine | Private | Paved | Flat fee ¹ | 32 |
| 6 | Between Sumner and Blaine at Ocean | Private | Unpaved | Flat fee ¹ | 100 |
| 7 | Bay Boulevard at Route 37 | Public | Unpaved | Free | 400 |
| 8 | SE corner, Sumner and Boulevard | Private | Unpaved | Flat fee ¹ | 60 |
| 9 | NW corner, Webster and Ocean | Private | Paved | Flat fee ¹ | 20 |
| 10 | SW corner, Webster and Boulevard | Private | Unpaved | Flat fee ¹ | 50 |
| 11 | Hamilton between Boulevard and Ocean | Private | Unpaved | Flat fee ¹ | 30 |
| 12 | Between Webster and Hamilton at Ocean | Private | Paved | Flat fee ¹ | 45 |
| 13 | SW corner, Hamilton and Boulevard | Private | Unpaved | Flat fee ¹ | 80 |
| 14 | Between Hamilton and Franklin at Ocean | Private | Unpaved | Flat fee ¹ | 60 |
| 15 | SW corner, Lincoln and Boulevard | Private | Unpaved | Flat fee ¹ | 40 |
| 16 | Between Lincoln and Dupont near Ocean | Private | Unpaved | Flat fee ¹ | 40 |

¹ Parking fees vary by location, season, and day. Daily rates on summer weekends are typically \$10. ² Meter rates at the public lots are \$1 per hour.

Pedestrians and Bicycles

Sidewalks provide generally pedestrian's safe passage on Seaside Heights. Crosswalks are present all along Ocean Terrace, where much of the pedestrian traffic from visitors is concentrated. Recently improved portions of Central Avenue (south of Grant) and Boulevard (south of Sheridan) have well-marked pedestrian crossings and appropriate infrastructure at signaled intersections. Certain crossings on the very wide Central Avenue even provide pedestrians with count-down signals. On Central Avenue north of Grant and Boulevard north of Sheridan, however, adequate crossings are lacking.

The Boardwalk on the borough's eastern side is an extraordinary pedestrian amenity. On the borough's western side, however, Route 35 is a significant hindrance to pedestrian access to

both Barnegat Bay and the A&P supermarket in Dover Township, which would otherwise be an easy walk for residents of the borough's northern end. Although a crosswalk on Route 35 links the elementary school to the bay, the environment is far from ideal for any pedestrian, especially children.

The Boardwalk and the borough's streets provide bicyclers with plenty of space to ride. Parking a bicycle is often a problem; the lack of formal bicycle parking leaves riders with few options, including attaching their bikes to immovable objects. For motorcycles, special metered parking spaces are provided along Ocean Terrace.



Public Transportation

Public transportation to Seaside Heights is provided by two separate operators. New Jersey Transit operates two routes that serve Seaside Heights. Route 67 offers service to Newark and Jersey City. Route 137 offers service to the Port

Authority depot in New York. While both routes are long-distance, they provide Seaside Heights' residents and visitors with access to shopping and business centers in nearby Dover Township. However, the absence of service during the off season and the infrequency of service during summer months make the use of both routes impractical for local trips. Both routes stop on Central Avenue at Hamilton, where a small bus shelter and benches provide a place to wait.

Local transit service is largely provided by the Ocean County Department of Transportation's Ocean Ride system. The county's Toms River Connection Bus Service (Route 37) links Seaside Heights with Lavallette to the north and Toms River to the west. Between Seaside Heights and Toms River, the bus stops at major shopping centers (Ocean County Mall, Wal-Mart, BJ's Wholesale) as well as the Ocean County Government Complex. The current fare for traveling off of the barrier island is \$1.40 and buses run roughly ten times per day (Monday through Saturday) in each direction. To access Ocean Ride, passengers must flag down buses along Route 35, where no formal waiting areas currently exist.



A pedestrian returning from A&P Plaza in Dover is confronted by traffic on Rt. 35.



Plastic chairs on the median of Rt. 35, where passengers must wait to flag down an Ocean Ride bus.

HOUSING

In 2000, there were 2,840 housing units in Seaside Heights. Of those units, slightly under one-third (31.5%) were detached single-family homes and 3.6% were attached single-family homes. The vast majority of housing units were found in multi-unit structures, with 38% of units in 2-4 unit structures and 27.1% of units in structures with 5 or more units. For the most part, the characteristics of these housing units reflect the status of Seaside Heights as an older Jersey Shore community.

Age

The Housing Age map separates structures into those built before and after 1955, an important date with regard to recommendations later in this report. Housing age information came from the Ocean County Board of Taxation MOD IV database.

As the map shows, the heavily residential sections west of Central Avenue were mostly built before 1955. Additionally, most of the housing on the more commercial and resort oriented blocks east of Central is more than 50 years old. Fully 84% of all residential structures in Seaside Heights were built before 1955. Additionally, 73% of all apartments were also built before 1955.

Housing Values

Tax assessment data reveals that many properties in the Borough may be under-assessed. Although new condominiums in the Borough are selling for

close to \$1,000,000, 35% of all properties are assessed at less than \$80,000, and over 85% at less than \$200,000. Those properties valued over \$200,000 are concentrated along the boardwalk, but the majority of them are businesses, not residences. In 2000, the median value of owner-occupied homes in Seaside Heights was \$124,400, well below the statewide median of \$170,800 or the Ocean County median of \$131,300.

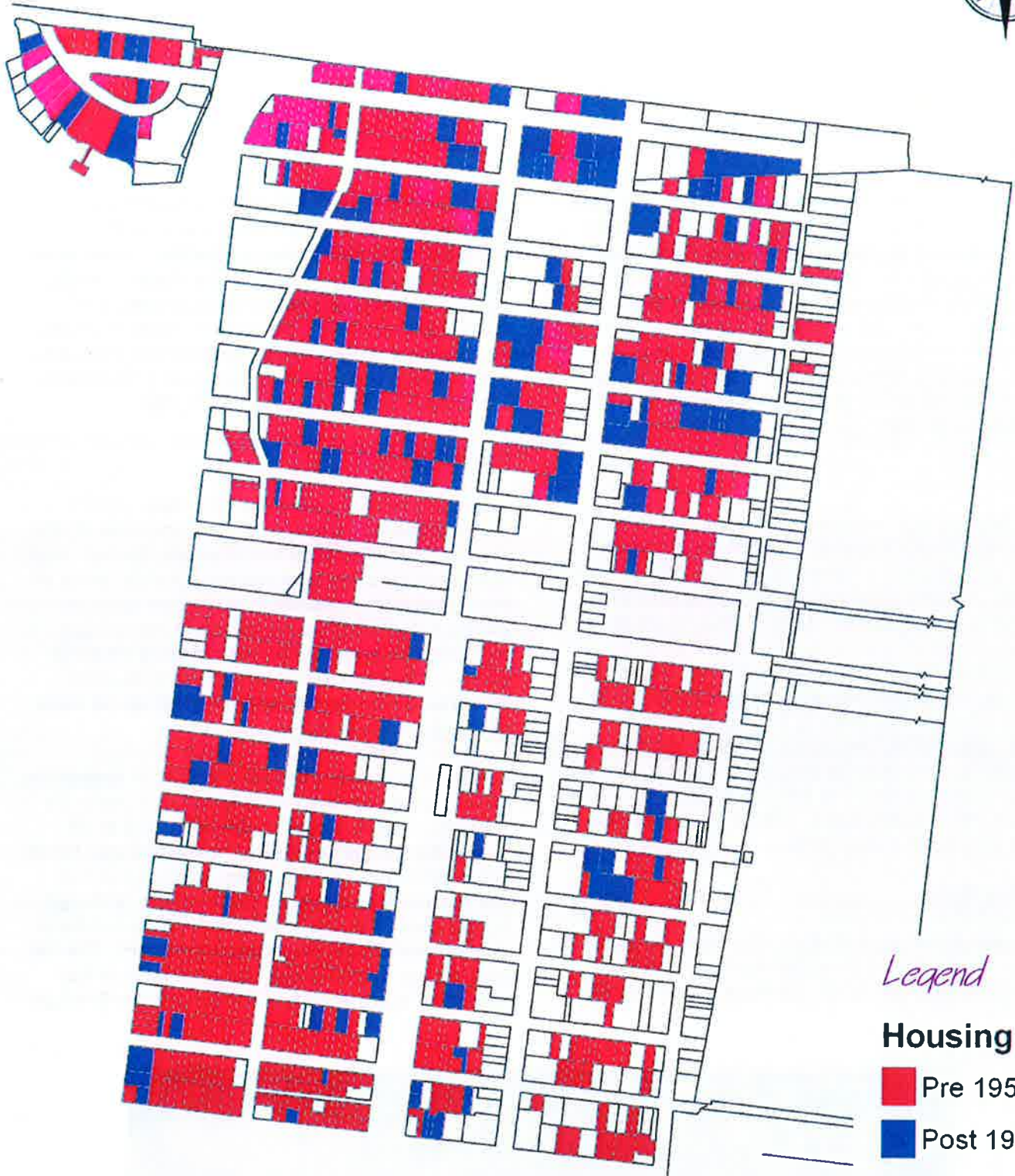
Housing Turnover

Housing turnover, defined as the date when a property deed is transferred, is a measure of the activity in the borough's real estate market. High turnover rates can indicate the possible influx of new investors or residents, while low turnover can be a sign of the type of stable real estate environment typified by long-standing property owners. The Property Transfer map uses data from the Ocean County MOD IV database to show property turnover dates.

As the map shows, the vast majority of properties have been turned over in the last five years. To quantify what is shown in the map, 59% of all properties in Seaside Heights have changed hands since 2000. Land development and speculation are occurring throughout the Borough, although luxury condominium development is particularly concentrated near the ocean waterfront. The hot real estate market along the Jersey Shore has served to bring more homebuyers to the Borough.



Surface lots are being turned into condominium development across town.



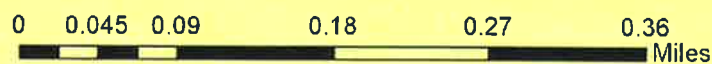
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Housing Age

- Pre 1955
- Post 1955

Housing Age

Seaside Heights





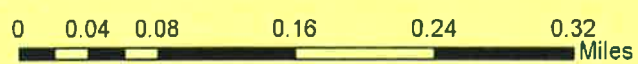
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Combined Building and Land Value

| | |
|--|---------------------------|
| | \$0 - \$80,000 |
| | \$80,001 - \$200,000 |
| | \$200,001 - \$400,000 |
| | \$400,001 - \$1,000,000 |
| | \$1,000,001 - \$7,050,000 |

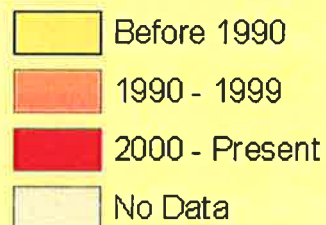
Total Property Value

Seaside Heights



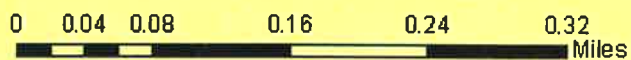


Date of Transfer



Property Transfer

Seaside Heights

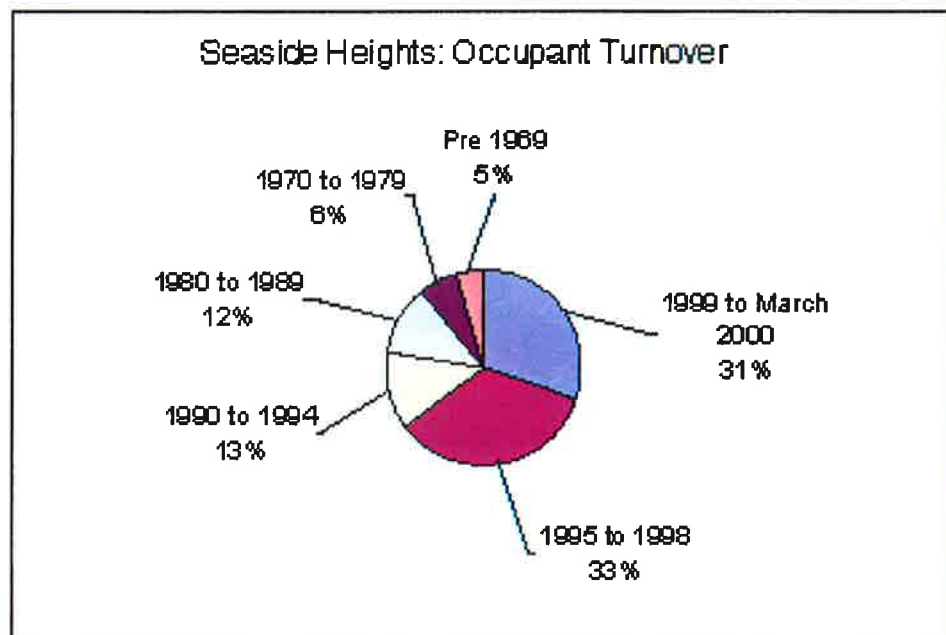


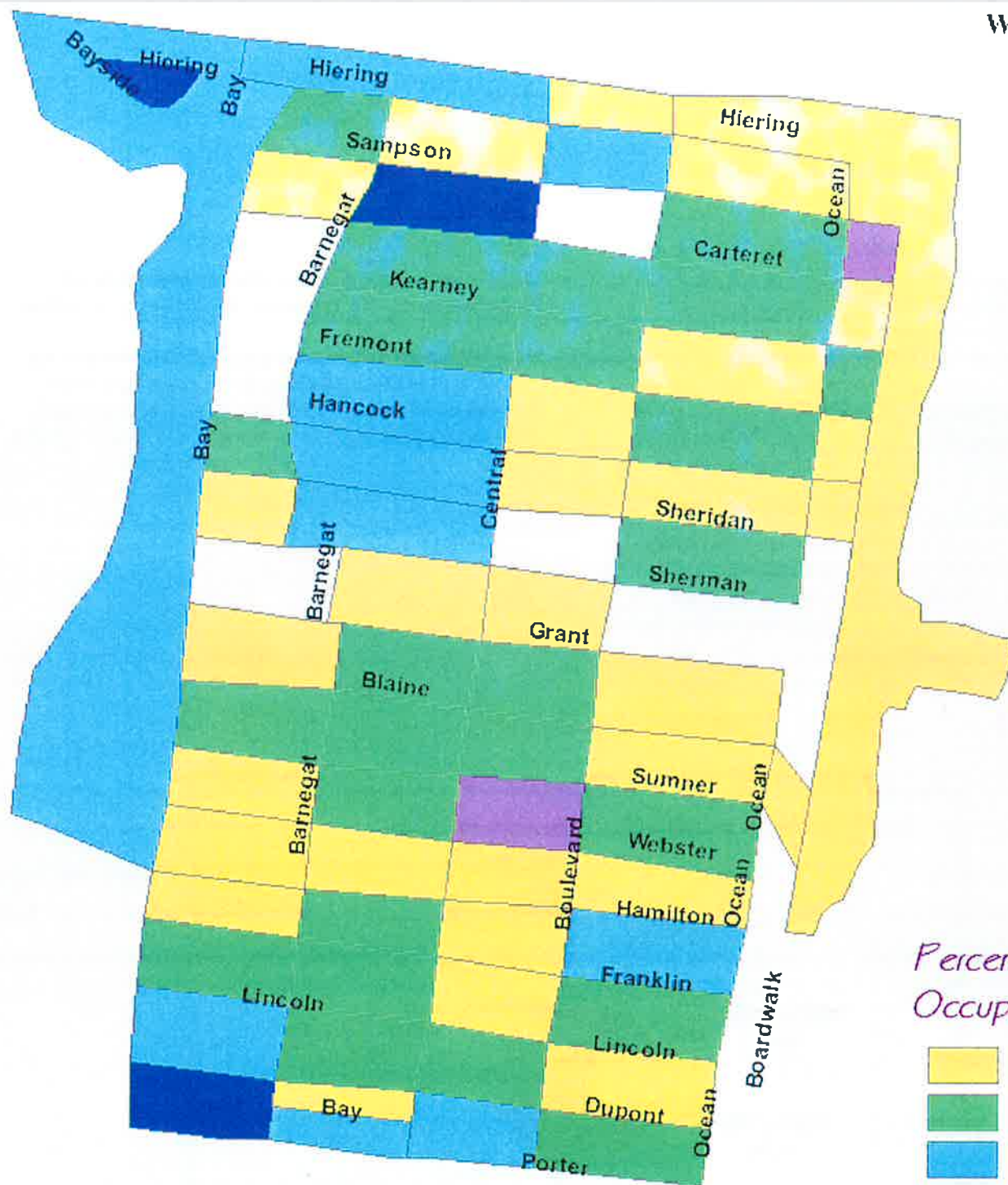
Tenure

Tenure is defined as the period for which an individual lives in a particular property. Policymakers often advocate homeownership as a means of extending residents' tenures, thereby fostering neighborhood stability. As a seasonal community, however, Seaside Heights has a high rate of residential turnover, as summer owners often rent their properties during the off season. For example, the 2000 Census reports that nearly 72% of the Borough's housing stock is renter occupied. Furthermore, the Census shows that nearly 30% of residents moved into the community in the year preceding the Census. This high occupant turnover rate is likely due to the fact that

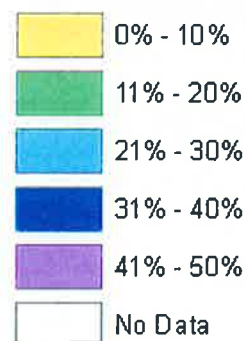
the Census is taken in the spring, and generates responses from the transient off-season population.

As the Occupant Turnover graph shows, more than 75% of all residents have been in town less than ten years. That pace of turnover has accelerated, with the highest turnover rates seen in more recent years.





Percent Owner Occupied



Percent Owner Occupied (2000)

Seaside Heights

0 0.04 0.08 0.16 0.24 0.32 Miles



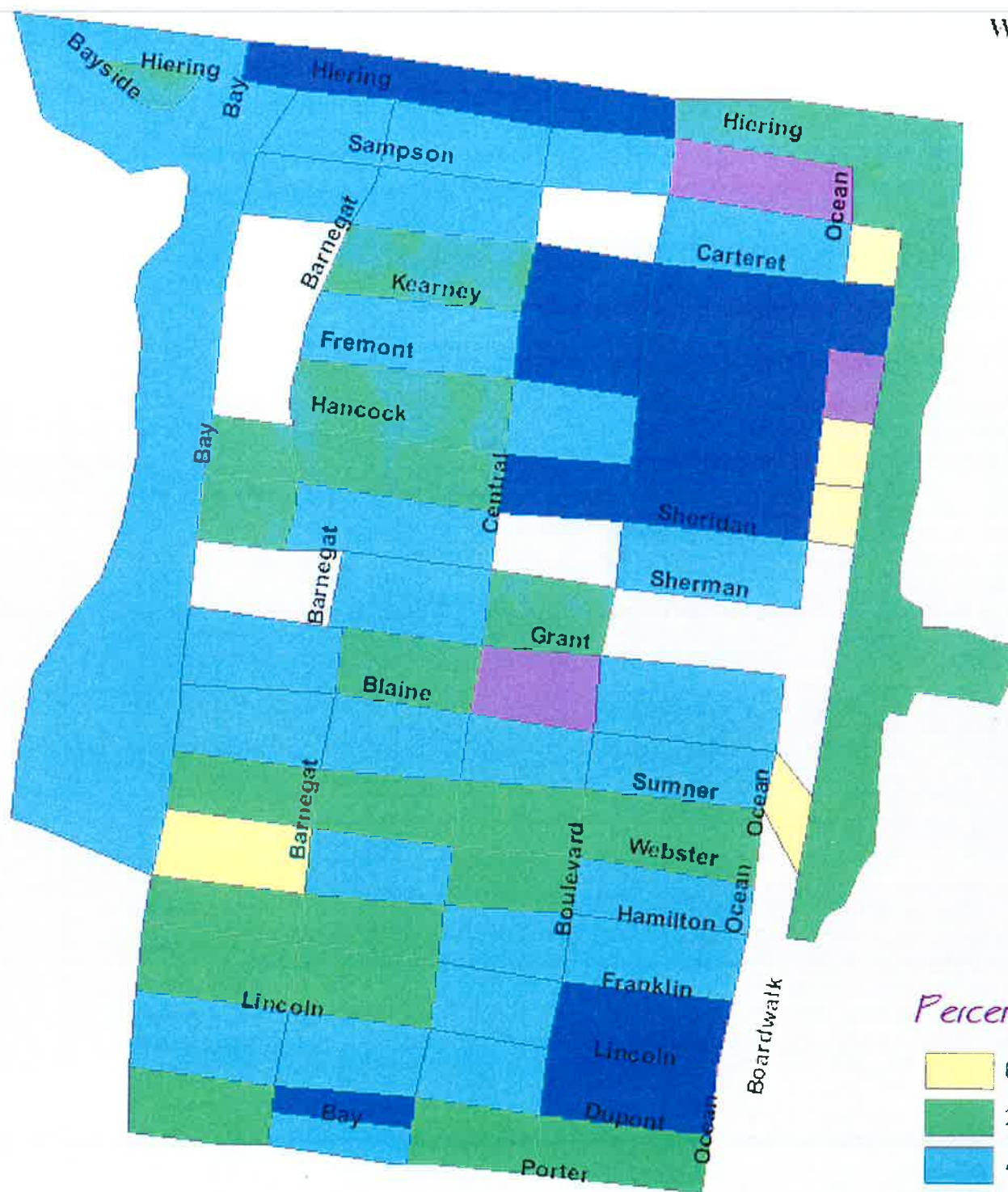
Crowding and Fitness

It is important to study the Borough's housing conditions to ensure that residents do not live in substandard conditions. Two main examples of such conditions are overcrowding and lack of modern amenities. Given that almost 95% of occupied housing contains one or fewer persons per room, crowding is not common to the vast majority of homes in Seaside Heights. Similarly, the Borough's housing also contains all of the amenities of modern living, with 99.6% of all housing units containing both adequate plumbing and kitchen facilities. However, 6.3% of all units do not have telephone service.

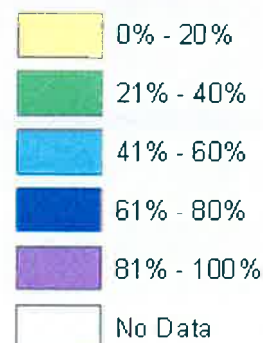
Vacancy Status

Census data shows that 50.4% of all housing units in Seaside Heights were vacant in at the time of the 2000 Census, a figure which reflects the Borough's seasonal nature. The following map shows the percentage of vacant housing units in Seaside Heights by census block.

The map is best understood in relation to the current land use in town. The primarily residential blocks west of Central Avenue generally feature lower vacancy rates than the blocks east of Central Avenue, which are surrounded by commercial, motel, and other resort uses. Moreover, 50% of all vacant units are structures for seasonal and recreational use. Therefore, while vacancy might appear to be a problem on the surface, closer analysis reveals that the problem is simply the result of Seaside Heights being a shore town with little off-season traffic. The residential blocks west of Central Avenue, where the bulk of the year-round residents live, feature lower vacancy rates.



Percent Vacant



Percent Vacant (2000)

Seaside Heights

0 0.04 0.08 0.16 0.24 0.32 Miles



AFFORDABLE HOUSING

Since the 1985 Fair Housing Act, New Jersey has required each of its 566 municipalities to provide affordable housing, and to file an affordable housing plan with the Council on Affordable Housing (COAH). These obligations are referred to as Mount Laurel obligations, after the Mount Laurel Supreme Court cases that brought the issue to the forefront. As these obligations are reset, they are referred to as Mount Laurel Rounds One, Two, and Three.

The Borough has an outstanding Mount Laurel Rounds One and Two affordable housing obligation to create 23 new units of affordable housing, and to rehabilitate 12 additional units. The Borough has not yet determined its obligations under Round Three. These requirements are often referred to as "Growth Share" obligations, since they stipulate that for every eight net residential units constructed since January 1, 2004, each municipality must build one unit of affordable housing. According to the Council on Affordable Housing, the Borough's projected growth share obligation for the 2004-2014 period is 14 units, based upon MPO population and employment predictions.

Preliminary analysis by the Rutgers studio reveals that close to 90 new construction permits have been issued in the Borough since January 1, 2004. If this pace of development continues, the Borough's Round Three obligation will be significantly higher than COAH predictions indicated. This difference is important, because when a municipality submits its plans to COAH it must prove or disprove COAH's numbers. In fact, many municipalities report that their obligation is greater than originally anticipated by the Council. It should be noted that although there are a high number of residents receiving Section 8 or Emergency Assistance in the Borough, these social service programs do not count towards the Borough's Mount Laurel obligations. Absent an affordable housing plan on file with the state, the Borough is vulnerable to "builder's remedy" exclusionary zoning lawsuits.

EMERGENCY ASSISTANCE AND SECTION 8 HOUSING IN SEASIDE HEIGHTS

One of the most hotly debated and polarizing issues facing Seaside Heights in recent years is the proliferation of government-sponsored low-income housing assistance programs such as the Emergency Assistance Program and Section 8 Housing Choice Voucher Program. Seaside Heights has long been a working-class community. However the influx and retention of low-income inhabitants from outside of the Borough utilizing Seaside Heights' rental assistance has—in the perception of some residents, business owners, and officials—altered the character of the town while placing a heavy burden on education and municipal services. Those holding this view also believe that the town's reputation has suffered as a consequence, hindering Seaside Heights's ability to reposition itself as a family-friendly entertainment center.

Emergency Assistance Program

The Emergency Assistance (EA) program is operated by the Ocean County Board of Social Services. Through this program, qualifying low-income Ocean County residents are provided temporary housing in contracted facilities throughout the County—usually motels, although private houses and apartments are also utilized on occasion—with an expressly stated lifetime limit per household of twelve months. Furthermore, extensions of up to six months at a time may be granted in the event that an Emergency Assistance household fails in its best-effort to secure permanent housing, though the duration and number of extensions granted per household depends on a variety of circumstances.

Eligibility for the Emergency Assistance program is governed by state regulations. In order to qualify for EA, the household in question must be eligible for the TANF (Temporary Assistance to Needy Families), GA (General Assistance), or SSI (Supplementary Security Income) programs.

Meanwhile, emergency shelter benefits are paid directly by the County Board of Social Services to

a contracted motel or to a landlord. Payments to landlords can be in the form of back rent (to prevent homelessness) or a security deposit with monthly rent subsidies, i.e. Temporary Rental Assistance Payments (TRAP).

As of September 26, 2005, 158 Emergency Assistance households were located in Seaside Heights. Of this number, there were 35 TANF, 96 GA, and 27 SSI households, respectively. This is an especially heavy load for such a small municipality, considering that neighboring Dover Township (population 89,706) has only 80 EA households scattered throughout its 52.9 square miles. In addition, 19 of the nearly 30 facilities contracted to provide temporary shelter for EA households were located in Seaside Heights as of October 1, 2005, with no other municipality in Ocean County housing more than four EA facilities. And as of September 26, 2005, 152 motel rooms in Seaside Heights were used to house EA clients, while only 125 motel rooms were occupied by the same across all other County facilities.

The contracts between the County Board of Social Services and these motels may vary in length, but the version agreed upon on October 1, 2005 is set to last for two years. The contracts to provide EA are linked to individual facilities, rather than with specific households. In addition, no more than 45% of all rooms in a given EA facility may be used to house EA households.

Still, the prevalent belief among the people of Seaside Heights is that low-income occupants receiving Emergency Assistance housing are remaining in the Borough for periods much longer than the stated terms of the program—which in turn has created crowded ghettos of mostly unemployed residents in the year-round EA-contracted motels. Although the stated purpose of the EA program is to provide temporary housing assistance, the feeling is that many of these residents cannot or will not find permanent housing, and as a result will remain in these

conditions so long as they continue to qualify for assistance and the motels continue to contract with the Board of Social Services.

The high cost of living in the region surely plays a role; consider that the median apartment rental in Ocean County now tops \$1,100, while the monthly grant per EA client ranges from \$140 for an employable GA household of one to \$728 for a TANF household of eight. Given the lack of truly affordable options in the area, the perception that many EA households placed in Seaside Heights remain in town may be accurate.

Another factor contributing to the high number of EA households in the Borough are the dozens of motels in town that must decide whether to remain open or shutter their doors during the nine month off-season. While many of these motels opt to remain closed once the summer is over, those that do stay open have the opportunity to strike a deal with the County Board of Social Services to accommodate EA households so as to remain fiscally solvent. Indeed, considering the paucity of visitors to the Borough during the off-season, the guaranteed income provided by the County agency in exchange for housing EA residents has proven to be a viable option for a number of motels in town. Motel owners may even evict EA tenants guilty of disorderly conduct and replace them with another EA household selected by the County agency.

Although the consequences of such a high incidence of EA households may be disputed, the phenomenon has almost certainly contributed to instability and transience in the borough and the school. The majority of EA recipients are housed in motels, which would otherwise be empty during the off-season but can easily attract guests during the summer months, and as a result are forced to find temporary accommodations elsewhere during the peak season, including staying at a boarding house or with friends or relatives. For EA families with school-age children, this usually means leaving

the Borough in April or May for temporary shelter in adjacent municipalities such as Lakewood and Dover, and in the process removing their children from the public school system until late September or early October, when they return to EA-contracted motels or other facilities in Seaside Heights (which has the majority of EA facilities in the County by a wide margin). In the end, it is believed by Borough officials and other interested parties that a high percentage of EA residents find permanent housing in the Borough, although the exact numbers are unclear.

Section 8 Housing Choice Voucher Program

The Section 8 Housing Choice Voucher Program is another form of housing rental assistance, but differs from Emergency Assistance in that it is a federal program operated through the Department of Community Affairs (DCA) that offers rent subsidies for permanent housing. Instead of being housed in contracted facilities, households that qualify for Section 8 vouchers are free to search for their own residences using their government-provided rental assistance. Section 8 is not designated for any unit or facility; the recipient may take the voucher with him in the search for housing. Furthermore, Section 8 recipients may receive these benefits indefinitely as long as they meet the program's income requirements.

It is estimated by Seaside Heights officials that 30% of Section 8 recipients in the Borough are working, with the rest living on fixed income provided by a government agency, such as disability assistance. By contrast, the overwhelming majority of EA residents—perhaps upward of 90%—do not work in the Borough, according to officials. The few who do manage to find employment often secure low-paying seasonal work, but remain unemployed for much of the year.

As of November 1, 2005, it was estimated that there were 65 households receiving Section 8

voucher assistance in Seaside Heights, with these figures subject to change on a daily basis. Taken in conjunction with the number of EA recipients in the Borough, it is clear that these two government programs have created a major presence in recent years.

The Future of the Emergency Assistance and Section 8 in Seaside Heights

Despite the frustration of many Borough residents, business owners, and officials, the County Board of Social Services insists that it lacks any viable options for an alternate placement of EA residents, given the scarcity of options in neighboring municipalities. The agency has alluded to a system-wide problem that forces its hand, with Seaside Heights being the unfortunate and unwilling recipient in many cases. Similarly, the DCA explains the high number of Section 8 residents in the Borough by pointing to the relatively lower cost of living in the Borough as compared with neighboring municipalities. In Lakewood, for instance, a recent surge in new construction has helped create an increase in housing prices, leading many Section 8 recipients to search for housing in less expensive communities such as Seaside Heights.

ENVIRONMENTAL SENSITIVITY

Wetlands

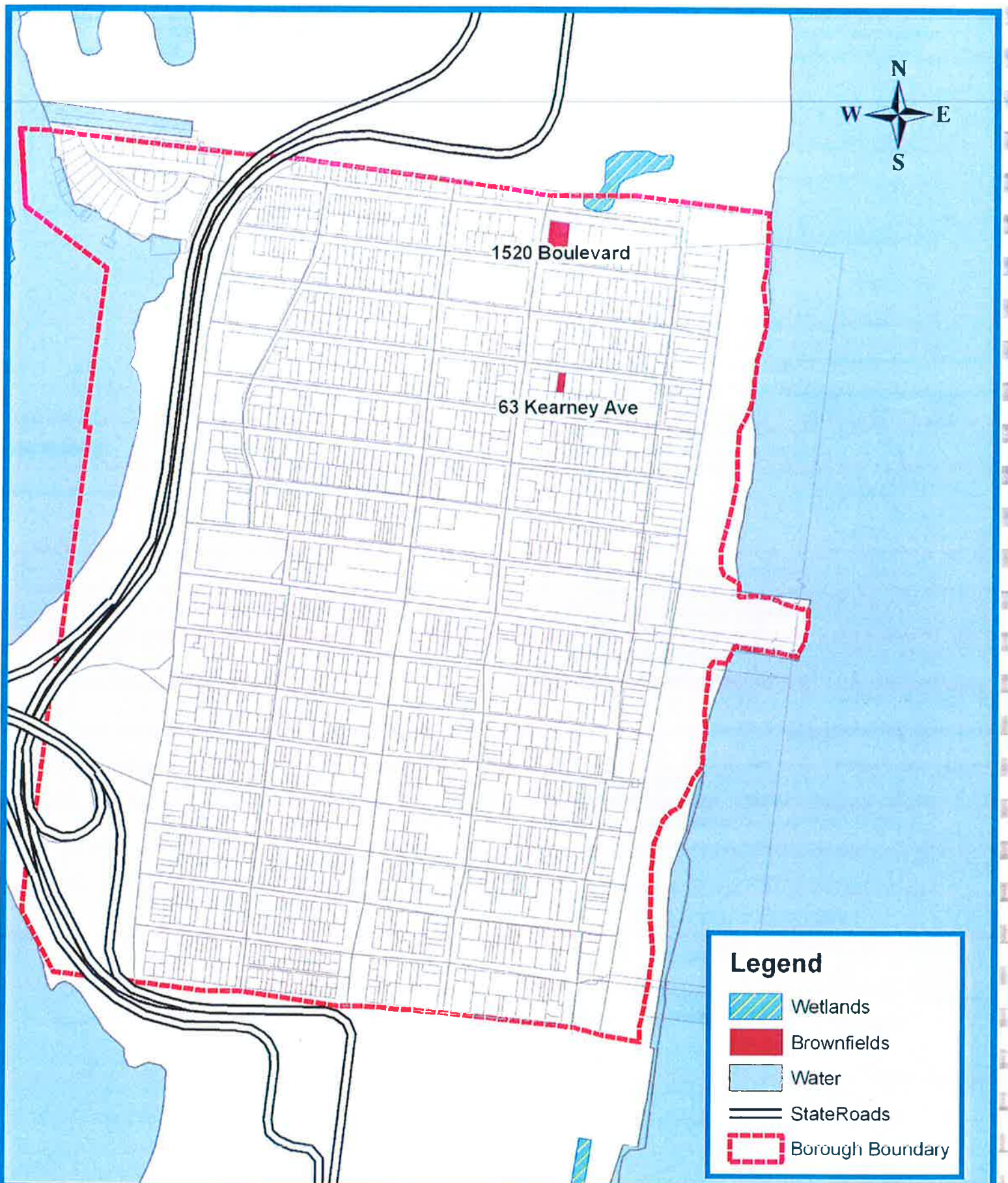
One wetlands area exists within the Borough of Seaside Heights. It covers an area of approximately 53,000 square feet and is located on the borough's northern boundary with Dover Township, north of Hiering Avenue and east of Boulevard. The wetland exists in two land parcels—one an unpaved parking lot at 50 Hiering Avenue, and the other a CVS Pharmacy at 80 Hiering Avenue

Brownfields

According to the New Jersey Department of Environmental Protection, two parcels are designated Sites with On-Site Source(s) of Contamination. An office building at 1520 Boulevard was cited in 1999 and a residential building at 63 Kearney Avenue was designated in 2000.

Disaster Evacuation

In the event hurricanes, Nor'easters, or other coastal emergencies New Jersey State Route 37 is designated as an evacuation route for Seaside Heights and surrounding communities.



Environmental Sensitivity

Seaside Heights

0 0.0375 0.075 0.15 0.225 0.3 Miles



RECREATION AND OPEN SPACE

Overview

The Borough of Seaside Heights completed a Recreation and Open Space Inventory in 2004 listing all parcels of land held for recreation and conservation purposes. Two classifications of land types are those that are "Developed and Partially Developed Lands Held for Recreation and Conservation Purposes" and "Wholly Undeveloped Lands Held for Recreation and Conservation Purposes." The Borough reported a total of 111.59 acres of land dedicated for recreation and open space.

The 2004 ROSI is based on the Borough of Seaside Heights tax map dated June 24, 1999. The State of New Jersey Office of Green Acres requires that all restricted lands be described on the completed ROSI by their block and lot identification number on the tax map and specify whether each parcel is funded or unfunded parkland. Any lands that are (1) acquired or developed with Green Acres of Federal Land and Water Conservation Fund assistance or (2) held by the local unit for recreation and conservation purposes at the time of receipt of Green Acres funds may not dispose of or divert those lands for uses other than recreation and conservation purposes.

Recreation and Open Space Parcels

In the Master Plan Re-Examination, the Borough of Seaside Heights outlines as one of its objectives: "Encourage park preservation and recreation development." The current recreational facilities in the community include beach and bay areas, a baseball field, playground, basketball/tennis courts, and the community center. The parcels listed in the ROSI dedicated to recreation and open space are all unfunded except for the Hiering Parcel located at 1521 Ocean Terrace, which straddles the border of Dover Township. Of the Hiering Parcel, .98 acres are located in Seaside Heights and 6.16 acres are located in Dover Township. The Hiering Tract was acquired by the Borough using state funding. The majority of

the land dedicated to recreation and open space in Seaside Heights is located on the borough's two waterfronts - the ocean and the bay. Of the 111.59 inventoried acres, 73.2 acres are comprised of beach water. Another 23.22 acres include the beach and boardwalk. The bay front area piers and parks total 5.11 acres of land dedicated to open space and recreation. The remaining 10.06 acres include a park, a ball field, the community center, and several other parcels.

There is a concentration of public properties located between Barnegat Avenue and Bay Boulevard, and bordered by Carteret Avenue to the north and Sherman Avenue to the south. These properties consist of facilities that should be used by the entire Borough, including the community center, tennis courts, and playground, as well as school facilities and fields. These like uses are currently separated into blocks by east-west cross streets that do not see much vehicular traffic.

The current layout of this area does not realize its full potential as an integral recreation area with adequate facilities for all residents, particularly children. The pedestrian link from Hugh J. Boyd Elementary School across Bay Boulevard and Route 35 to the bay front is an important resource that is currently underutilized.

Issues

- Lack of adequate recreation space for children in the Borough.
- Access to open space/recreation at the bay front is difficult due to the barrier created by Route 35.

ROSI (2004)

The 2004 Seaside Heights ROSI reports the following locations dedicated to recreation and open space:

Developed and Partially Developed Lands Held for Recreation and Conservation Purposes

| Municipal Location | Name | Block | Lot | Acres | Funded/ Unfunded |
|----------------------------|----------------------------|-------|------|-------|---------------------|
| Bay Blvd & Rt. 37 South | Bay Front Piers & Parks | 1.01 | 1 | 0.57 | Unfunded |
| Bay Blvd & Rt. 37 North | Bay Front Piers & Park | 1.02 | 1 | 4.56 | Unfunded |
| 131 Webster Avenue | Hamilton and Central | 13 | 31 | 0.09 | Unfunded |
| 1521 Ocean Terrace | Hiering Parcel | 55 | 9 | 0.98 | Funded |
| 1300 Bay Boulevard | Carteret Avenue Ball Field | 63 | 1 | 1.36 | Unfunded |
| 1100 Bay Boulevard | Hancock Avenue | 65 | 1 | 0.69 | Unfunded |
| 1100 Barnegat Avenue | Community Center | 66 | 1 | 0.29 | Unfunded |
| 1003 Bay Boulevard | Sheridan Avenue Park | 66 | 9 | 0.27 | Unfunded |
| Beach | Beach and Boardwalk | 99.01 | 1 | 12.30 | Unfunded |
| 420 Boardwalk | Comfort Station | 99.01 | 1.02 | 0.00* | Unfunded |
| Boardwalk & Webster Avenue | Refreshment Stand | 99.01 | 1.07 | 0.32 | Unfunded |
| Beach | Beach and Boardwalk | 99.02 | 1 | 10.60 | Unfunded |
| Beach Water | Riparian Area | 99.02 | 1.01 | 36.70 | Unfunded |

Wholly Undeveloped Lands Held for Recreation and Conservation Purposes

| Municipal Location | Name | Block | Lot | Acres | Funded/ Unfunded |
|--------------------|----------------|-------|------|-------|---------------------|
| Dover Township | Hiering Parcel | 1056 | 4.02 | 6.16 | Funded |
| Beach Water | Riparian Area | 99.01 | 1.01 | 36.50 | Unfunded |

*Building only



ECONOMIC DEVELOPMENT

Overview

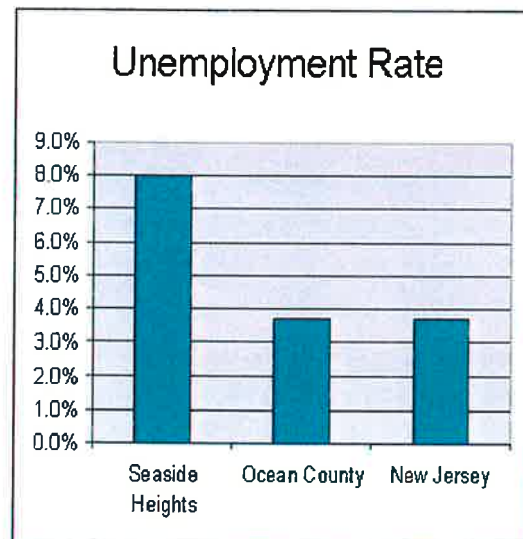
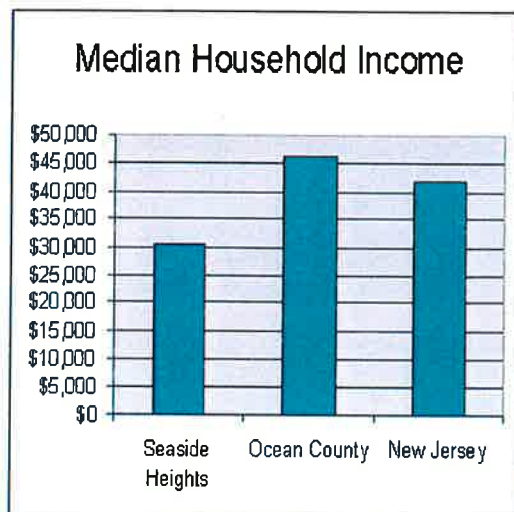
In recent years the Borough of Seaside Heights has experienced development of its local economy. The local economy is tourism-based, thriving during the summer season and slow in the off season. The Borough's tourism industry can be further divided into two components: entertainment and food/accommodation.

Unique to the Borough is its appeal to young adults, families, and seniors. Seaside Heights, with its boardwalk entertainment and active nightlife, offers a variety options for any visitor. Strategic marketing will play a key role and should be targeted at young adults, families, and seniors. The business environment and the character of the town can both be enhanced by improving the aesthetic nature of the Borough.

Local Economy

The largest industries in the Borough include: food and accommodation, arts and entertainment and retail. In 2002, these industries employed a total of 119 workers. In 2000, the median household income in the Borough was \$30,611, \$46,443 in Ocean County and \$41,994 in the state of New Jersey. During the same year, the unemployment rate in Seaside Heights was 8% while it was 3.7% in both Ocean County and the state of New Jersey.

The high unemployment rate within the Borough is a large factor of the seasonality of the local economy. During the off season, the businesses that choose to stay open have very few options.



Tourism

Again, tourism is the borough's most lucrative industry. Around the subject of tourism, much attention has been given to the overall "tourist experience." The Borough should strive to make the overall tourist experience as pleasant as possible. Some of the issues include lack of convenient parking, limited accommodations, and poor restroom facilities.

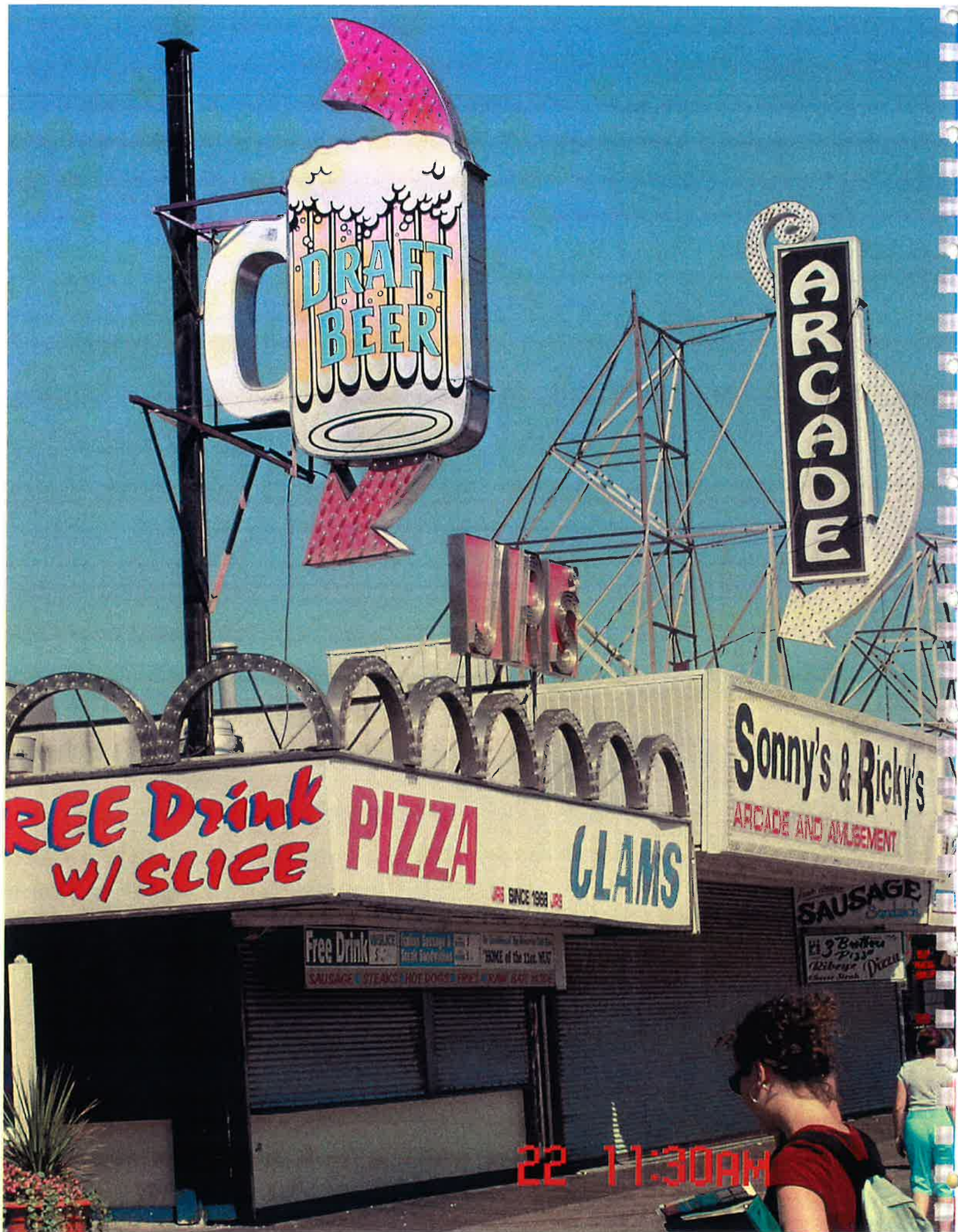
Some successful attractions have included a national volleyball tournament, the MTV summer beach house location, fireworks displays, and random festivals. While much of the tourist attractions are located on or adjacent to the boardwalk, little economic activity can be found around an underutilized bay-front.

Marketing

Seaside Heights has found success through different marketing strategies. Brochures, maps, flyers, and other news media can be found in many of the local businesses. Internet sites have been successful as well, advertising everything from motels to clubs, fishing and boating.

Advertising signage also plays a large role within the community. Not only do they serve to advertise a specific business or retail establishment, but they also provide a certain charm.

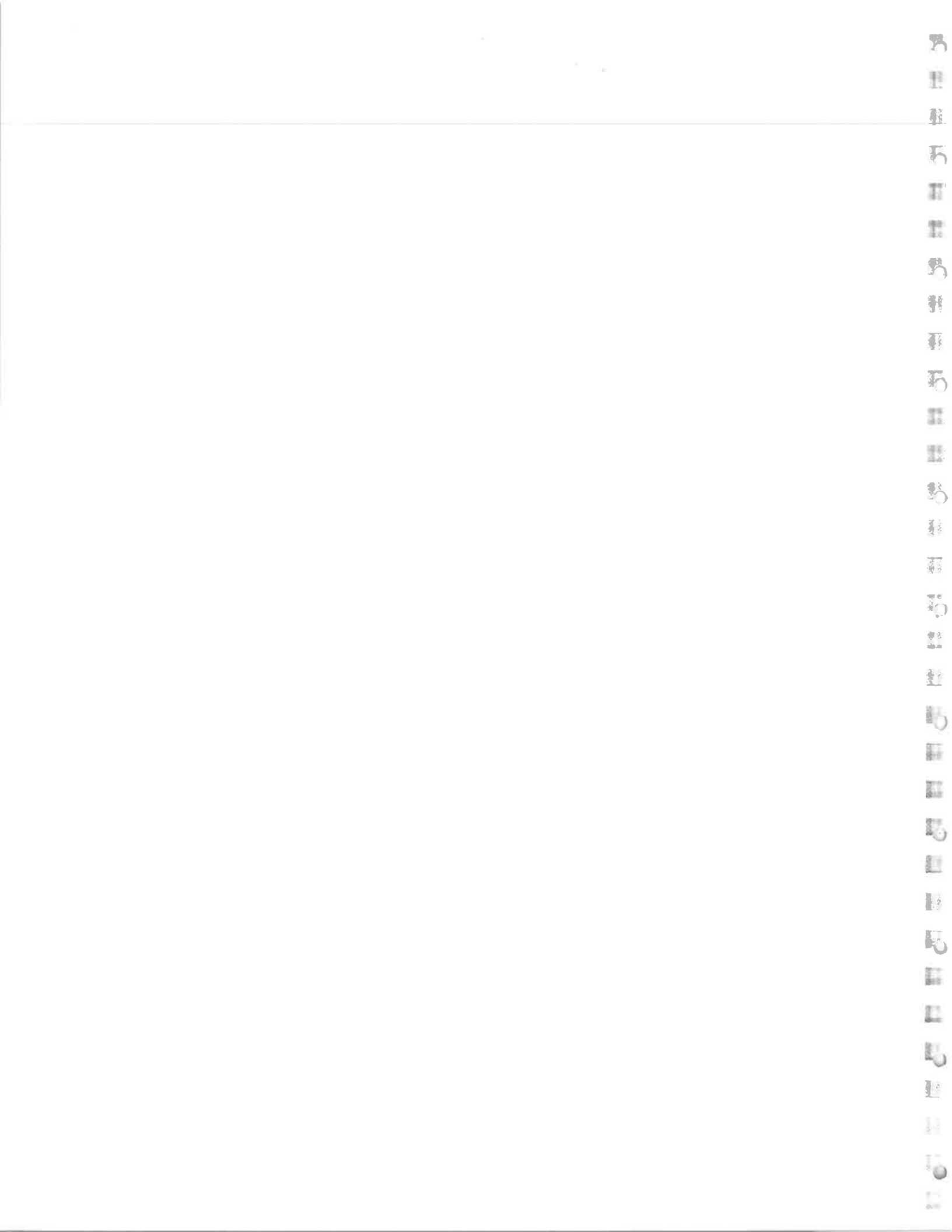




Part III

*Area in Need of
Rehabilitation*





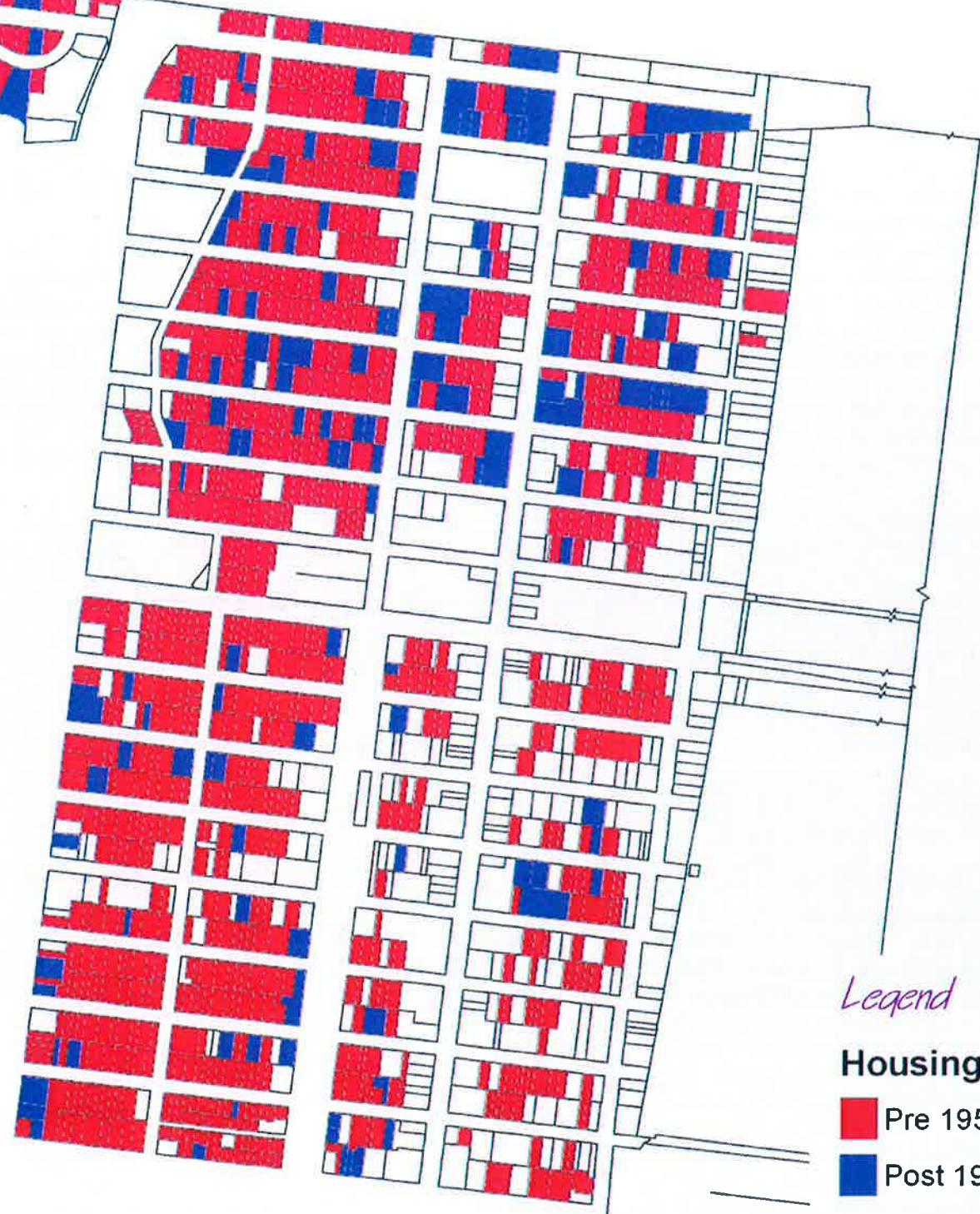
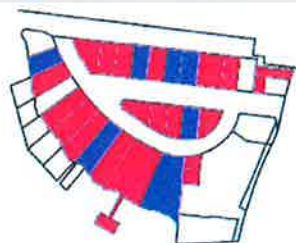
AREA IN NEED OF REHABILITATION

From the information presented in the preceding sections, it is clear that Seaside Heights is a community with both great potential and many problems. Plagued by vacant lots, deteriorating housing conditions, and generally haphazard development, Seaside Heights still boasts a wonderful beach, nice local restaurants, ample hotel space, and relatively affordable housing prices. The Borough once boasted a vibrant summer rental market and plentiful local shopping. The goal of any plan for Seaside Heights should tackle the problems of continued decline and promote the overall development of the community, bringing the town back to its glory. Previously, the Borough attempted to jump-start development in the southeastern section of town by declaring an Area in Need of Redevelopment. However, this plan apparently failed because of public concern over the use of eminent domain. To address both the gradual deterioration of the town and public concerns over the use of eminent domain, Seaside Heights should declare an "Area in Need of Rehabilitation."

Rehabilitation is defined under New Jersey's Local Redevelopment and Housing Law (C. 40A:12A-1) as "an undertaking, by means of extensive repair, reconstruction or renovation of existing structures with or without the introduction of new construction or the enlargement of existing structures in an area determined to be in need of rehabilitation or redevelopment, to eliminate substandard structural or housing conditions and arrest the deterioration of that area." Under the Local Redevelopment Law an "Area in Need of Rehabilitation" maybe declared if it meets one three possible criteria. The most pertinent section to Seaside Heights is the second criteria, stating that an "Area in Need of Rehabilitation" maybe designated if "more than half of the housing stock in the delineated area is at least 50 years old." (C. 40A:12A-14) The third criteria also adds that "a program of rehabilitation, as defined in section 3 of P.L. 1992, c.79 (C.40A:12A-3), may be expected to prevent further deterioration and promote the overall development of the community." Therefore,

the first step in establishing such an area is to show the age of housing in Seaside Heights.

The map below shows housing age in Seaside Heights, dividing housing into those built before and after 1955, thereby meeting the fifty-year limit. Housing age information came from the Ocean County Board of Taxation MOD IV database. Housing is defined as those properties that fell into classes 2 (residential) and 4C (apartments) of the Real Property Class Code.



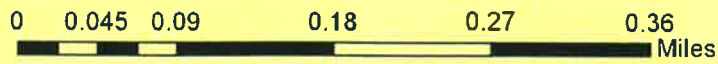
Legend

Housing Age

- Pre 1955
- Post 1955

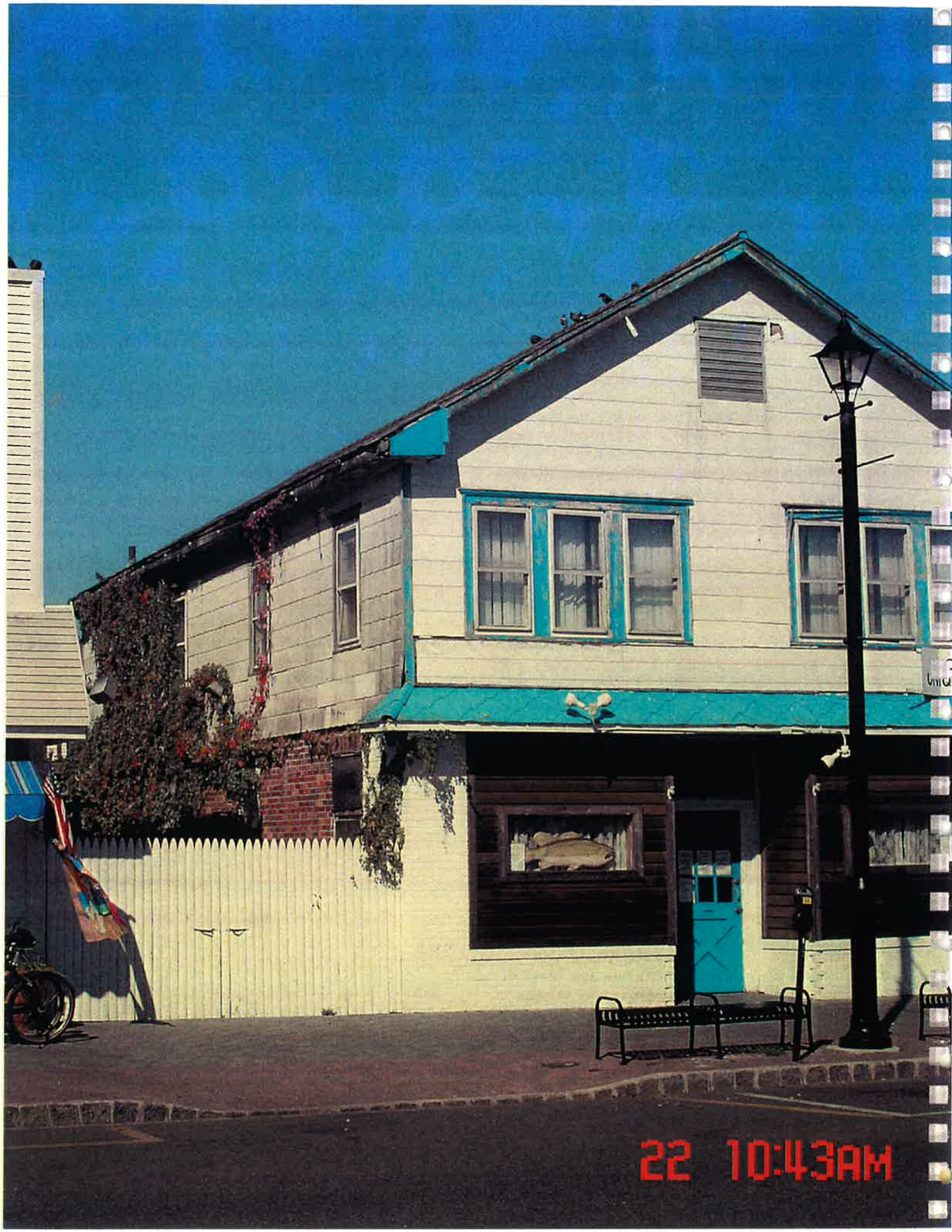
Housing Age

Seaside Heights



As the map shows, the heavily residential sections west of Central Avenue were mostly built before 1955. Additionally, existing housing on the more commercial and resort oriented blocks east of Central Avenue is also older than 1955. 84% of all residential structures in Seaside Heights were built before 1955. 73% of all apartments were built before 1955. It is possible that the Borough also meet the infrastructure criteria for the law, whereby an "Area in Need of Rehabilitation" may be declared if the sewer infrastructure in the delimited area is more than fifty years old and in need of repair. Therefore, under the law, it is possible to declare the whole Borough of Seaside Heights as an "Area in Need of Rehabilitation."

By declaring the whole Borough as an "Area in Need of Rehabilitation," the advantages of the designation can be applied to the whole town. Using the standards for establishment above, the second step is explaining how such an area "will prevent further deterioration and promote overall development of the community." Declaration of an "Area in Need of Rehabilitation" will afford the Borough greater flexibility in uniting planning and development in the municipality, allowing the borough's redevelopment agency all the powers available to it under redevelopment save one: eminent domain. Therefore, the Borough will be able to grant five-year tax abatements, develop zoning incentives, and even create common parking and affordable housing development funds. Many of the unique powers available in an "Area in Need of Rehabilitation" are market based, allowing the town to guide the market, not dictate development as has been suggested by past plans. The following sections of this report will explain specifically how the "Area in Need of Rehabilitation" powers can be used to tackle changes in zoning, parking, and affordable housing, thereby arresting the community's current decline.



22 10:43AM

Part IV

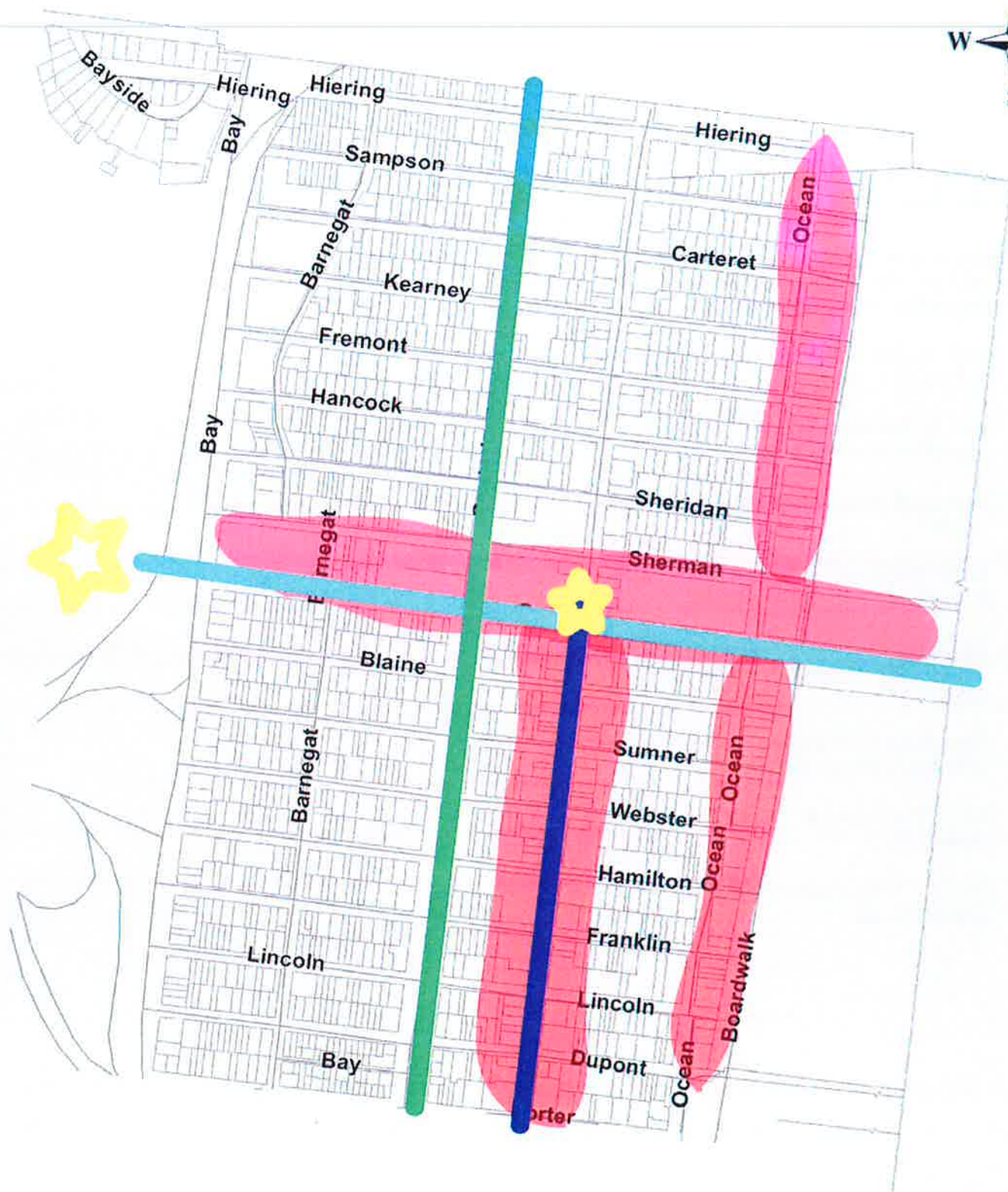
Recommendations



ZONING AND LAND USE RECOMMENDATIONS

The following observed land use characteristics spurred the majority of land use and zoning recommendations for Seaside Heights.

- West of Central Avenue is more residential and lower in density
- East of Central Avenue is more resort recreational in character
- Boulevard functions as a downtown "main street"
- North Boulevard contains commercial uses more family oriented in character
- South Boulevard serves as a corridor for mature entertainment uses (clubs, bars, etc.)
- The Boardwalk functions as an entertainment promenade
- Grant Avenue serves as an east-west connector
- The Bay front is somewhat isolated and limited in use



Areas of Interest

Seaside Heights

0 0.04 0.08 0.16 0.24 0.32 Miles



Recommended Zoning Model

Currently, the Borough's cumulative or "stacked" zoning model permits land-use conflicts by allowing mutually incompatible uses in an area. Under the existing model, for example, motel and recreational uses are permitted alongside residential uses. It is therefore recommended that the Borough's stacked zoning model be updated to a zoning approach that allows primary and secondary permitted uses in thematic zones.

The recommended zoning serves to (1) promote mutually compatible uses while (2) formalizing existing land use patterns without transforming long-standing uses into non-conforming uses. The following table lists proposed zoning categories and permitted uses in each zone. The proposed Zoning Map illustrates the location of eight new zoning categories throughout Seaside Heights (See Map: Zoning Map).

Proposed Zoning Categories and Permitted Uses

| Zone | Name | Permitted Uses |
|------|-------------------------|---|
| MR | Marina & Residential | Single family and two-family homes and marine commercial service (dockage, boat hauling, parking, marine gas stations, office, outside boat storage)* |
| LDR | Low Density Residential | Single family and two-family homes * |
| RM | Resort Mixed Use | Single family, two-family, and multi-family residential structures as well as hotels, motels, offices, retail, service, and other commercial uses* |
| EZ | Entertainment Zone | Retail, clubs, restaurants, taverns, bars, bus terminals, branding shops, tattoo parlors, adult book stores, adult entertainment, body piercing and second-floor residential and office space* |
| BR | Beachfront Residential | Single family, two-family, multi-family residential and condominiums, as well as hotels and motels |
| B | Boardwalk | Mechanical rides, miniature golf courses, exhibits, amusement games, games of chance, non-mechanical rides (slides, skateboarding), restaurants, boardwalk oriented retail, concessions, parks and second-floor residential * |
| PUB | Public | Wells, sewage stations, pumping stations, parking, landscaped vistas and other public necessities* |

* Uses for each zone that are not explicitly stated are not permitted.



Proposed Zoning Map

Seaside Heights

0 0.04 0.08 0.16 0.24 0.32 Miles



The following is a sample zoning ordinance. The ordinance should be used in conjunction with approved design guidelines. All current non-conforming uses should be "grandfathered" into the zoning. Tables summarizing the zoning ordinance bulk standards and parking requirements follow the sample zoning ordinance.

Sample Zoning Ordinance

Marina Residential Zone

- **Permitted Uses:**
 - Single family and two-family homes
 - marine commercial service (dockage, boat hauling, parking, marine gas stations, office, outside boat storage)
- The minimum allowable bulk standards (area, frontage, setbacks), the maximum allowable height, and the parking requirements of property upon which development may occur within the Marina Residential Zone are:
 - **Single- and two-family units**
 - Minimum lot area: 4,000 square feet
 - Minimum lot frontage: 40 feet
 - Minimum front setback: 10 feet
 - Minimum rear setback: 10 feet
 - Minimum side setback: 5 feet
 - The maximum allowable height is 25 feet from flood level
 - The required parking for each residential unit is 2 spaces. The parking shall be onsite.
 - **Marine Commercial service**
 - Minimum lot area: 6,000 square feet
 - Minimum lot frontage: 40 feet
 - Minimum front setback: 10 feet
 - Minimum rear setback: 5 feet

- Minimum side setback: 5 feet
- The maximum allowable height is 25 feet from flood level
- The required parking is 0.5 spaces for each boat slip. The parking shall be onsite.

Low Density Residential

- **Permitted Uses:**
 - Single family and two-family homes
- The minimum allowable bulk standards (area, frontage, setbacks), the maximum allowable height, and the parking requirements of property upon which development may occur within the Low Density Residential Zone are:
 - **Single- and two-family units:**
 - Minimum lot area: 4,000 square feet
 - Minimum lot frontage: 40 feet
 - Minimum front setback: 10 feet
 - Minimum rear setback: 10 feet
 - Minimum side setback: 5 feet
 - The maximum allowable height is 25 feet from flood level
 - The required parking for each residential unit is 2 spaces. The parking shall be onsite.





Resort Mixed Use

- Permitted Uses

- Single family and two-family homes
- Multi-family residential structures
- Hotels and motels
- Commercial (including office, retail, service and other commercial uses)
 - The minimum allowable bulk standards (area, frontage, setbacks), the maximum allowable height, and the parking requirements of property upon which development may occur within the Resort Mixed Use Zone are:
- Single- and two-family units:
 - Minimum lot area: 4,000 square feet
 - Minimum lot frontage: 40 feet
 - Minimum front setback: 10 feet
 - Minimum rear setback: 10 feet
 - Minimum side setback: 5 feet
 - The maximum allowable height is 25 feet from flood level
 - The required parking for each residential unit is 2 spaces. The parking shall be onsite.
- 3 or more dwelling units:
 - Minimum lot area: 8,000 square feet
 - Minimum lot frontage: 80 feet
 - Minimum front setback: 10 feet
 - Minimum rear setback: 10 feet
 - Minimum side setback: 5 feet
 - The maximum allowable height is 40 feet from the curb
 - The required parking for each residential unit is 2 spaces. The parking shall be onsite and screened
 - Floor Area Ratio (FAR) = 1.5

- Hotels and Motels:

- Minimum lot area: 10,000 square feet
- Minimum front setback: 10 feet
- Minimum rear setback: 10 feet
- Minimum side setback: 5 feet
- The maximum allowable height is 40 feet from the curb
- The required parking for hotels and motels is 1 space per unit. Parking shall be onsite and screened or deposited into a parking fund as payment in lieu of taxes (PILOT).
- Floor Area Ratio (FAR) = 1.5
- Hotel and Motel uses in the Resort Mixed Use zone shall be limited to the following streets: Ocean Terrace, Boulevard, Grant Street, Sherman Street and Central Avenue



- Commercial:
 - Minimum lot area: 2,000 square feet
 - Minimum lot frontage: 20 feet
 - Minimum front setback: 0 feet
 - Minimum rear setback: 0 feet
 - Minimum side setback: 0 feet
 - The maximum allowable height is 40 feet from the curb.
 - The required parking for commercial uses is 1 space per 200 square feet. Parking shall be onsite and screened or deposited into a parking fund as payment in lieu of taxes (PILOT).
 - Commercial uses in the Resort Mixed Use zone shall be limited to the following streets: Ocean Terrace, Boulevard, Grant Street, Sherman Street and Central Avenue



- The minimum allowable bulk standards (area, frontage, setbacks), the maximum allowable height, and the parking requirements of property upon which development may occur within the Entertainment Zone are:

- Commercial:
 - Minimum lot area: 2,000 square feet
 - Minimum lot frontage: 20 feet
 - Minimum front setback: 0 feet
 - Minimum rear setback: 0 feet
 - Minimum side setback: 0 feet
 - The maximum allowable height is 40 feet from the curb
 - The required parking for commercial uses is 1 space per 200 square feet. Parking shall be onsite and screened or deposited into a parking fund as payment in lieu of taxes (PILOT).
 - Commercial uses in the Resort Mixed Use zone shall be limited to the following streets: Ocean Terrace, Boulevard, Grant Street, Sherman Street and Central Avenue

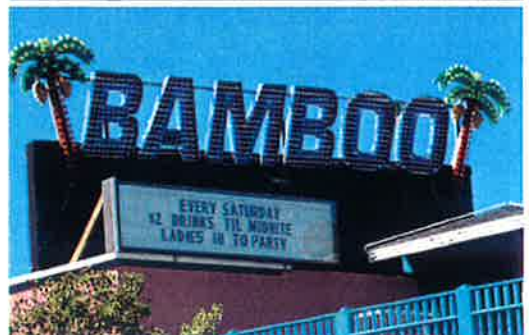


Entertainment Zone

- Permitted Uses
 - Commercial (including office, retail, service and other commercial uses)
 - Multi-family residential structures
 - Hotels and motels
 - Non-family uses such as bars, clubs, tattoo/branding parlors, piercing shops

- **Hotels and Motels:**
 - Minimum lot area: 10,000 square feet
 - Minimum front setback: 0 feet
 - Minimum rear setback: 10 feet
 - Minimum side setback: 5 feet
 - The maximum allowable height is 40 feet from the curb
 - The required parking for hotels and motels is 1 space per unit. Parking shall be onsite and screened or deposited into a parking fund as payment in lieu of taxes (PILOT).
 - Hotel and Motel uses in the Resort Mixed Use zone shall be limited to the following streets: Ocean Terrace, Boulevard, Grant Street, Sherman Street and Central Avenue

- **3 or more dwelling units/ Condominiums:**
 - Minimum lot area: 8,000 square feet
 - Minimum lot frontage: 80 feet
 - Minimum front setback: 0 feet
 - Minimum rear setback: 10 feet
 - Minimum side setback: 5 feet
 - The maximum allowable height is 40 feet from the curb
 - The required parking for each residential unit is 2 spaces. Parking shall be onsite and screened or deposited into a parking fund as payment in lieu of taxes (PILOT).



Beachfront Residential Zone

- Permitted Uses
 - Multi-family residential structures
 - Hotels and motels
 - The minimum allowable bulk standards (area, frontage, setbacks), the maximum allowable height, and the parking requirements of property upon which development may occur within the Beachfront Residential Zone are:
 - 3 or more dwelling units/ Condominiums:
 - The maximum allowable height is 45 feet from the curb
 - The required parking for each residential unit is 2 spaces. Parking shall be onsite and screened or deposited into a parking fund as payment in lieu of taxes (PILOT).
 - Hotels and Motels:
 - The maximum allowable height is 45 feet from the curb
 - The required parking for hotels and motels is 1 space per unit.

Parking shall be onsite and screened or deposited into a parking fund as payment in lieu of taxes (PILOT).

Boardwalk Zone

- Permitted Uses
 - Boardwalk Restaurant
 - Boardwalk Retail & Amusements
 - Second Floor Residential.
 - The minimum maximum allowable height and parking requirements of property upon which development may occur within the Boardwalk Zone are:
 - Boardwalk Restaurant:
 - The maximum allowable height is 25 feet from the boardwalk
 - Restaurants on the boardwalk must provide parking spaces for at least one third (1/3) of the restaurant's seating capacity. Parking shall be onsite and screened or deposited into a parking fund as payment in lieu of taxes (PILOT).





- Boardwalk Retail and Restaurant:
 - The maximum allowable height is 25 feet from the boardwalk
 - The required parking for boardwalk retail and restaurants is one space per 200 square feet. Parking shall be onsite and screened or deposited into a parking fund as payment in lieu of taxes (PILOT).
- Second Floor Residential:
 - The maximum allowable height is 25 feet from the boardwalk
 - The required parking for boardwalk residential is two space per residential unit. Parking shall be onsite and screened or deposited into a parking fund as payment in lieu of taxes (PILOT).

Public Zone

- Permitted Uses:
 - Wells, sewage stations, pumping stations,
 - Parking, landscaped vistas and other public necessities.
- The minimum allowable bulk standards (area, frontage, setbacks), the maximum allowable height, and the parking requirements of property upon which development may occur within the Public Zone are:
 - Public Uses:
 - Minimum lot area: 4,000 square feet
 - Minimum lot frontage: 40 feet
 - The maximum allowable height is 40 feet from the curb

Zoning Strategies

The proposed zoning strategy for Seaside Heights simplifies zoning in the Borough to more accurately reflect the existing pattern of development, while guiding development appropriately.

With a minimum lot area requirement of 1,800 square feet, the Low-Density Residential zone (LDR) currently permits higher density than is considered desirable for a low density zone. The proposed zoning therefore encourages lower density development by increasing the minimum lot size to 4,000 square feet. The new LDR zone limits uses to single and two family housing, prohibiting potentially incompatible uses originally allowed such as office, church and public uses.



In new Resort Mixed Use (RM) zone, motels and hotels are treated as commercial uses. Within this zone, commercial and motel/hotel uses are limited to specific streets (Ocean Terrace,

Boulevard, Central Avenue, Sherman Avenue, and Grant Avenue), preventing conflicting uses from developing within the residential mid-block areas. Being east of Central Avenue, the RM Zone affords higher density development. To determine minimum residential bulk standards for the RM zone, specifications of newly developed and admirable projects were examined. While single- and two-family residential units require a minimum lot area of 4,000 square feet and frontage of 40 square feet, residential developments with three or more dwelling units per lot now require a minimum lot area of 8,000 square feet and lot frontage of 80 square feet. These revised bulk standards encourage the combination of lots, and subsequent higher density projects and the within the RM zone. The maximum allowable density for multifamily developments is one dwelling unit per 1,000 square feet.

The new Entertainment Zone permits adult uses such as bars, clubs, tattoo/branding parlors and adult entertainment originally allowed along the Boardwalk and Casino Pier. By segregating adult and family oriented uses, the Borough is able to strategically promote itself to both market segments. In essence, the Entertainment Zone allows Seaside Heights to maintain its image as an exiting nightlife destination.

Revisions to the zoning map divide the boardwalk into two distinct zones: the Beachfront Residential (BR) zone north of Casino Pier and the Boardwalk (B) zone south of Casino Pier. These new zones accurately reflect the existing pattern of development along the boardwalk today. Upscale residential structures and motels, desiring a waterfront location, are assembling along the northern boardwalk in the Beachfront Residential zone. Concentrating commercial uses south of Casino Pier, within the Boardwalk zone, enhances and ensures the viability of the boardwalk retail, entertainment and amusement uses.

The revised zoning ordinance also recommends parking requirements for each zone. In many cases, developers should have the option of providing parking onsite and screened or paying into a parking fund as *payment in lieu of taxes* (PILOT). The PILOT also allows the Borough more control over where large-scale parking is located (see *Parking Requirements Chart*).



Zoning Ordinance Summary

| Zone | Name | Width (ft) | Area (ft) | Setbacks (ft) | | | Height (ft) |
|------|--|---------------|--------------|---------------|------|------|---------------------|
| | | | | Front | Side | Rear | |
| R1 | Single-Family & Two-Family | 40 | 4,000 | 10 | 5 | 10 | 25 from flood level |
| | Marina Uses | 40 | 6,000 | 10 | 5 | 5 | 25 from flood level |
| R2 | Single-Family & Two-Family | 40 | 4,000 | 10 | 5 | 10 | 25 from flood level |
| | 3 or more DU (Max. 1 DU / 1000 sq. ft.) | 80 | 8,000 | 10 | 5 | 10 | 45 from curb |
| R3 | Hotels and Motels (Max. 1 DU / 1000 sq. ft.)* | | 10,000 | 10 | 5 | 10 | 45 from curb |
| | Commercial* | 20 | 2,000 | 0 | 0 | 0 | 45 from curb |
| E2 | Commercial Uses | 20 | 2,000 | 0 | 0 | 0 | 45 from curb |
| | Offices** | 20 | 2,000 | 0 | 0 | 0 | 45 from curb |
| | Motels and Hotels** | | 10,000 | 0 | 5 | 10 | 45 from curb |
| | Condominiums** | 60 | 6,000 | 0 | 5 | 10 | 45 from curb |
| BR | Motels and Hotels | | 10,000 | 0 | 5 | 10 | 45 from boardwalk |
| | Residential | 80 | 8,000 | 0 | 5 | 10 | |
| SB | Restaurant | | | 0 | 0 | 0 | 25 from boardwalk |
| | Boardwalk Commercial | | | 0 | 0 | 0 | |
| FUP | | 40 | 4,000 | - | - | - | 45 from curb |

* Fronting along specified streets: Central Avenue, Ocean Terr., Boulevard, Grant Avenue, and Sherman Avenue

** Commercial use required on first floor

** Retail and restaurant accessory uses allowed

Parking Requirements

| Type of Use | Parking Requirement | Parking Location |
|--------------------------------------|--|---------------------------|
| Single & Two Family Residential | 2 / Dwelling Unit | Onsite |
| Three or more Dwelling Units | 2 / Dwelling Unit & Screened | Onsite |
| Marina Uses | 0.5 / Boat Slip | Onsite |
| Hotels & Motels | 1 / Unit & Screened | Onsite or payment in lieu |
| Commercial | 1 / 200 sq. ft. | Onsite or payment in lieu |
| Offices | 1 / 250 sq ft. | Onsite or payment in lieu |
| Entertainment Zone | 25% of max occupancy | Onsite or payment in lieu |
| Restaurants | 1/3 restaurant seats or 1 / 200 sq. ft. if no seating | Onsite or payment in lieu |
| Boardwalk Commercial & Entertainment | 1/200 sq ft. | Onsite or payment in lieu |



Central Avenue Rendering

CIRCULATION AND PARKING

Based on the analysis of existing circulation and parking conditions, the following strategies are recommended:

Parking Management Study

Commission a parking management study to determine optimal pricing, payment, and enforcement options for on-street parking in the Borough. On-street spaces are a critical parking component, representing over 60% of the parking spaces available for public use in the Borough. The inconvenience of quarter-operated meters—and the strict enforcement of parking regulations—is an often-heard complaint. Although it's impossible to please everyone, it is important to determine how on-street spaces can be made more user-friendly while simultaneously encouraging space turnover and raising needed revenue.





Existing
Conditions



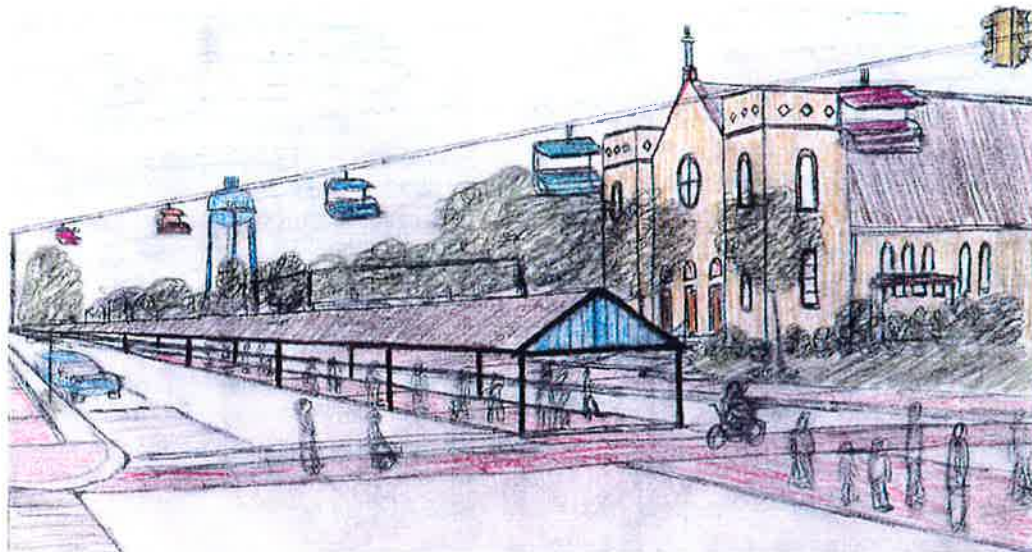
Grant Avenue
Corridor

Expanded
Parking Area
(after off-ramp realignment)

Surface Parking Expansion with Rt. 35 Realignment

Seaside Heights

0 0.025 0.05 0.1 0.15 0.2
Miles



Grant Avenue as a Pedestrian and Shuttle Corridor

In support of efforts to encourage maximum use of the DOT-owned lot on Bay Boulevard, the Borough should make the trip from the bayfront to the Boardwalk as attractive as possible. As the Borough's primary east-west street, Grant Avenue is an excellent location for a high-quality pedestrian and shuttle corridor. This might include the development of a pedestrian island down the center of Grant to provide a boulevard ambiance. The walkway could even be covered in an attractive way to shelter walkers from the sun or inclement weather. Besides giving visitors additional options for moving about, encouraging pedestrian traffic on Grant would provide more foot-traffic for local businesses.

As mentioned previously, it is also important to establish convenient and reliable shuttle service along Grant Avenue to make parking near the bay more attractive. A shuttle service could be

something as simple as vans or small buses. A more interesting solution would be the extension of Sky Ride—the chair-lift serving the northern part of the Boardwalk—from the Pier to the bayfront along Grant.



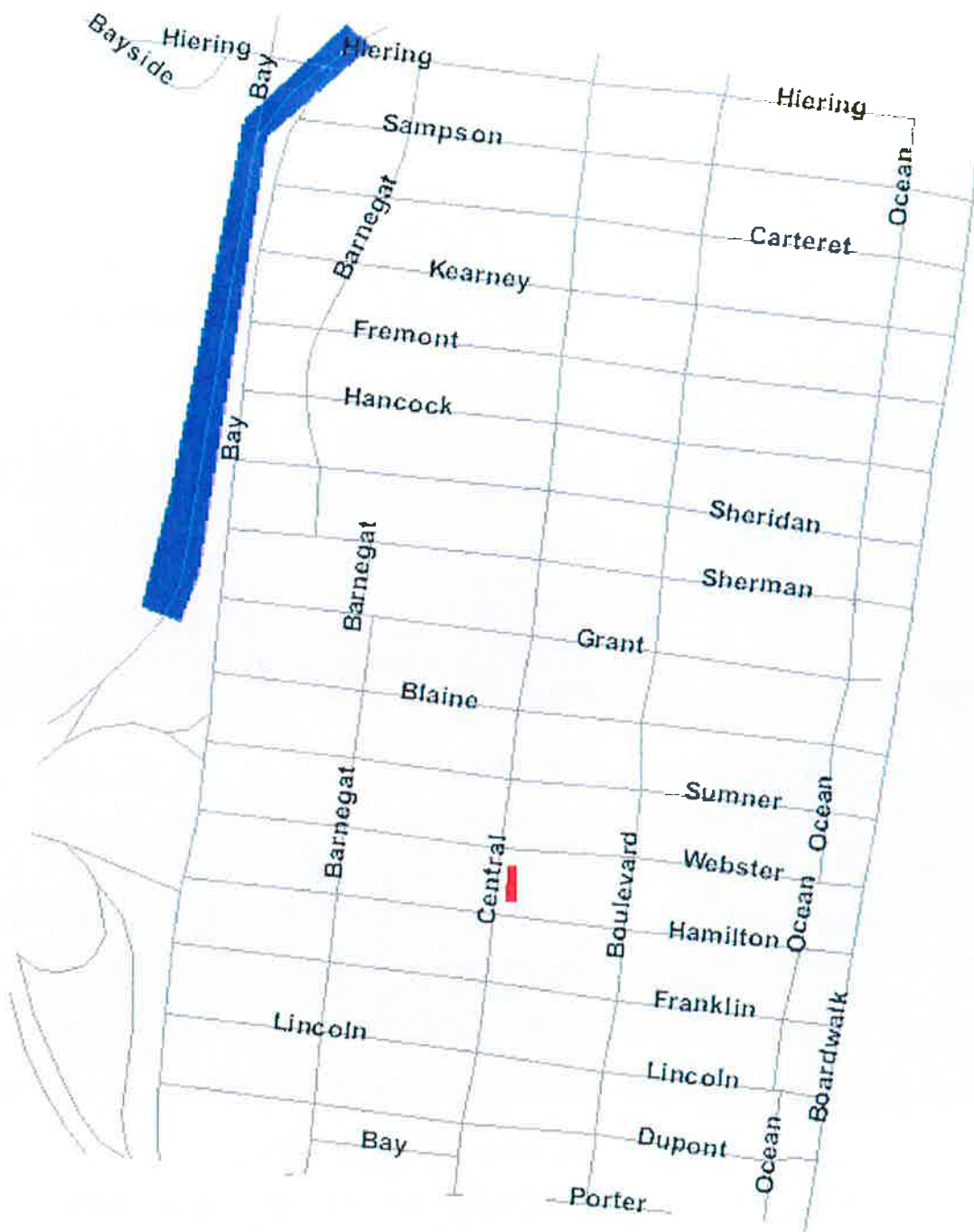
Currently, those who park at the Hiering Municipal Lot at the Boardwalk's northern end receive Sky Ride tickets for a ride to the Pier. The ride's operators—who also operate Casino Pier and Breakwater Beach—should be encouraged to provide a similar service to those who park in the DOT-owned lot on Bay Boulevard. This would provide further incentive to park in the bayfront lot while assisting the ride's operators in attracting customers to their Boardwalk businesses. The ride could be incorporated into the new pedestrian right-of-way in the center of Grant Avenue.

Improve Pedestrian Access to the Bayfront

As part of DOT's plans to reconstruct Route 35, the Borough should work closely with DOT staff to ensure better pedestrian connections across Route 35. Although well-marked crosswalks currently exist to accommodate pedestrian access to and from the bayfront, the walk can be dangerous and unpleasant. DOT should be encouraged to adhere to its Context Sensitive Design principles in designing safer and more attractive waterfront access paths for residents and visitors. This is a crucial part of any effort to increase the utilization of the bayfront.

Improve Access to Ocean Ride Transit Service

The Ocean Ride bus service operated by Ocean County is an important and well-used service that provides mobility to many segments of the borough's population. Currently, however, users of this service must flag down buses on the barren and dangerous median of Route 35. This arrangement is far from ideal and unnecessary, given that NJ Transit's long-distance seasonal routes make stops at a formal bus stop—with benches and a shelter—on Central Avenue at Hamilton (see Passenger Boarding areas map). Ocean Ride buses should be permitted to stop at that location to make the service more convenient and comfortable for those who rely on it.

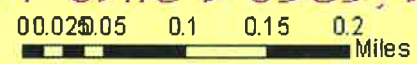


Bus Loading Areas

-  NJ Transit
-  Ocean Ride

Passenger Boarding Areas for Public Buses, By Agency

Seaside Heights



AFFORDABLE HOUSING

The Borough has not filed an affordable housing plan with COAH, and as such is vulnerable to a builder's remedy lawsuit over exclusionary zoning. Once such a suit is in the courts, the Borough could lose considerable control over the development upon which the lawsuit was based. It is in the Borough's best interests to control the shape and type of development in the community, and therefore it is highly recommended that the Borough file a plan with COAH as soon as possible. This recommendation was also made to the Borough when it applied for Center status in 2003. It must be emphasized that the Borough's participation in County housing programs such as Section 8 or Emergency Assistance do not count toward its Mount Laurel obligations.

Round Two and Three Obligations

As previously mentioned, the Borough has an outstanding Mount Laurel Rounds One and Two obligation to construct or finance 23 new units of affordable housing, and to rehabilitate 12 additional units. Furthermore, the Borough has a predicted Round Three obligation of 14 units, which is likely to be revised upward. It should be noted that Mount Laurel requirements state that rental units comprise 25 percent of the new housing a municipality constructs. Therefore, the Borough has three obligations: one for permanent affordable housing, another for rental units, and a third for the rehabilitation of affordable units.

Solutions

The Borough could use one or several of the solutions outlined below to meet its affordable housing obligations.

Developer Requirements / Inclusionary Zoning

One popular solution for meeting COAH requirements returns the responsibility for developing units to those who know the field best: developers. Under such a program, a municipality

can require developers to build a fixed percentage of affordable units for every market rate unit they construct. The Borough would have to be cautious in using such a program so as to not set its affordable housing ratio so high as to discourage development.

Payments in Lieu

If the Borough seeks to raise money for affordable housing rather than require developers to build the units themselves, it could assess payments in lieu of affordable housing. Under this program, the Borough could assess developers the cost of affordable units, without requiring them to construct the units themselves. Proceeds could then be used to finance the Borough's affordable housing program.

Developer Fees

Alternately, Seaside Heights could take advantage of its low property values to raise funds for affordable housing. Under such a program if a developer purchased a property valued at \$100,000 and converted it into one worth \$500,000 the Borough could assess him/her a percentage of the increase in assessed value, and then dedicate these funds to affordable housing. The Borough would need to take caution, however, to not set the fee so high as to discourage development.

Buy-down of Market Unit Rates

If the Borough preferred a program with a greater level of municipal involvement, it could begin a buy-down program. Under such an initiative, the Borough would purchase market rate units and then sell them as affordable units, with a thirty year restrictive covenant mandating their affordability.

Partnerships with Non-Profit Organizations

Similarly, the Borough could subdivide municipal land and create affordable units with a non-profit partner. The Trenton-based Housing and Community Development Network maintains a list of affordable housing and community development organizations present in each County. The following six organizations are listed as being active in Ocean County: Alternatives, Catholic Charities, Diocese of Trenton, Homes for All, Homes Now, Ocean Community Economic Action Now, and the Rural Development Corporation. Partnership with one of these organizations could be an excellent way for the Borough to meet its Mount Laurel rental obligations as well.

Rehabilitation Program

The Borough needs to raise funds to finance an affordable housing rehabilitation program. While the programs listed above provide a variety of funding options, the Borough may wish to consider tax abatements. Under such a program, the Borough could offer property tax abatements throughout the municipality or in a designated area, with a portion of the difference between the standard and abated property tax rate going into the rehabilitation fund.

If the Borough wishes to avoid administering its own rehabilitation program, it could contribute to Ocean County's housing rehabilitation program, and funds are spread evenly throughout the County. However, the Borough could investigate the feasibility of donating funds to the County with the guarantee that all raised funds would be spent on Seaside Heights applicants.

Regional Contribution Agreements

Not all of the Borough's Mount Laurel obligations need to be built in Seaside Heights, however. Mount Laurel allows municipalities to meet up to 50 percent of their affordable housing obligations

through the use of Regional Contribution Agreements, in which one municipality can purchase affordable housing credits from another. The usual cost is \$35,000 per unit. It should be noted, however, that RCAs cannot be used to meet rehabilitation requirements. Several of the solutions mentioned above could provide funds to purchase RCAs.

EMERGENCY ASSISTANCE/SECTION 8

While it is recognized that the Emergency Assistance/Section 8 situation in Seaside Heights is exacerbated by forces external to the Borough and the County, there are nonetheless several factors that may help relieve the burden currently facing the town. Among the most significant of these are real estate market forces, which have made a considerable impact in the Borough over the past several years and will continue to do so for the foreseeable future. With heavy demand to live in New Jersey's oceanfront communities and rapidly rising costs of living up and down the coast, Seaside Heights will be a primary beneficiary of this phenomenon as it continues to push southward.

It would make sense, then, for Borough leaders to allow market forces to take their course to the extent that motel owners contracting with the County Board of Social Services will no longer find it necessary to accept Emergency Assistance residents in order to turn a profit. Similarly, the increasing value of real estate in the Borough will make it progressively more difficult for Section 8 voucher recipients to locate housing in Seaside Heights, as fewer housing options will be affordable for those with subsidies.

The Borough is also encouraged to create a zoning ordinance that would limit motel/hotel occupancy to a maximum of 30 days. While this will not preclude motel owners from continuing to operate as Emergency Assistance facilities, it will certainly create a disincentive for the County to take advantage of that option. With fewer EA-contracted facilities in Seaside Heights, the County Board of Social Services will not have as many opportunities to place its EA clients in Borough motels, which over time could help alleviate the disproportionate onus that the Borough is currently facing.

It is also critical for the Borough to maintain more frequent contact with the County Board of Social Services going forward. Infrequent interaction has led to miscommunication between the Borough

and the County, while the EA situation has only become more prevalent in the Borough. It is recommended, then, that the Borough designate an Emergency Assistance liaison with the County—someone who will speak regularly with agency officials and assist in monitoring the EA situation, especially as it pertains to the Borough, and lobby for changes as necessary. This will help prevent Seaside Heights from continuing to be overburdened with EA recipients and ensure that those clients are placed more evenly throughout Ocean County. As a matter of fact, it is in the best interest for everyone involved that EA recipients be kept in their "home" community, rather than be uprooted to an artificially created emergency housing neighborhood—one located on a barrier island, no less, with few public transportation or year-round employment opportunities and, consequently, not an ideal environment for housing those encouraged by the County to look for work. It is important, then, to stress to the County that EA recipients should be placed in housing located in close proximity to their employer.

ENVIRONMENTAL PLAN

Impervious Coverage

The Town Center designation that Seaside Heights has received under the CAFRA regulations allows for up to 70 percent of the ground area to be covered by impervious surfaces such as asphalt, concrete, and buildings. With unpaved empty lots being developed, and little undeveloped land elsewhere in the Borough, alternative paving methods may become an attractive means of maximizing the use land. Parking lots and driveways constructed with permeable materials such as porous asphalt, porous concrete, and high-strength plastic grid systems, allow storm water to filter through the surface of the ground, thereby reducing runoff. These materials allow land to be used for parking and other urban needs without counting against the borough's impervious surface quota.

Wetlands Preservation

The designated wetland area in the northern portion of the Borough is adjacent to a CVS Pharmacy and a large, unpaved parking lot. The development of the lot into an area containing a large amount of impervious surface could create a storm water runoff problem that may endanger the wetland. Any future development of the site should be sensitive to its effects on the adjacent wetland.

Disaster Management

New Jersey has been fortunate to receive few direct strikes from hurricanes or tropical storms. The most recent tropical system to inflict significant damage upon the New Jersey coast was Tropical Storm Floyd in 1999. Though the threat of tropical cyclones is not absent, the New Jersey shore is more susceptible to Nor'easters, also known as "winter hurricanes." These strong coastal storms produce heavy rain and snow, strong winds, heavy surf, and potentially severe coastal flooding and erosion.

Due to the high frequency of property transfer and a fairly transient population, many residents and property owners may be unfamiliar with the dangers and responsibilities coastal disasters involve. Information on evacuation, local emergency shelter locations, disaster preparedness, post-disaster reentry procedures, and insurance programs should be easy for newcomers to find and understand. The Borough should coordinate with the New Jersey Office of Emergency Management and the Federal Emergency Management Agency to develop educational programs for property owners and residents.



RECREATION, OPEN SPACE, AND COMMUNITY FACILITIES

The current layout of the concentration of public open space and recreation facilities does not realize the area's full potential as an integral recreation area with adequate facilities for all residents, particularly children. The Borough should integrate these properties and link them with the bayfront.

Create a public campus

In order to integrate and reconfigure these properties, the Borough should consider closing the east-west connectors that currently separate

these uses (Sheridan, Hancock, Fremont, and Kearney Avenues) between Barnegat Avenue and Bay Boulevard. In addition, the Borough should consider narrowing that wide stretch of Bay Boulevard and integrating that extra land into the public campus. This public campus would contain the areas outlined below.

The creation of this public campus would have a variety of benefits for both residents and visitors. Integrating these properties would create a continuous, pedestrian-friendly public space with a variety of uses. The extra land acquired



through closing of existing east-west streets and narrowing Bay Boulevard, combined with some reconfiguration of the existing layout, could work to provide additional recreational space for children and residents. Any parking spaces that might be lost on these streets would essentially be replaced by the approximately 300-space increase in the lot further down Bay Boulevard following DOT's realignment of the Route 35 ramp near Grant Avenue

Maintain an active pedestrian link between the public campus and the bay front

In the creation of this pedestrian-friendly campus, the Borough should capitalize on the existing connection to the bay front near Hugh

J. Boyd Elementary School and incorporate it into the layout of the campus. By encouraging further recreational uses along the bay front, this connection further expands upon the borough's available space for recreation. The inclusion of a marine center with both active and passive forms of recreation would provide another place for children to go, and would serve as another attraction for visitors to the Borough.



Bayfront Rendering

ECONOMIC DEVELOPMENT

Business Improvement District

Utilize the Business Improvement District to implement economic recommendations. Significant strides have been made already by the Borough with regard to promoting business establishments. This can be looked at and expanded upon throughout the Borough.

"Area in Need of Rehabilitation"

Use incentives permissible under "Area in Need of Rehabilitation" to entice local businesses. The most relevant of such tools includes the possibility of a five-year tax abatement. Business incentives should be given in certain corridors and where feasible.

Year-Round Attractions

Implement year-round attractions such as an aquarium, roller rink, bowling alley or theatre. Other businesses with a potential year-round market include a local grocery store or a gym facility. During the summer season, Seaside Heights is an extremely vibrant shore town community. By fostering year-round growth, Seaside Heights may substantially increase its annual market share.



Family Type Business and Retail

The area of town north of Grant Avenue is most suitable for this market. By offering more alternatives and expanding upon family recreation, restaurants and retail, the Borough can enhance overall marketability of the community. The boardwalk is another area that has great family appeal as an entertainment corridor. A greater presence of family-oriented retail on and off the boardwalk could be promoted.

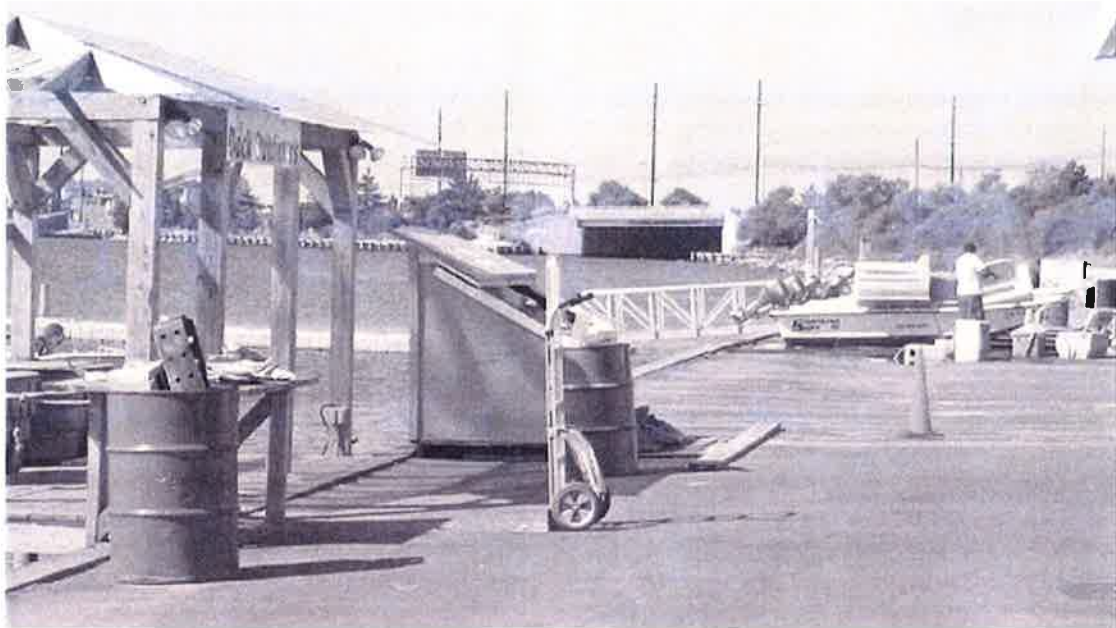
Non-Family Type Business and Retail

The area of south Boulevard is suitable for non-family type entertainment establishments such as bars and clubs. Seaside Heights is one of the top shore destinations for young adults in the state of New Jersey. This market is a key element of the local economy. The goal is to have the family oriented market and the non-family oriented market thriving beside one another.

Marketing

Joint marketing strategies should be pursued with neighboring towns such as Seaside Park as well as competitive towns such as Point Pleasant Beach or the Borough of Belmar. While this may seem





Eco-Tourism

strange at first, these towns all share a common market, one that can be expanded upon in a joint effort. Strategic use of this connection can advance the interests of all towns involved.

Tourist Packages

In order to achieve competitive advantage, lodging, entertainment and dining "packages" can be created in order to entice visitors to stay for longer periods of time. The two strongest local industries are food/accommodation and arts/entertainment. Grouping these together may create a very powerful mechanism for the Borough.

The bay side of the Borough is an underutilized resource that could be a prime area for eco-tourism. The Borough might want to pursue activities such as kayaking, canoeing, boating, gondola rides, fishing and crabbing. Organizations such as the Barnegat Bay Group and Hackensack River Keeper may provide resources to help the Borough expand its bayside activities. Development of an educational/recreational marina could provide additional choices to its visitors

DESIGN GUIDELINES

In interviews business owners and residents have repeatedly expressed an interest attracting families back to Seaside Heights. One of the best ways to do this would be through improving the Borough's physical appearance. Fortunately, Seaside Heights's already has an excellent resource in its existing housing stock. Although many of these buildings are in less than perfect condition, they have incredible potential if rehabilitated.

Many of the Borough's housing units are Craftsman bungalows built near the turn of the century and influenced by the Arts and Crafts Movement.¹ This architectural style is characterized by building heights of one to one and half stories, many windows, wide eaves with exposed rafters, low pitched roofs, porches with square columns, and the inclusion of built-in cabinets, shelving and seating.²

The first Craftsman bungalow was designed in Cape Cod in 1879 by William Gibbons Preston. This style was especially popular from 1905-1930.³ For many of Seaside Heights's Craftsman properties home improvements made for convenience's sake have concealed the original architecture. The before and after pictures of the bungalow at 715 Barnegat show the dramatic difference that relatively minor renovations, such as new windows and a paint job, can do to restore a property to its original appearance.

There are several approaches the Borough can use to encourage more property owners to rehabilitate their properties in accordance with Craftsman design standards.



715 Barnegat Avenue (before). Photo courtesy Adrienne Stalek and Dave Pickel.



715 Barnegat Avenue (after). Photo courtesy of Adrienne Stalek and Dave Pickel.

Residential Properties

Pattern Books

First, the Borough could create a pattern book for property owners interested in renovating their properties. Norfolk, Virginia recently created a pattern book to help property owners rehabilitate their homes to their original state. Pattern books provide owners with the necessary information on which materials, colors, and styles to use to restore their homes to their original appearance. The principle operates on the concept that many people might be interested in home renovations, but are unsure of how to proceed.

Tax Incentives

If the Borough wishes to further encourage private property owners to rehabilitate their units, it could offer property tax incentives to those owners rehabilitating their properties in conformance with the Borough's pattern book. Another option would be for the Borough to allow owners to write off the costs of the upgrades.

Affordable Housing Rehabilitation Program

The most obvious area for the Borough to employ these design guidelines is in its affordable housing rehabilitation program. As previously mentioned, the Borough has yet to fulfill its Mount

Laurel Round Two obligation to rehabilitate 12 units of affordable housing. In financing these rehabilitations, the Borough should ensure that all work done helps to restore properties to their original appearance following the guidelines set in the pattern book. In fact, in this instance the Borough should implement the pattern books guidelines as mandatory design standards.

New Housing Construction

Although the era of the Craftsman bungalow has passed, Craftsman architecture is still common along the New Jersey shore. Builders recognize the inherent appeal of this style, and continue to offer homebuyers the opportunity to purchase homes in this style. For example, the models shown below are offered by Robinson Residential Design company to customers nationwide.

As an increasing numbers of tear-downs take place in Seaside Heights, the Borough would do well to consider mandating that new construction follow the Craftsman style. This would not preclude large single family houses or condos, but simply give the Borough a unique historical atmosphere, which would only serve to attract further investment. Furthermore, the Borough could ensure that all of its new affordable housing construction mandated by Mount Laurel Round Two and Three meet these design standards.



Series C, Robinson Plans



Series H, Robinson Plans

Commercial Properties

Craftsman architectural standards could be applied to commercial properties as well. In fact, the image below shows elements of the Craftsman style are already evident in Seaside Heights commercial properties. This trend should be encouraged in properties outside of the New Orleans themed corridor. At minimum, the Borough could include commercial design specifications in its pattern book. If it wished to further pursue the matter however, the Borough could make funds available to commercial property owners, or could set Craftsman style as a mandatory design guideline for all new commercial construction.

Funding Sources

CDBG Grants

There are numerous funding sources the Borough could pursue to finance property rehabilitation. The first is the Community Development Block Grant program. This federal program distributes community development funds to municipalities. In fact, Seaside Heights participated in the program several years ago to help finance the New Orleans themed revitalization along Boulevard. Under the program, participating business owners along Boulevard were eligible to receive up to \$6,000 in matching grants for rehabilitation work consistent with New Orleans design standards.⁴

Historic District

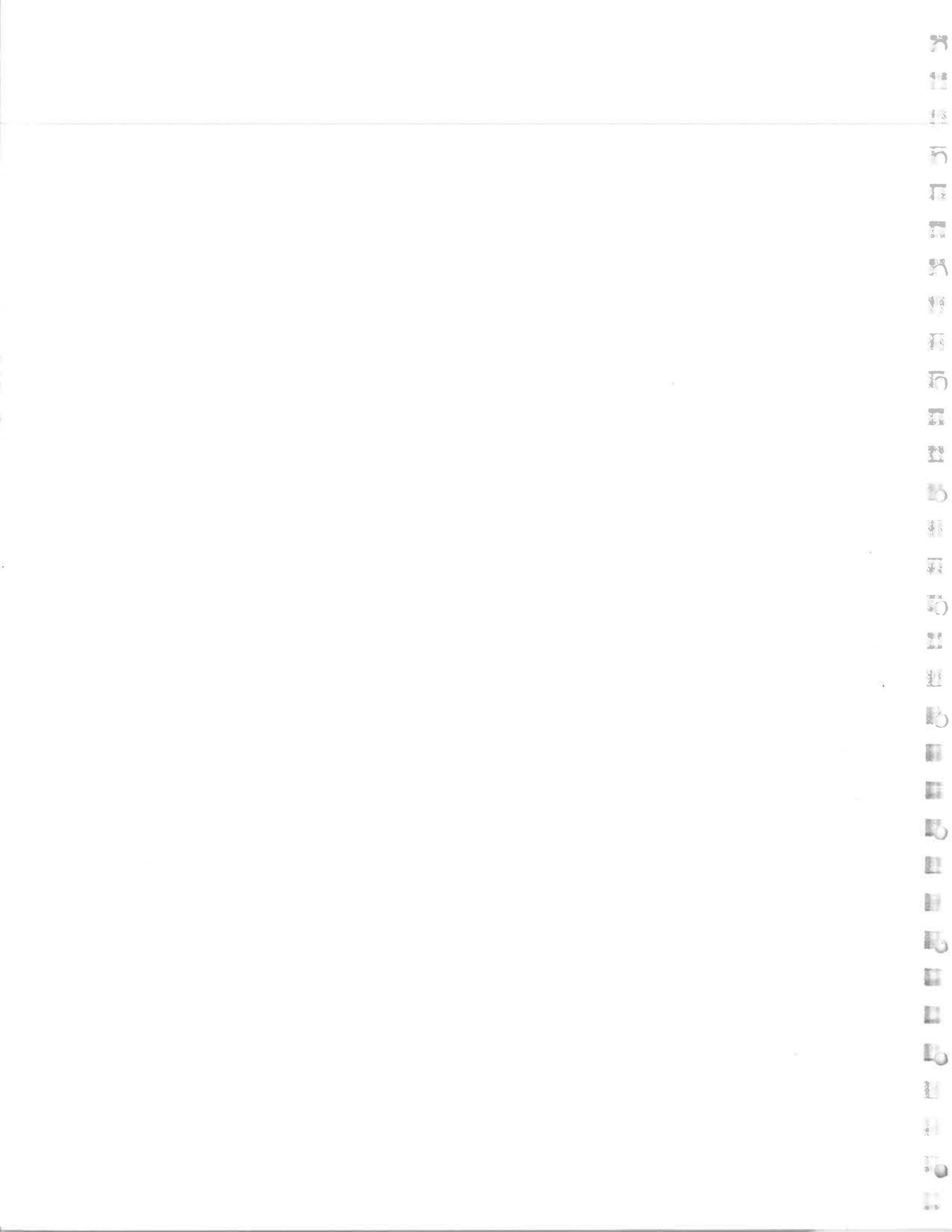
Given Seaside Heights's large number of historic Craftsman bungalows and its legendary boardwalk, the Borough could also consider applying to have a section of the Borough put on the New Jersey Register of Historic Places. This designation would allow the Borough to pursue additional revenue streams.⁵ Simply being on the list of New Jersey Historic Places would likely attract more tourists to the Borough, which would be a worthy end in itself.



Part V

Next Steps Action Plan





NEXT STEPS ACTION PLAN

Many of the recommendations offered will be aided by various designations and programs Seaside Heights may seek. These programs establish their legal framework, and therefore we have prepared a chronological list of steps the Borough may undertake to achieve the goals laid out in this report.

Establish Rehabilitation Area

First and foremost the Borough ought to achieve an "Area in Need of Rehabilitation" designation for the entire area within Borough limits. The tax abatements, zoning incentives, and ability to create common funds allowable under this designation provide some of the regulatory framework for achieving some of the recommended changes to zoning, design guidelines, housing, and parking policies. According to the New Jersey Department of Community Affairs there are a number of state programs available to assist municipalities, business owners, and home owners in rehabilitation areas.

Main Street New Jersey

Main Street provides skills and knowledge to manage business districts, improve the local economy, and the appearance and image of traditional downtowns. They provide technical assistance to designated Main Street New Jersey municipalities, downtown revitalization organizations, Economic Development Corporations, Urban Enterprise Zones, Special Improvement Districts, and New Jersey citizens. Main Street New Jersey can be contacted via telephone at (609) 633-9769.

Neighborhood Preservation

This program provides grants and loans via state aid appropriations to municipalities. The assistance is provided over a 3 to 5 year period, and is to be used for activities associated with the preservation of designated neighborhoods

based on strategic revitalization plans within the municipality. Interested municipalities must submit an application in response to statewide requests for proposals.

Individual Development Account

The IDA program is a matched savings account for low-income families. The accounts are designed to help these families accumulate funds for high-return investments in home ownership, education, or small business ownership. Further information can be acquired by calling (609) 292-9794.

Develop Zoning Ordinance

Next, a zoning ordinance that best matches existing land uses and future goals of the Borough should be drafted. The ordinance will provide direction and standards, via regulations and incentives, for rehabilitation and new development.

Develop Affordable Housing Plan

Once zoning guidelines have been established, the Borough must undertake the task of developing an affordable housing plan. The plan should meet Seaside Heights' COAH obligations for providing rehabilitated and newly constructed units for permanent residence. At the same time the Borough should work with the County to discover new solutions to the problem of distributing emergency assistance housing.

Establish Design Guidelines

With the locations of various land use types and building sizes decided in the zoning and affordable housing plans, the Borough may then establish standards regulating building and streetscape appearances. Design guidelines will allow development and rehabilitation to be context sensitive.

Undertake Parking Management study

Solutions for supplemental infrastructure such as parking can be determined once the plans for land use have been decided. The Borough may seek the advice of consultants to determine the optimum strategy managing the borough's supply of parking.

Initiate Parking Trust Fund

With a clear understanding of by whom and how general use parking will be managed, the Borough may use its powers as an Area in need of Rehabilitation to seek contributions from developers into a parking trust fund. The fund would finance the development of new or replacement parking supply throughout the Borough.

Improve Pedestrian Safety and Circulation

Next, means of moving people from parking areas to recreation and business attractions must be undertaken. Providing safe pedestrian access and convenient and efficient people-moving apparatus must be achieved.

Develop Bayfront

With the revitalization of Seaside Heights' neighborhoods underway, efforts can be focused on developing the bayfront area in a sensible manner to provide active and passive recreational opportunities for residents and visitors.

Expand Tourism Marketing

Though the preceding recommendations are sensitive to land use, zoning, and capital construction regulations and protocol, tourism marketing encourages the demand from which much of the borough's economic and development growth will come. The recommendations for expanding tourism marketing should therefore be undertaken in the short term and maintained continuously.



Boulevard Rendering

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