



## State of New Jersey

Highlands Water Protection and Planning Council  
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**PHILIP D. MURPHY**  
*Governor*

**JIM RILEE**  
*Chairman*

**SHEILA Y. OLIVER**  
*Lt. Governor*

**MARGARET NORDSTROM**  
*Executive Director*

### **MEETING AGENDA** **Thursday, March 15, 2018 at 4pm**

1. CALL TO ORDER
2. ROLL CALL
3. OPEN PUBLIC MEETINGS ACT STATEMENT
4. PLEDGE OF ALLEGIANCE
5. APPROVAL OF HIGHLANDS COUNCIL MINUTES – December 7, 2017
6. CHAIRMAN'S REPORT (and Council Member Reports)
7. EXECUTIVE DIRECTOR'S REPORT
8. PLAN CONFORMANCE COMMITTEE
  - CONSIDERATION OF RESOLUTION – Amended Petition For Plan Conformance - Lebanon Borough, Hunterdon County (*voting matter with public comment*)
9. PUBLIC COMMENTS (*to ensure ample time for all members of the public to comment, we will respectfully limit comments to three (3) minutes. Questions raised in this period may not be responded to at this time but, where feasible, will be followed up by the Council and its staff.*)
10. EXECUTIVE SESSION, *if deemed necessary*
11. ADJOURN

**RESOLUTION 2018-1**  
**NEW JERSEY HIGHLANDS WATER PROTECTION AND PLANNING COUNCIL**  
**AMENDED PETITION FOR PLAN CONFORMANCE**  
**LEBANON BOROUGH, HUNTERDON COUNTY**

**WHEREAS**, the Highlands Water Protection and Planning Act (Highlands Act) has created a public body corporate and politic with corporate succession known as the Highlands Water Protection and Planning Council (Highlands Council); and

**WHEREAS**, the Highlands Act authorizes the Highlands Council to enter into any and all agreements or contracts, execute any and all instruments to carry out any power, duty or responsibility under the Highlands Act; and

**WHEREAS**, Section 14 of the Highlands Act expressly requires mandatory Plan Conformance where municipalities, located wholly or partially in the Preservation Area, must revise and conform their local master plan and development regulations, as they relate to development and use of land in the Preservation Area, with the goals, requirements and provisions of the Regional Master Plan within 15 months of adoption thereof, or December 8, 2009; and

**WHEREAS**, Section 15 of the Highlands Act provides for voluntary Plan Conformance where any municipality located wholly or partially in the Planning Area may voluntarily revise and conform their local master plans and development regulations, as they relate to the development and use of land in the Planning Area, with the goals, requirements and provisions of the Regional Master Plan at any time; and

**WHEREAS**, the Highlands Act provides that an approval of a Petition for Plan Conformance entitles the conforming municipality with specific benefits including: planning grants, technical assistance, state aid, priority for projects, tax stabilization funds, a strong presumption of validity and extraordinary deference in the event of legal challenge, and legal representation; and

**WHEREAS**, Section 18 of the Highlands Act obligates the Highlands Council to establish a grant funding program to reimburse municipalities for reasonable expenses associated with Plan Conformance; and

**WHEREAS**, on December 18, 2008, the Highlands Council approved Resolution 2008-73 to provide grant funding for the Highlands municipalities to cover the reasonable expenses associated with revisions to master plans, development regulations or other regulations to conform them to the Regional Master Plan; and

**WHEREAS**, under Resolution 2008-73, the Highlands Council authorized the Executive Director to develop and implement a process for the solicitation and distribution of the Plan Conformance Grants in a total amount not to exceed \$7.5 million and up to a \$100,000 allocation for each individual municipality to address the immediate mandatory components of Plan Conformance; and

**WHEREAS**, in Lebanon Borough, 577 acres are in the Planning Area; and

**WHEREAS**, on December 8, 2009, Lebanon Borough submitted a Petition for Plan Conformance for all lands lying in the Planning Area; and

**WHEREAS**, on December 16, 2010, the Highlands Council held a public hearing on Lebanon Borough's Petition for Plan Conformance and provided an opportunity for public comment; and

**RESOLUTION 2018-1**  
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**WHEREAS**, on December 16, 2010, after due consideration the Highlands Council approved Lebanon Borough's Petition for Plan Conformance with conditions as set forth in Resolution 2010-14, the Final Consistency Review and Recommendations Report and the Highlands Implementation Plan and Schedule; and

**WHEREAS**, the Highlands Council approval of Resolution 2010-14 authorized the Executive Director to amend the Lebanon Borough's Plan Conformance Grant Agreement consistent with direction from the Highlands Council; and

**WHEREAS**, on February 24, 2017, the Highlands Council, through the Executive Director's authority, approved a scope of work and funding for the Highland Center Designation Feasibility Planning; and

**WHEREAS**, on August 24, 2017, the Lebanon Borough Council approved the Highlands Center Designation Feasibility Study, which establishes the goals and benefits of Highlands Center Designation, along with the relationship to the Highlands Regional Master Plan; and

**WHEREAS**, by Resolution 123-17, dated August 24, 2017, the Lebanon Borough petitioned the Highlands Council for consideration of an amendment to the approved Petition for Plan Conformance, to designate two Highlands Centers within the Township; and

**WHEREAS**, Highlands Council staff have reviewed the Highlands Center Designation Feasibility Study and found it to be consistent with the Highlands Regional Master Plan; and

**WHEREAS**, in consideration of the proposed Amended Petition, and a revised Final Consistency Review and Recommendations Report and Highlands Implementation Plan & Schedule which addresses funding needs relating to the Amended Petition, a Public Notice was posted, with the revised Petition materials, on the Highlands Council website for public review and comment; and

**WHEREAS**, pursuant to N.J.S.A. 13:20-5.j, no action authorized by the Highlands Council shall have force or effect until ten (10) days, Saturdays, Sundays and public holidays excepted, after a copy of the minutes of the meeting of the Council has been delivered to the Governor for review, unless prior to expiration of the review period the Governor shall approve same, in which case the action shall become effective upon such approval.

**NOW, THEREFORE, BE IT RESOLVED** that the Highlands Council hereby grants Lebanon Borough's Amended Petition for Plan Conformance, and adopts the Revised Final Consistency Review and Recommendations Report and Revised Highlands Implementation Plan and Schedule for Fiscal Years 2018 and 2019 (subject to funding availability) set forth in the Amended Petition; and

**BE IT FURTHER RESOLVED** that the Executive Director is authorized to make any amendments and publicly release the Revised Final Consistency Review and Recommendations Report, Revised Highlands Implementation Plan and Schedule, and amend the Plan Conformance Grant Agreement consistent with direction from the Highlands Council, to properly effectuate the intent of the Council and thereafter execute the Report and Schedule on behalf of the Council; and

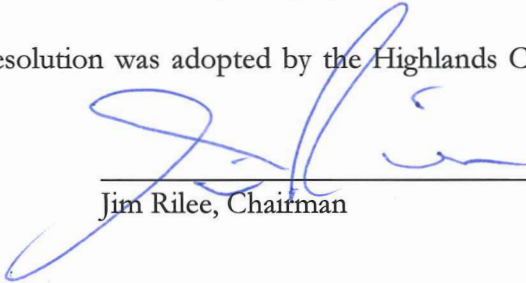
**RESOLUTION 2018-1**  
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**AMENDED PETITION FOR PLAN CONFORMANCE**  
**LEBANON BOROUGH, HUNTERDON COUNTY**

**BE IT FURTHER RESOLVED**, that the Lebanon Borough is hereby entitled to the statutory benefits associated with Plan Conformance as detailed in the Highlands Act, the Regional Master Plan and the Plan Conformance Guidelines, so long as the Lebanon Borough remains in conformance with the Regional Master Plan and to the extent such funds are made available by the State; and

**BE IT FURTHER RESOLVED**, the Executive Director is authorized, consistent with direction from the Council, to oversee and monitor the Lebanon Borough's compliance with this Resolution and to take any and all action necessary in coordination with the Highlands Council.

**CERTIFICATION**

I hereby certify that the foregoing Resolution was adopted by the Highlands Council at its regular meeting held on the 15<sup>th</sup> day of March 2018.

  
 \_\_\_\_\_  
 Jim Rilee, Chairman



**Vote on the Approval of This Resolution**

	<b>Motion</b>	<b>Second</b>	<b>Yes</b>	<b>No</b>	<b>Abstain</b>	<b>Absent</b>
Councilmember Alstede	_____	_____	✓	_____	_____	_____
Councilmember Carluccio	_____	_____	_____	✓	_____	_____
Councilmember Dougherty	_____	_____	✓	_____	_____	_____
Councilmember Dressler	_____	_____	✓	_____	_____	_____
Councilmember Francis	_____	_____	✓	_____	_____	_____
Councilmember Holtaway	_____	✓	✓	_____	_____	_____
Councilmember James	✓	_____	✓	_____	_____	_____
Councilmember Richko	_____	_____	✓	_____	_____	_____
Councilmember Sebetich	_____	_____	✓	_____	_____	_____
Councilmember T'fank	_____	_____	_____	_____	_____	✓
Councilmember Visioli	_____	_____	✓	_____	_____	_____
Councilmember Vohden	_____	_____	✓	_____	_____	_____
Councilmember Walton	_____	_____	_____	_____	_____	✓
Chairman Rilee	_____	_____	✓	_____	_____	_____



# Highlands Council Meeting

Thursday, March 15, 2018



# Lebanon Borough Hunterdon County

## Amended Plan Conformance Petition Highlands Center Designation





# Lebanon Borough Proposed Highlands Center

- Lebanon Borough is located entirely in the Planning Area of the Highlands Region.
- 83.6% of the Borough (0.75 square mile) proposed for Highlands Center Designation.
- Excludes already preserved farmland, a small portion of state parkland and Protection and Conservation Zone LUCZ areas.





# Public Comment and Response

- Comment period: September 15 - 29, 2017
- Two comments received
- Four topics addressed in comments:
  1. The Center Boundary is not consistent with the Regional Master Plan.
  2. Center designation will not protect sensitive Highlands resources.
  3. Center designation will not protect Lebanon Borough's Historic Districts.
  4. Center planning should consider appropriate areas for economic development and planning for appropriate infrastructure.



# Responses to Comments

## Center Boundary

- Center Boundary has been amended.
  - Reduced from 0.802 square mile to 0.753 square mile to further emphasize the resource protections in the RMP.
- RMP encourages designation of Highlands Centers in alignment with the State Plan. Lebanon Borough is included in the State Plan as part of a larger proposed center (Clinton Area Regional Center).
- Center Boundary is consistent with RMP Goal 6K and Policy 6O2.

# Borough of Lebanon Highlands Center

Figure 1 - Center Boundary

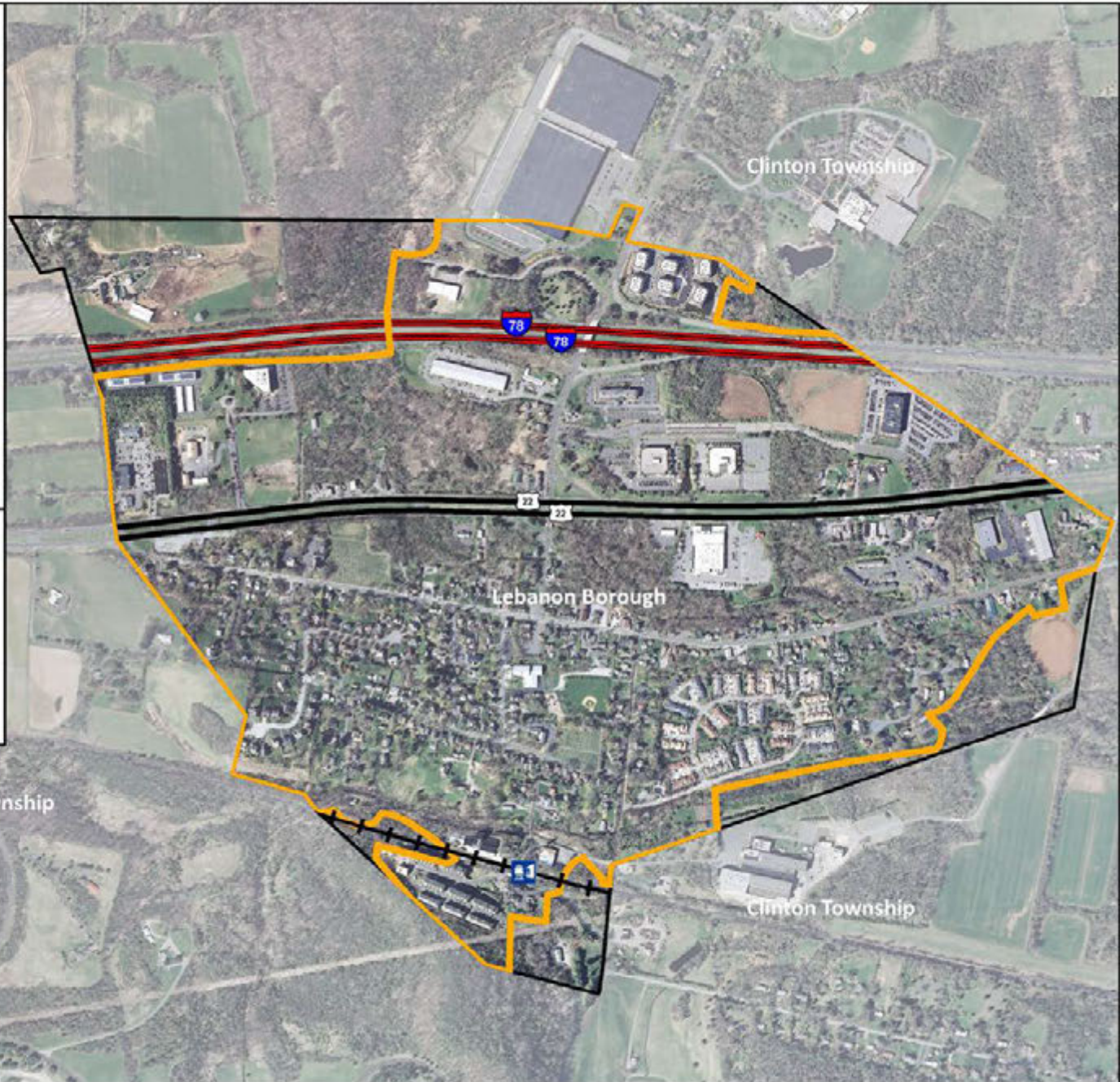
## Legend

-  Train Station
-  Rail Lines
-  Center
-  Municipal Boundary

0 0.075 0.15 0.3 Miles

N

## Highlands Region



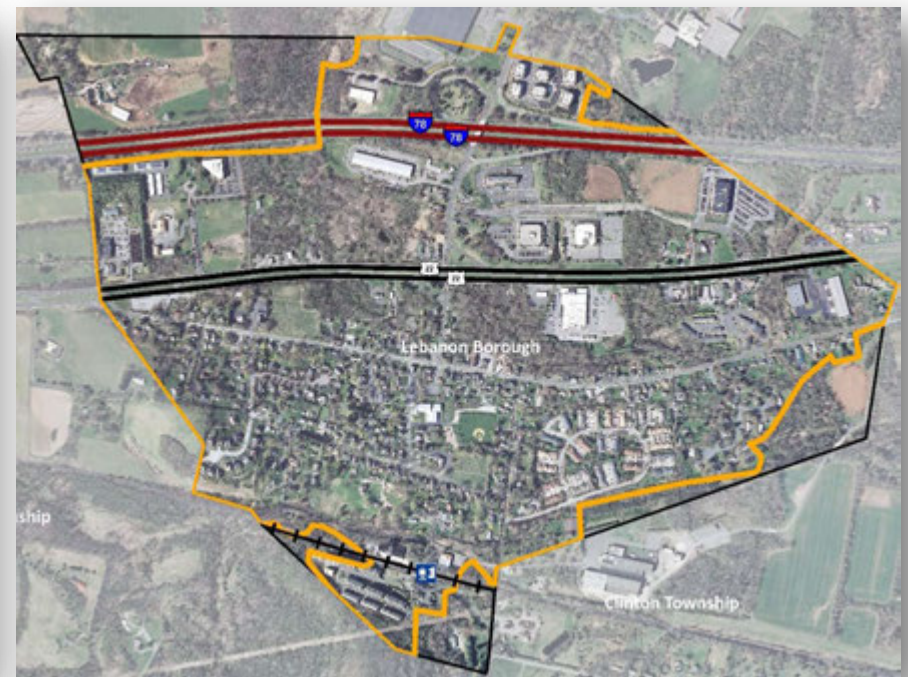


# Original and Revised Highlands Center Boundary

## Original Boundary



## Revised Boundary





# Responses to Comments

## Highlands Resource Areas

- Center Boundary has been reduced to exclude areas of RMP Protection and Conservation zones.
- Borough has designated environmentally sensitive areas as Highlands Resource Areas (HRAs), in order to more explicitly depict where enhanced planning shall occur to be protective of these resources.
- Highlands resources that remain within the proposed Center will be protected in the same manner as equivalent resources outside of the Center.

# Borough of Lebanon Highlands Center

Figure 3 - Highlands Resource Areas

## Legend

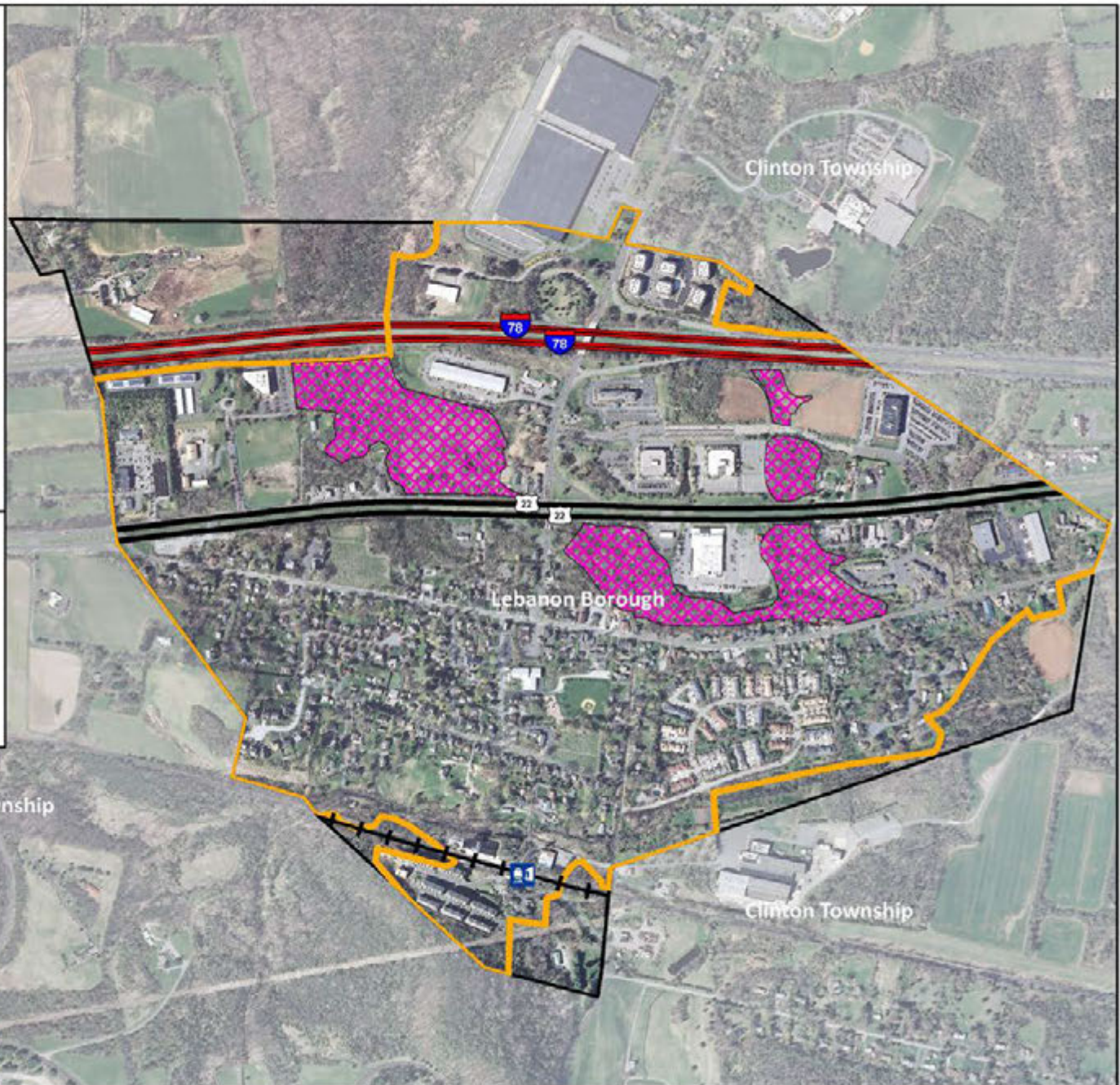
-  Train Station
-  Rail Lines
-  Highlands Resource
-  Center
-  Municipal Boundary

0 0.075 0.15 0.3 Miles

N

## Highlands Region

-  Planning Area
  -  Preservation Area
- Lebanon Borough



# Borough of Lebanon Highlands Center

Figure 5 - Streams

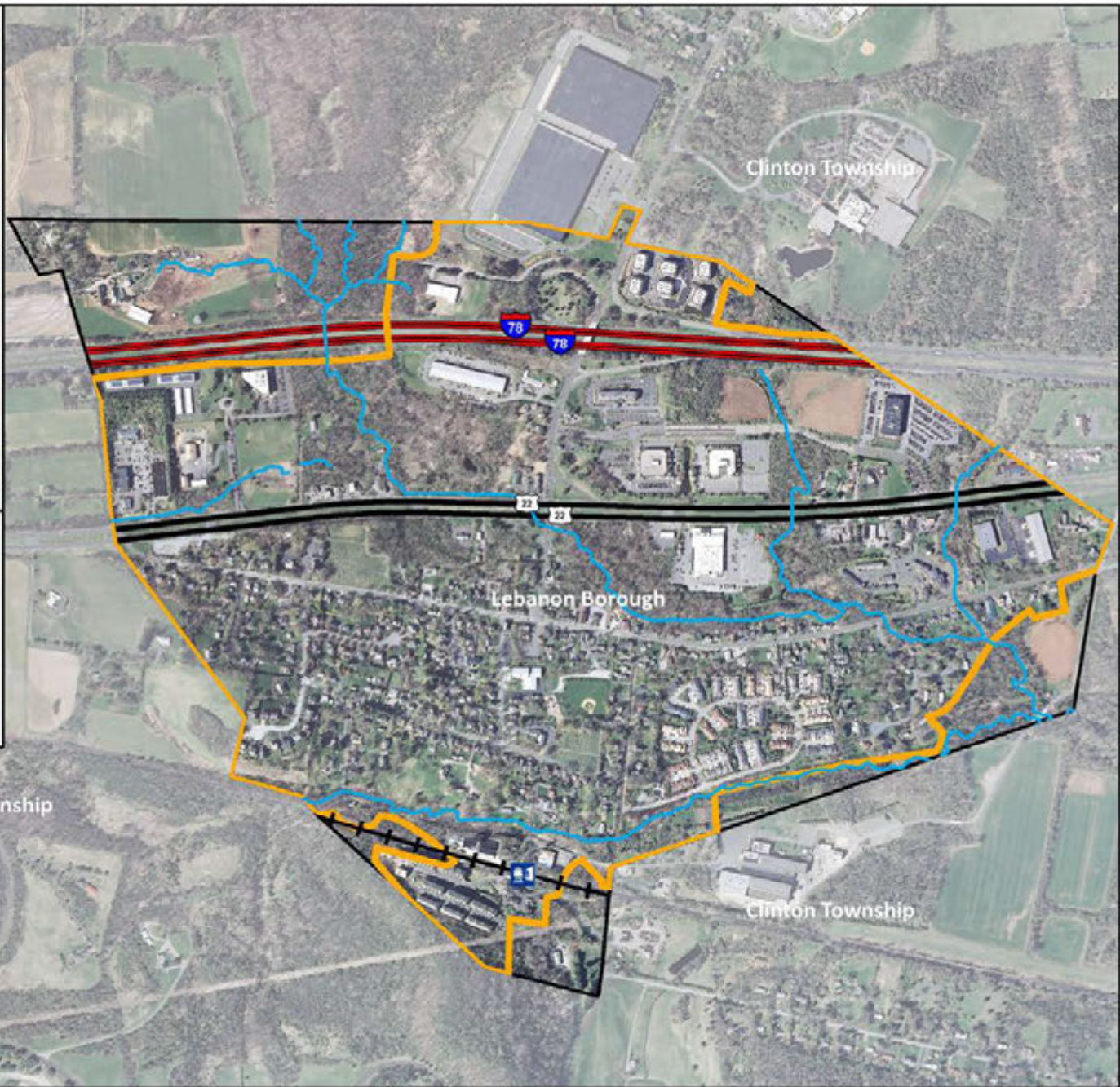
## Legend

-  Train Station
-  Rail Lines
-  Streams
-  Center
-  Municipal Boundary

0 0.075 0.15 0.3 Miles

N

## Highlands Region





# Responses to Comments

## Historic Districts

- Lebanon Historic District is listed with the State Historic Preservation Office (SHPO) and the National Register of Historic Places (2009).
- Historic Districts remain within the Center Boundary.
- Center Planning shall include enhanced protection of the historic resources within the Center.
- Center Planning shall be consistent with RMP Policy 4A4.

# Borough of Lebanon Highlands Center

Figure 4 - Historic Districts



## Legend

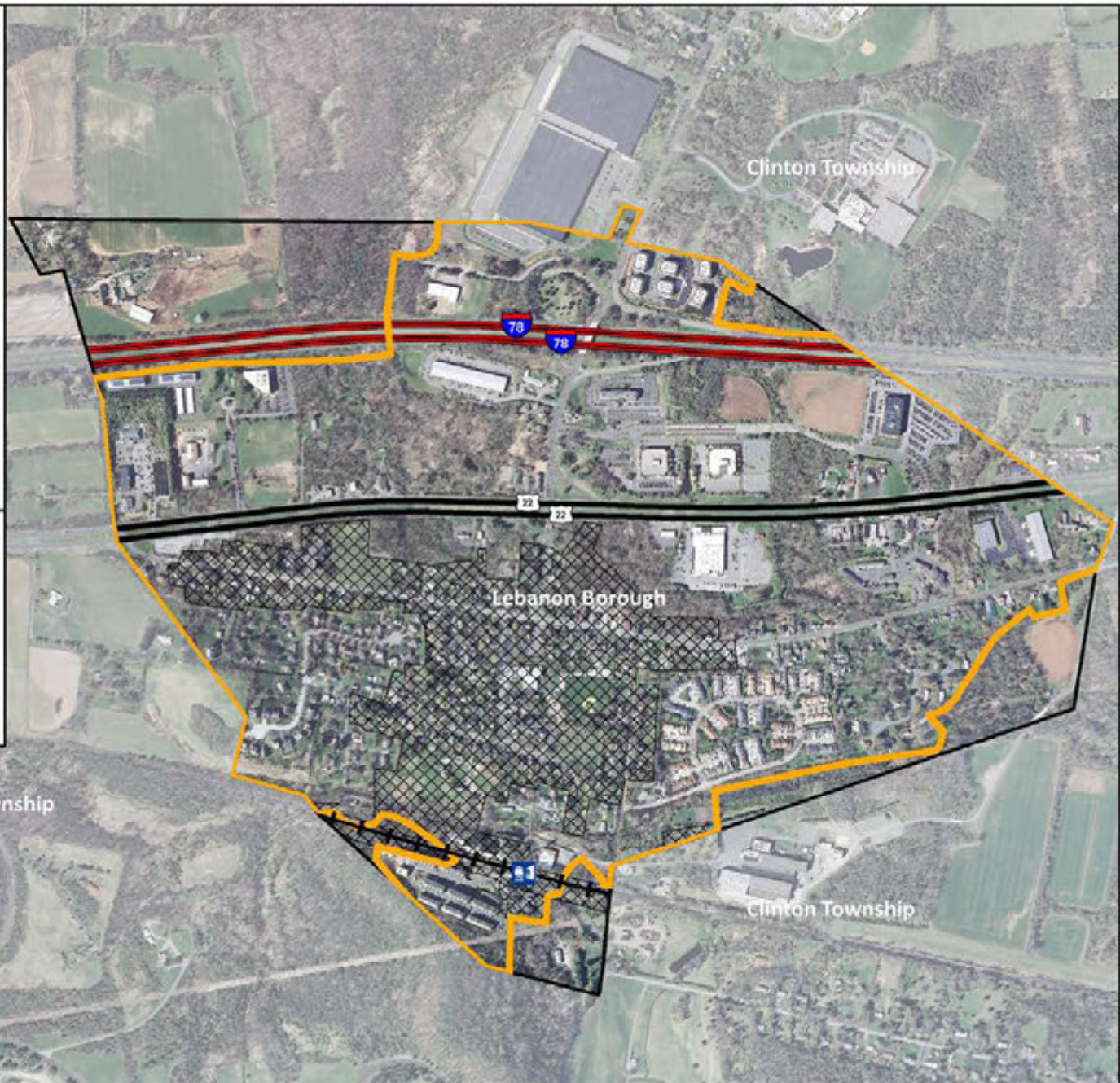
-  Train Station
-  Rail Lines
-  Center
-  Municipal Boundary
-  Historic Districts

0 0.075 0.15 0.3 Miles

N

## Highlands Region

-  Planning Area
-  Preservation Area





# Responses to Comments

## Infrastructure Capacity and Planning

- Infrastructure to support new development or redevelopment shall be evaluated through planning for water supply, wastewater management, water use and conservation management and stormwater management.
- Center Planning shall be consistent with RMP Goal 2K and Objectives 2J4c and 2K3e.



# Amended Petition

- Advances the goals, policies and objectives of the RMP.
- Enhances areas of the Borough that are appropriate for development, redevelopment and infill development.
- Encourages economic development within the Borough where access to water, sewer, rail and transportation infrastructure currently exists.
- Continues to protect important Highlands Resources and Resource Areas.



# **Lebanon Borough Hunterdon County**

**Amended Plan Conformance Petition  
Highlands Center Designation**



**CHRIS CHRISTIE**  
*Governor*

**KIM GUADAGNO**  
*Lt. Governor*

## State of New Jersey

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**JIM RILEE**  
*Chairman*

**MARGARET NORDSTROM**  
*Executive Director*

# **DRAFT REVISED CONSISTENCY REVIEW AND RECOMMENDATIONS REPORT**

## **PETITION FOR HIGHLANDS CENTER DESIGNATION BOROUGH OF LEBANON, HUNTERDON COUNTY**

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

**SEPTEMBER**  
~~**1 DECEMBER 2,**~~  
**2017****2018**

**NEW JERSEY HIGHLANDS WATER PROTECTION AND PLANNING COUNCIL**  
**Petition for Highlands Center Designation – Revised Consistency Review and Recommendations**  
**Report**

**INTRODUCTION**

The New Jersey Highlands Water Protection and Planning Council (“Highlands Council”) approved the Borough of Lebanon’s Petition for Plan Conformance on November 19, 2010, by adoption of Resolution #2010-10. The Borough conformance area is municipal-wide and is entirely within the Planning Area. Since the time of Highlands Council approval, the Borough has made steady progress toward completion of all required Plan Conformance implementation tasks, as set forth in the Highlands Implementation Plan and Schedule.

In the process of completing its Petition for Plan Conformance, the Borough determined, and the Highlands Council concurred, that Highlands Center designation feasibility should be studied for the municipality. This initiative was completed with assistance of Highlands Council funding, as an eligible component of the Highlands Council Plan Conformance program. The resultant analyses propose designation of a Highlands Center within the Borough, which is intended to advance the goals and intents of both the Borough Master Plan and the Highlands Regional Master Plan (RMP). The Borough petitioned the Highlands Council for designation of a Highlands Center on August 24, 2017.

This Consistency Review and Recommendations Report (“Report”) has been prepared by Highlands Council Staff for consideration by the Highlands Council as to the consistency of the Center Designation with the RMP. The Report begins with a brief summary of Plan Conformance activities, including a Plan Conformance status update indicating date of completion of required implementation tasks. Lebanon Borough has submitted a Highlands Center Designation Feasibility Study in support of the amended petition request. The Staff recommendation is for approval with conditions of the Borough’s Petition for Highlands Center Designation.

**NEW JERSEY HIGHLANDS WATER PROTECTION AND PLANNING COUNCIL**  
**Petition for Highlands Center Designation – Revised Consistency Review and Recommendations**  
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**REPORT SUMMARY**

**Municipality:** Borough of Lebanon

**Date of Amended Petition Submission:** August 24, 2017

**Date Deemed Complete:** August 30, 2017

**Highlands Center Proposal:** Lebanon Center (0.~~802753~~ square mile, ~~83.6%~~ 90.5% of the entire Borough)

**Staff Recommendation:** Approve Amended Petition with Conditions

**PLAN CONFORMANCE STATUS UPDATE**

Implementation Task	Completion
1. Petition for Plan Conformance	Approved by Highlands Council 11/19/10
2. Planning Area Petition Ordinance	Adopted 8/17/11
3. Master Plan Reexamination Report	Adopted 7/12/16
4. Highlands Municipal Referral Ordinance	Adopted 11/22/16
5. Highlands Environmental Resource Inventory	Adopted 12/13/16
6. Highlands Exemption Ordinance	Not considered
7. Land Use Inventory	April 2017
8. Highlands Center Designation Feasibility Study	Completed 8/9/17
9. Wastewater Management Plan (WMP)	In Progress

**NEW JERSEY HIGHLANDS WATER PROTECTION AND PLANNING COUNCIL**  
**Petition for Highlands Center Designation – Revised Consistency Review and Recommendations**  
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**A. REVIEW OF ADMINISTRATIVE SUBMITTALS**

1. **Resolution or Ordinance.** Consistent. Lebanon Borough Resolution # 123-17 was adopted on August 24, 2017, requesting that the Highlands Council amend the Borough’s Petition for Plan Conformance to include a designated Highlands Center.
2. **Current Planning Documents.** Consistent.

**B. SUBSTANTIVE REVIEW**

The Borough of Lebanon established a sub-committee comprised of Planning Board and governing body members to investigate the feasibility of designation of a Highland Center within the municipality. With the assistance of its Planning Consultant, this effort culminated in production of a “Highlands Center Designation Feasibility Study,” dated August 9, 2017. The Borough submitted the study to the Highlands Council on August 24, 2017 with a request that the Highlands Council amend the previously approved Petition for Plan Conformance to include the Highlands Center. The “Highlands Center Designation Feasibility Study” is reproduced in its entirety in Appendix A of this Report.

1. **Proposed Boundaries.** Consistent. The Borough seeks to enhance and focus economic development within appropriate areas of the municipality, containing the highest concentrations of development and supporting infrastructure. The majority of the Borough will be contained within the center boundaries (0.753 square miles or 83.6% of the Borough) excepting already preserved farmland, and a small portion of preserved state parkland (Figure 1):
2. **RMP Goals, Purposes, Intents.** Consistent. The proposal would advance the goals, policies and objectives of the RMP. Detailed planning for the Lebanon Highlands Center would enhance areas of the Borough that are appropriate for development, redevelopment and infill development with needed supporting infrastructure and services. Center plans would be devised to enhance economic development within the Borough and the surrounding areas of the Highlands Region. The Borough has and continues to protect important Highlands Resources and Resource Areas (Figures 2-5) in the municipality and will adopt all required regulatory protections and other items as required under the previously approved Petition for Plan Conformance.

**C. STAFF RECOMMENDATIONS**

The Highlands Council Staff recommends that the Borough of Lebanon request for Designation of the Highlands Center, as discussed and illustrated in detail in Appendix A of this Report (Lebanon Borough “Highlands Center Designation Feasibility Study”), be approved. The approval should be conditioned on continued progress toward completion of all remaining Plan Conformance Implementation Tasks, as previously set forth by the Highlands Council in its approval of Lebanon’s Petition for Plan Conformance, via Resolution #2010-10.

**NEW JERSEY HIGHLANDS WATER PROTECTION AND PLANNING COUNCIL**  
**Petition for Highlands Center Designation – Revised Consistency Review and Recommendations**  
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**D. PUBLIC COMMENT AND RESPONSE**

The materials submitted by Lebanon Borough for consideration of the amended petition to designate a Center, along with this Revised Consistency Review and Recommendations Report and an amended Implementation Plan and Schedule, were all posted on the Highlands Council website for public comment for 10 business days. Written comments regarding Lebanon Borough’s Amended Petition for Plan Conformance were accepted by the Highlands Council through the close of the public comment period on September 29, 2017. Comments were provided by the following individuals/entities:

- 1) New Jersey Conservation Foundation – Wilma Frey
- 2) New Jersey Highlands Coalition – Julia Somers

**Public Comment/Response Summary**

Both Commenters provided essentially identical comments on the petition materials posted. Their concerns regarding the boundary of the proposed center, as well as resource protection measures and utility capacity, were noted. Additionally, the Lebanon Historic Districts were referenced. Highlands Council staff has considered the comments and questions and have provided the following responses.

**Center Boundary:**

The RMP encourages designation of Highlands Centers in alignment with the State Development and Redevelopment Plan’s (State Plan) criteria for center, core and node designation. Lebanon Borough is part of a larger proposed center identified in the State Plan as the Clinton Area (State Plan, 2001). Lebanon Borough, as a part of Planning Area 2 or the Suburban Planning Area, has been long considered appropriate for advanced regional planning to encourage connections to transit, reduced automobile usage, and prevent the tendency toward sprawl development. Designation of Lebanon Borough as a Highlands Center is consistent with RMP Goal 6K: “Concentrate residential, commercial and industrial development, redevelopment, and economic growth in existing developed areas in locations with limited environmental constraints, access to existing utility, and transportation infrastructure” and RMP Policy 6O2: “To promote, where appropriate and permitted by the Land Use Capability Zone, center-based development approaches that address a mix of housing types, support mixed uses, and implement compact development approaches.”

The Borough proposed the Lebanon Borough Highlands Center boundaries in accordance with the goals of the State Plan, but in addition, recognized that the Highlands RMP enables proactive protection of the more sensitive resources within the municipality. The proposed Lebanon Borough Highlands Center has been reduced from what the State Plan advocated, in order to reinforce resource protection measures of the RMP.

During the Center Planning work to be conducted once the Highlands Council approves the amended petition, the Borough will undertake a detailed analysis of areas in need of redevelopment, areas appropriate for increased development, and areas in need of further protection. This analysis was not conducted as a part of the Feasibility Study, but rather will be fully assessed during the Center planning phase. A full scope

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**Petition for Highlands Center Designation – Revised Consistency Review and Recommendations**  
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of work for the Center Plan will be reviewed and approved by the Highlands Council in coordination with the Borough representatives. The figures provided in this Report and the Center Feasibility Study do not include identification of areas appropriate for redevelopment and the proposed boundary does not indicate these areas.

Although the boundary of the proposed Center is in keeping with the goals, policies and objectives of the RMP and the State Plan, Highlands Council staff recommended to the Borough that the boundary be further amended, to exclude more areas of sensitive resources. See Figure 2 for the depiction of the Land Use Capability Zones, and the amended center boundary. In addition, areas of concentrated Highlands Resources are more clearly depicted on Figure 3.

### **Highlands Resource Areas**

Much of the proposed Lebanon Borough Highlands Center is currently developed. Highlands resources within the developed areas are very limited. In some cases, Highlands resources do exist within the proposed Center, but will be protected in the same manner as equivalent resources outside of the Center. With respect to other protections, such as freshwater wetlands, flood hazard area and other regulations, any resource regulated by local, state or federal standards retains all of those protections. The Borough of Lebanon has designated these areas within the Center as Highlands Resource Areas (HRAs) for purposes of the Center planning efforts and for future consideration of enhanced planning for the conservation of these resources.

The resources of note within the areas depicted on Figure 3 include freshwater wetlands, streams, forested areas and critical wildlife habitat. All of these sensitive resources are already afforded protection of the Highlands RMP and state regulations. No development is proposed in the proposed Center at this time, but in the event that development is proposed, all applicable standards would be in effect to protect these resources. Highlands Center development provides for flexibility within its borders to protect resources while allowing for a reasonable level of development.

Not all areas of constraint, such as wetlands, are mapped as HRAs. This is primarily due to the exempt or excluded nature of the parcels in question, such that these areas would not be subject to development applications as they represent single-family residential or other such uses. These resources are always under the jurisdiction of all applicable NJDEP land use regulation, as would be the case without center designation or Plan Conformance participation.

### **Historic Districts**

The Lebanon Historic District is listed not only by the State Historic Preservation Office (SHPO) but also on the National Register of Historic Places (2009). The district possesses the architectural significance and integrity necessary for listing. The other historic district within the Borough is the Central Railroad of New Jersey Main Line Corridor (Figure 4). Both districts and the historic properties contained within are protected not only by the State Historic Preservation Office but also by local regulations and goals, policies and objectives of the RMP (Policy 4A4: To require that the impact of proposed human development on the historic and cultural resources of the Highlands Region be addressed during local development review

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and Highlands Project Review and approval.) Commenters expressed concern that Center Designation would affect the protections in place for the districts; however, Center Designation would in fact allow for enhanced planning toward the protection of the districts within the center, as well as allow for a sustainable economic development planning effort to focus on the value of the historic districts as a destination for visitors. These districts remain within the Center boundary.

**Infrastructure Capacity**

The Center Feasibility Designation Study provided data from local utilities regarding water and wastewater capacity available for future development within the Borough. The draft Wastewater Management Plan is under review by NJDEP. In addition, Lebanon Borough is included in the net water availability calculations for Clinton Town’s Water Use and Conservation Management Plan. Once the revised net water availability calculations are finalized, they will be followed by the Borough’s development of a Water Use and Conservation Management Plan. The Center Planning that will occur following approval of the amended petition will further analyze capacity and any plans developed shall be consistent with RMP Goal 2K which states that “All existing and future development in the Highlands Region that use public wastewater treatment systems are served by adequate and appropriate infrastructure”. In addition, RMP Objectives 2J4c and 2K3e allow for the expansion and creation of public water and wastewater systems in the ECZ of the Planning Area to serve infill, redevelopment and new development.

**NEW JERSEY HIGHLANDS WATER PROTECTION AND PLANNING COUNCIL**  
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LIST OF FIGURES

Figure 1 – Lebanon Borough Proposed Center Boundaries

Figure 2 – Lebanon Borough Land Use Capability Zones

Figure 3 – Lebanon Borough Highlands Resource Areas

Figure 4 – Lebanon Borough Historic Districts

Figure 5 – Lebanon Borough Streams

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**APPENDIX A**

**HIGHLANDS CENTER DESIGNATION FEASIBILITY STUDY**

**Borough of Lebanon, Bergen County**

*The Borough of Lebanon established a sub-committee comprised of Planning Board and governing body members to investigate the potential for designation of Highlands Centers within the municipality. With the assistance of its Planning Consultant, this effort culminated in production of a “Highlands Center Designation Feasibility Study,” dated August 9, 2017. The Borough submitted the study to the Highlands Council on August 24, 2017 with a request that the Highlands Council amend the previously approved Petition for Plan Conformance to include the Highlands Center. The “Highlands Center Feasibility Designation Study” is reproduced here in its entirety.*

*Please Note: The figures included in the following study depict the original boundary of the proposed Center prior to Public Comment and further discussions with Lebanon Borough. The text and content of the Study are unchanged from the initial public posting.*

# HIGHLANDS CENTER DESIGNATION FEASIBILITY STUDY



## BOROUGH OF LEBANON HUNTERDON COUNTY, NEW JERSEY

AUGUST 9, 2017

APPROVED AUGUST 24, 2017 VIA RESOLUTION 123-2017

Prepared By:  
Darlene A. Green, P.P., AICP



## I. INTRODUCTION

The Highlands Water Protection and Planning Act of 2004 established the Highlands Region and the boundaries of the Preservation Area and Planning Area. The Highlands Region includes 88 municipalities in portions of seven counties in northwest New Jersey. Within Hunterdon County there are 14 municipalities within the Highlands Region, the Townships of Alexandria, Bethlehem, Clinton, Holland, Lebanon, Tewksbury and Union; the Boroughs of Bloomsbury, Califon, Glen Gardner, Hampton, High Bridge and Milford; and the Town of Clinton.

The Borough of Lebanon is located in the northeast corner of Hunterdon County. The Borough contains 0.886 square miles, all of which are within the Highlands Planning Area. Lebanon has good access to major roadways and public transportation. Interstate 78 (“I-78”) traverses through the Borough. In fact, there is a partial interchange within Lebanon, Exit 20, which connects to Cokesbury Road. Additionally, U.S. Route 22 (“Route 22”) travels through the middle of the Borough just south of I-78. The Lebanon train station is located in the southern part of the Borough and is situated on New Jersey Transit’s Raritan Valley Line. There is limited weekday service and no weekend service at this station.<sup>1</sup> Round Valley Reservoir, the largest reservoir in New Jersey, sits just south of the Borough providing Lebanon with easy access to recreational facilities.

Lebanon is bordered on all sides by the Township of Clinton since it is the “donut hole” of the Township. Main Street Lebanon is quaint and reflects the Borough’s historic village character, while Route 22 contains sizeable office buildings and larger retail stores. However, the Corporate Seventy Eight Center at Lebanon office park (“office park”) has significant vacancy rates, creating large underutilized buildings in an area where demand for office space is low. As of the 2010 Census, Lebanon had a population of 1,358 residents.

The Highlands Council has established a procedure to designate Highlands Centers within the Highlands Region. The first step in the designation process is this feasibility report. The purpose of center designation is to encourage development and redevelopment, and to plan for sustainable economic growth while continuing to protect natural and cultural resources. The Borough of Lebanon has determined it is in its best interest to seek Highlands Center Designation. This document has been prepared in support of such designation.

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<sup>1</sup> [http://www.njtransit.com/sa/sa\\_servlet.srv?hdnPageAction=ServiceAdjustmentTo&AdjustmentId=9792](http://www.njtransit.com/sa/sa_servlet.srv?hdnPageAction=ServiceAdjustmentTo&AdjustmentId=9792)

## II. PROPOSED CENTER BOUNDARIES

The proposed Highlands Center comprises most of the Borough's land except for small areas in the northwest and south. Nearly all of the Borough's residential development and all of its commercial development is located in the proposed center. The center comprises of 0.802 square miles, or 90.5% of the Borough. The limits of the proposed center boundary are illustrated on page 3.

Two areas within Lebanon were purposely excluded from the proposed Center. The first area is located north of I-78 and west of the terminus of Prostack Lane. This area includes a 25 acre preserved farm and a tract of forested land. The second area excluded from the proposed center is located in the southeast corner of the Borough and includes a Round Valley Reservoir maintenance building owned by the State of New Jersey. All other lands are located within the proposed center boundary. Key attributes of the center are as follows:

- **Land Use**

The center has a variety of land uses divided into unique sections by the roads that traverse through the Borough. Multiple uses are located north of I-78, which include farmland, industrial buildings (one of which is located in both Clinton Township and Lebanon) and an apartment complex known as Presidential Place located on the east side of Cokesbury Road. South of I-78 and north of Route 22 is largely commercial or office buildings, but Borough-owned property, vacant land and single-family residential homes are scattered throughout. Specific land uses include the Hunterdon Hills Plaza with offices, retail establishments and a daycare; Courtyard by Marriott Hotel, Metropolitan Seafood and Gourmet and the Hunterdon County Road Department complex.



Photo 1: Presidential Place

# PROPOSED CENTER BOUNDARY

## BOROUGH OF LEBANON

HUNTERDON COUNTY  
NEW JERSEY



**Legend**

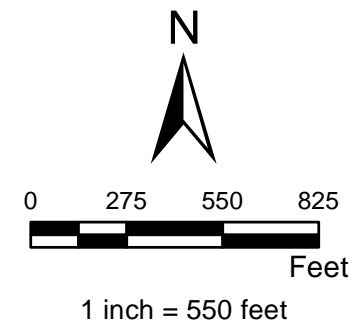
- Proposed Center Boundary
- Municipal Boundary
- Parcels

**Zone**

- Protection
- Conservation
- Existing Community

**Sub-Zone**

- Existing Community Environmentally Constrained
- Conservation Environmentally Constrained
- Lake Community
- Wildlife Management Area



This map was developed using NJDEP and County GIS digital data, but this secondary product has not been verified by NJDEP and is not state-authorized.



March 2017

Between Route 22 and Main Street there are residential and commercial uses. Commercial uses in this area are smaller than those to the north. These smaller commercial uses include two gas stations, a salon, a bait and tackle shop and the like. The largest single retail tenant on this side of the highway is Indian Motorcycles, which purchased one of the vacant warehouses along Route 22 and converted the building into a sales center.



Photo 2: The Commons at Lebanon

Finally, south of Main Street offers mainly single-family residential developments including the multi-family complexes, The Commons at Lebanon and Heights of Lebanon. This section also includes the majority of the historic single-family detached homes within the Borough. Other uses include commercial, mainly along Main Street, industrial near the railroad and public property, such as the municipal building and the elementary school. The Land Use map on page 8 illustrates the various land uses within the Borough.

- **Zoning**

There are nine zones within Lebanon. North of I-78 is the ROM-100,000 Zone for research, office and manufacturing uses, which is located west of Cokesbury Road, while the R-MF/AH Zone Multi-Family and Affordable Housing Zone is located to the east of Cokesbury Road. The R-MF/AH Zone encompasses the multi-family Presidential Place development. The entire area between I-78 and Route 22 is designated as the COM-ROM-200,000 Zone, which permits a variety of commercial, research, office and manufacturing uses.

Between Route 22 and Main Street there are three zoning districts. Along the east-bound side of Route 22 is the COM-ROM-100,000 Zone. Along Main Street there are two primary Zoning Districts, the R-1-15P Zone for residential and home professional uses and the C-LB Zone for local

business uses. South of Main Street are the R-1-20, R-1-15, R-1-15P, R-MF and R-MF/AH residential zones. The R-MF Zone encompasses the Commons at Lebanon townhome development, while the R-MP/AH Zone encompasses the Heights of Lebanon condominium development. There is also a COM-ROM-100,000 Zone located near the Lebanon train station. The map on page 9 illustrates the proposed center boundaries superimposed on the Borough's Zoning Districts.



Photo 3: Heights at Lebanon

It should be noted that Lebanon has not designated any areas within the Borough as Rehabilitation Areas or Redevelopment Areas.

■ **Historic Assets**

The Borough has two historic districts. The first is the Central Railroad of New Jersey Main Line Corridor Historic District, which follows the railroad right-of-way. The second is the Lebanon Historic District, which is identified as Main, Cherry, Maple and High Streets as well as Brunswick Avenue. The Lebanon Historic District is on both the New Jersey State Register and the National Register. There are 227 buildings that contributed to the district's designation. The period of



Photo 4: Lebanon Reformed Church

significance for the historic district is 1813 through 1942.<sup>2</sup> The map on page 10 illustrates the two districts.

- **Mobility**

As noted in the introduction, Lebanon has good access to both I-78 and Route 22. Furthermore, there are two

County Roads within the Borough that provide north-south access into and out of the community. The first is County Route 639, known as Cokesbury Road. The second is County Route 629, known as Cherry Street. For those without cars, there is the train

station located along Railroad Avenue, which is located on the Raritan Valley rail line. It should be noted that there is no bus service within the Borough. The map on page 11 illustrates the location of the road network and train station in relationship to the proposed center boundary.

In addition to the road network, the Borough has been diligently working to create a nature trail that links the residences south of Main Street to commercial establishments on the south side of Route 22. The trail will connect residents to establishments such as the Post Office, the Exxon/Dunkin Donuts and the Grist Mill complex located along Clark Road. Some sections of the trail have yet to be completed.

- **Water and Wastewater Service Areas**

The Borough of Lebanon is served by the Town of Clinton Water Department as well as the Readington-Lebanon Sewerage Authority. The Utility Service Areas Map on page 12 illustrates the location of the service areas. It should be noted that the data in this map is from the Highlands Council.



Photo 5: Lebanon Train Station

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<sup>2</sup> [http://www.newjerseyhills.com/hunterdon\\_review/news/lebanon-borough-listed-on-state-historic-register/article\\_8ce761fd-8313-557d-9151-9971d90dc3a0.html](http://www.newjerseyhills.com/hunterdon_review/news/lebanon-borough-listed-on-state-historic-register/article_8ce761fd-8313-557d-9151-9971d90dc3a0.html), accessed May 9, 2017.

As for water capacity, the Town of Clinton publishes a quarterly report on water availability. The latest report is dated July 18, 2017 (see Appendix). According to the report, there were 17,443 gallons per day (“GPD”) available for all five communities the utility serves. In order to fairly allocate remaining water capacity within the service area, the Town of Clinton has enacted water capacity reservation rules, which are outlined on the Town’s website.<sup>3</sup>

However, the quarterly report does not take into account existing connections to the system and any reservations that have been previously purchased. For example, in Lebanon, one of the corporate office buildings is entirely empty. Therefore, it is not using any of its water allocation. Furthermore, the owners Landwin Holdings, LLC) of Block 4, Lots 1.03 and 1.04 have informed the Borough that they have received a “Will-Serve” letter from the Town of Clinton Water Department, which reserves 30,523 GPD for these two vacant properties.<sup>4</sup>

Wastewater is treated by the Readington-Lebanon Sewerage Authority. According to the Authority’s website, Lebanon has an allocation of 241,000 GPD. Readington has an allocation of 939,000 GPD (which also serves the former Merck campus) and Round Valley Recreational Area has an allocation of 20,000 GPD. This office requested information on sewer capacity last year from the Authority. We received the two page chart in the Appendix (specifically for Lebanon Borough), which illustrates current users as well as reservations for vacant land or properties not currently connected to the system. According to the chart, there are 96,378 GPD of unused flow based on the NJDEP three month average. See the chart (in the Appendix) for additional details.

Therefore, based on the best available data, Lebanon believes there is water and sewer capacity available for future development and redevelopment based on the fact that there is unused or partially use reserved water and sewer capacities and a “Will-Serve” letter reserving water capacity for Block 4, Lots 1.03 and 1.04.

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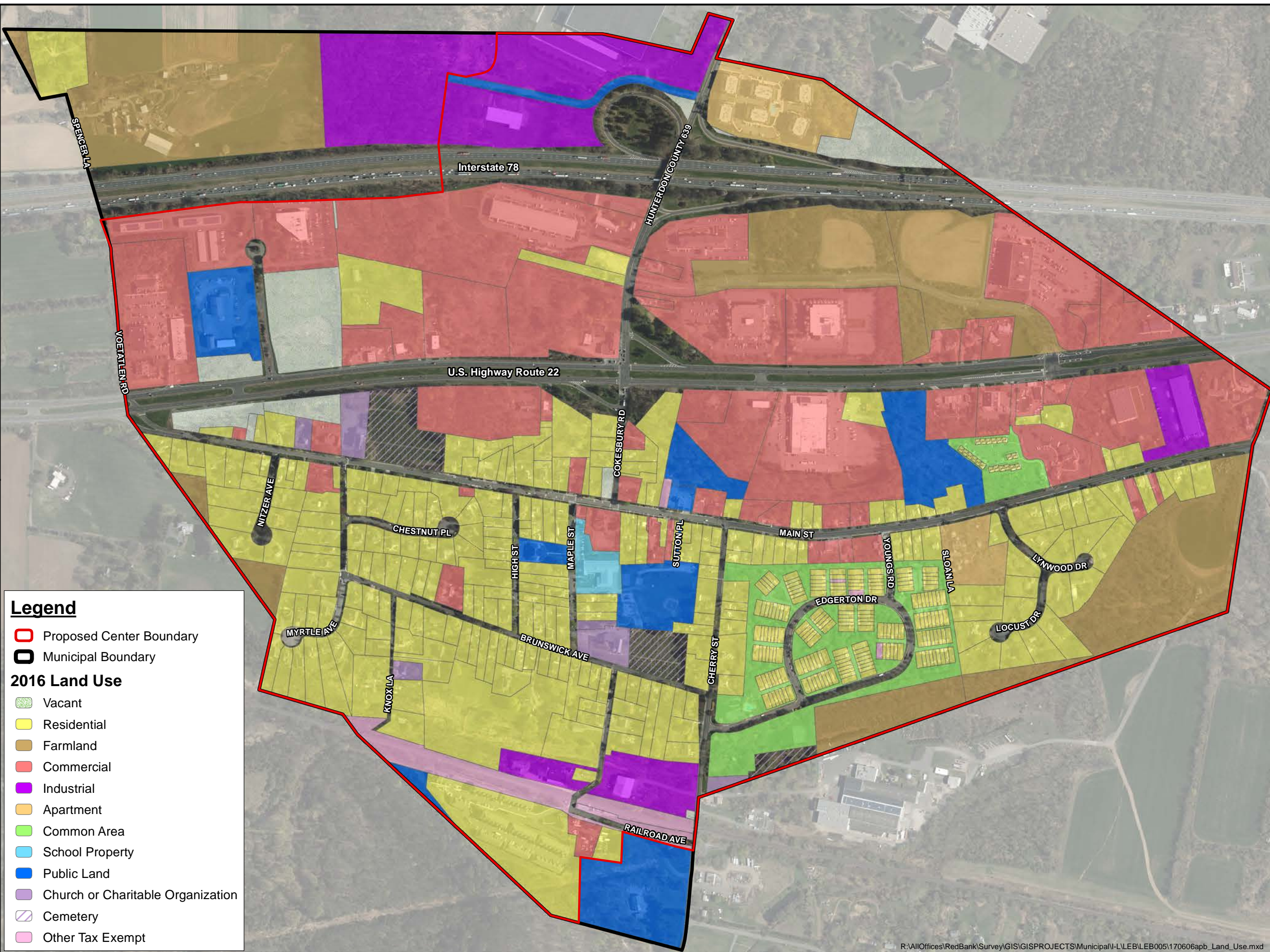
<sup>3</sup> [http://www.clintonnj.gov/water\\_sewer.html](http://www.clintonnj.gov/water_sewer.html)

<sup>4</sup> The Borough was not provided a copy of this letter.

# LAND USE

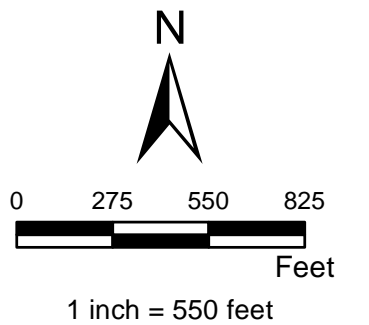
## BOROUGH OF LEBANON

HUNTERDON COUNTY  
NEW JERSEY



### Legend

- Proposed Center Boundary
- Municipal Boundary
- 2016 Land Use**
- Vacant
- Residential
- Farmland
- Commercial
- Industrial
- Apartment
- Common Area
- School Property
- Public Land
- Church or Charitable Organization
- Cemetery
- Other Tax Exempt



This map was developed using NJDEP and County GIS digital data, but this secondary product has not been verified by NJDEP and is not state-authorized.

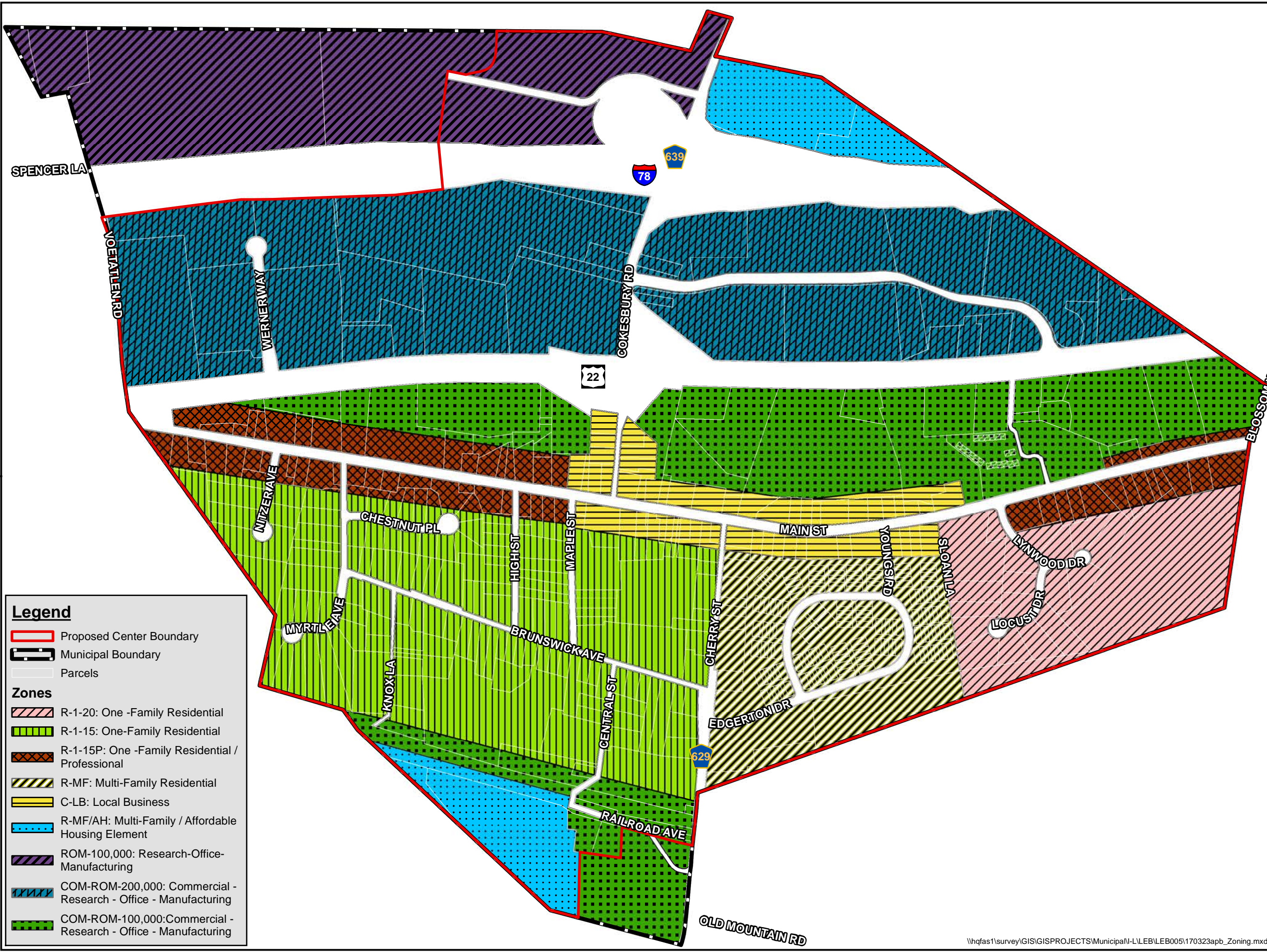


June 2017

# EXISTING ZONING

## BOROUGH OF LEBANON

HUNTERDON COUNTY  
NEW JERSEY

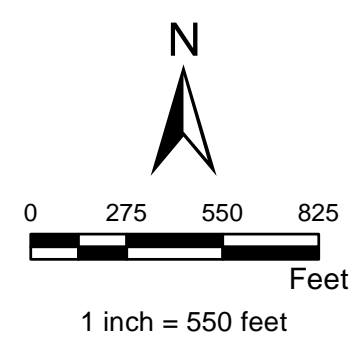


**Legend**

- Proposed Center Boundary
- Municipal Boundary
- Parcels

**Zones**

- R-1-20: One -Family Residential
- R-1-15: One-Family Residential
- R-1-15P: One -Family Residential / Professional
- R-MF: Multi-Family Residential
- C-LB: Local Business
- R-MF/AH: Multi-Family / Affordable Housing Element
- ROM-100,000: Research-Office-Manufacturing
- COM-ROM-200,000: Commercial - Research - Office - Manufacturing
- COM-ROM-100,000: Commercial - Research - Office - Manufacturing



This map was developed using NJDEP and County GIS digital data, but this secondary product has not been verified by NJDEP and is not state-authorized.

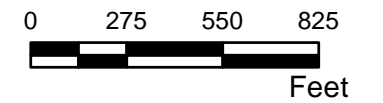


March 2017

# HISTORIC DISTRICTS AND PROPERTIES

## BOROUGH OF LEBANON

HUNTERDON COUNTY  
NEW JERSEY

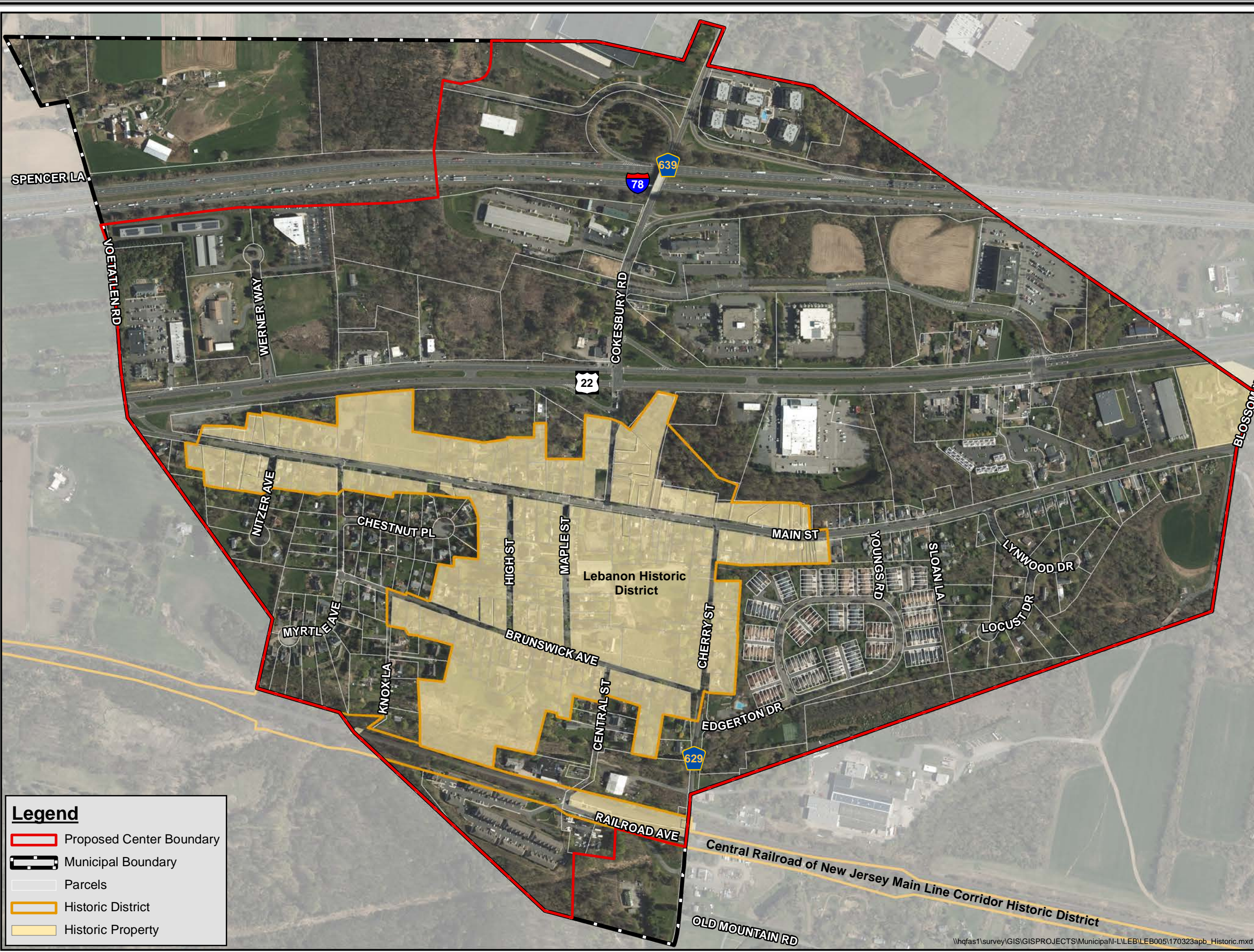


1 inch = 550 feet

This map was developed using NJDEP and County GIS digital data, but this secondary product has not been verified by NJDEP and is not state-authorized.



March 2017



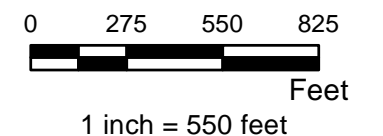
**Legend**

- Proposed Center Boundary
- Municipal Boundary
- Parcels
- Historic District
- Historic Property

# TRAIN STATION LOCATION

BOROUGH OF  
LEBANON

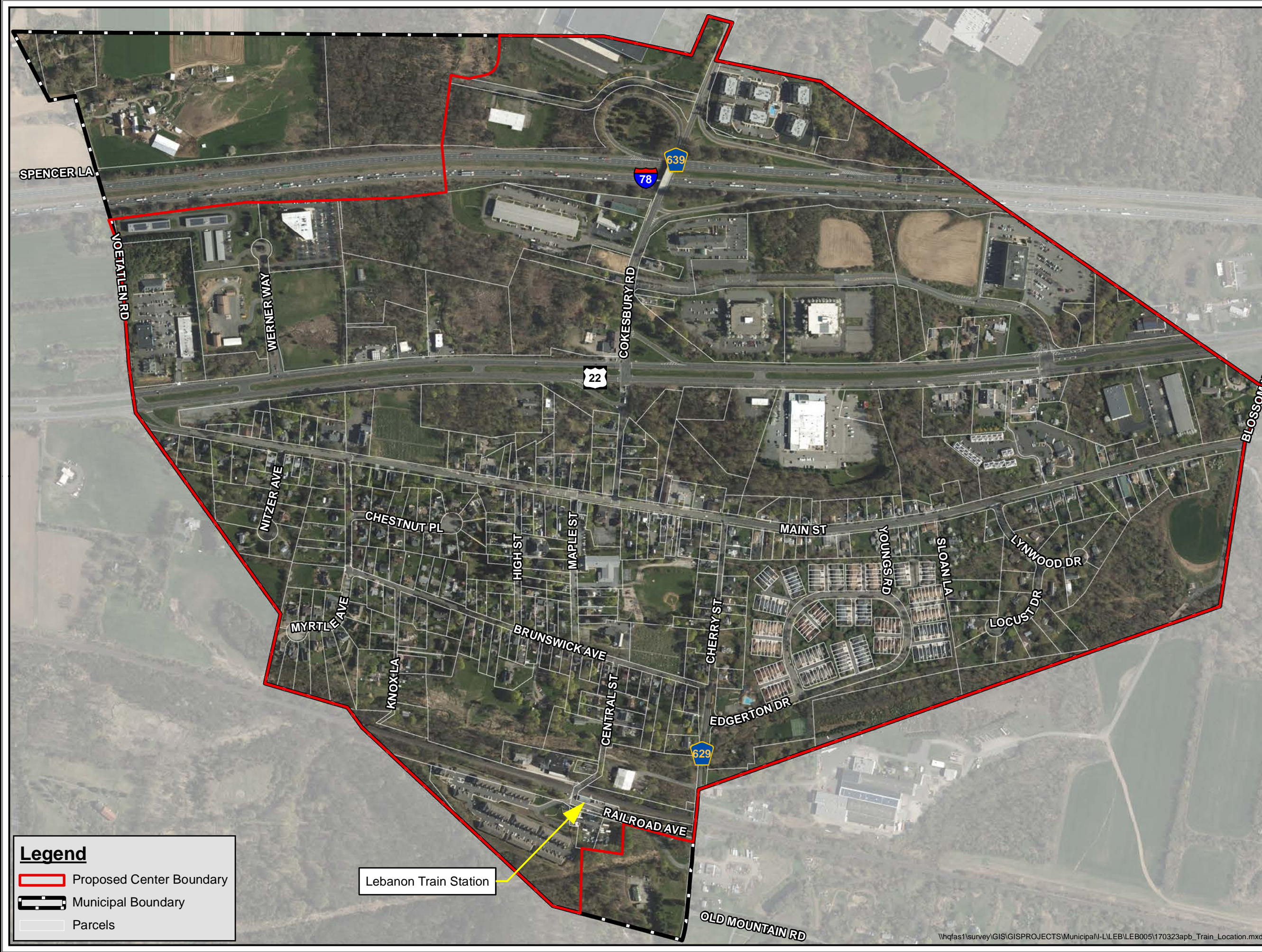
HUNTERDON COUNTY  
NEW JERSEY



This map was developed using NJDEP and County GIS digital data, but this secondary product has not been verified by NJDEP and is not state-authorized.



March 2017



**Legend**

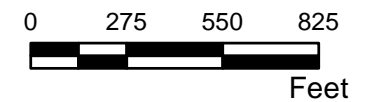
- Proposed Center Boundary
- Municipal Boundary
- Parcels

Lebanon Train Station

# EXISTING WATER AND SEWER SERVICE AREAS

BOROUGH OF  
LEBANON

HUNTERDON COUNTY  
NEW JERSEY

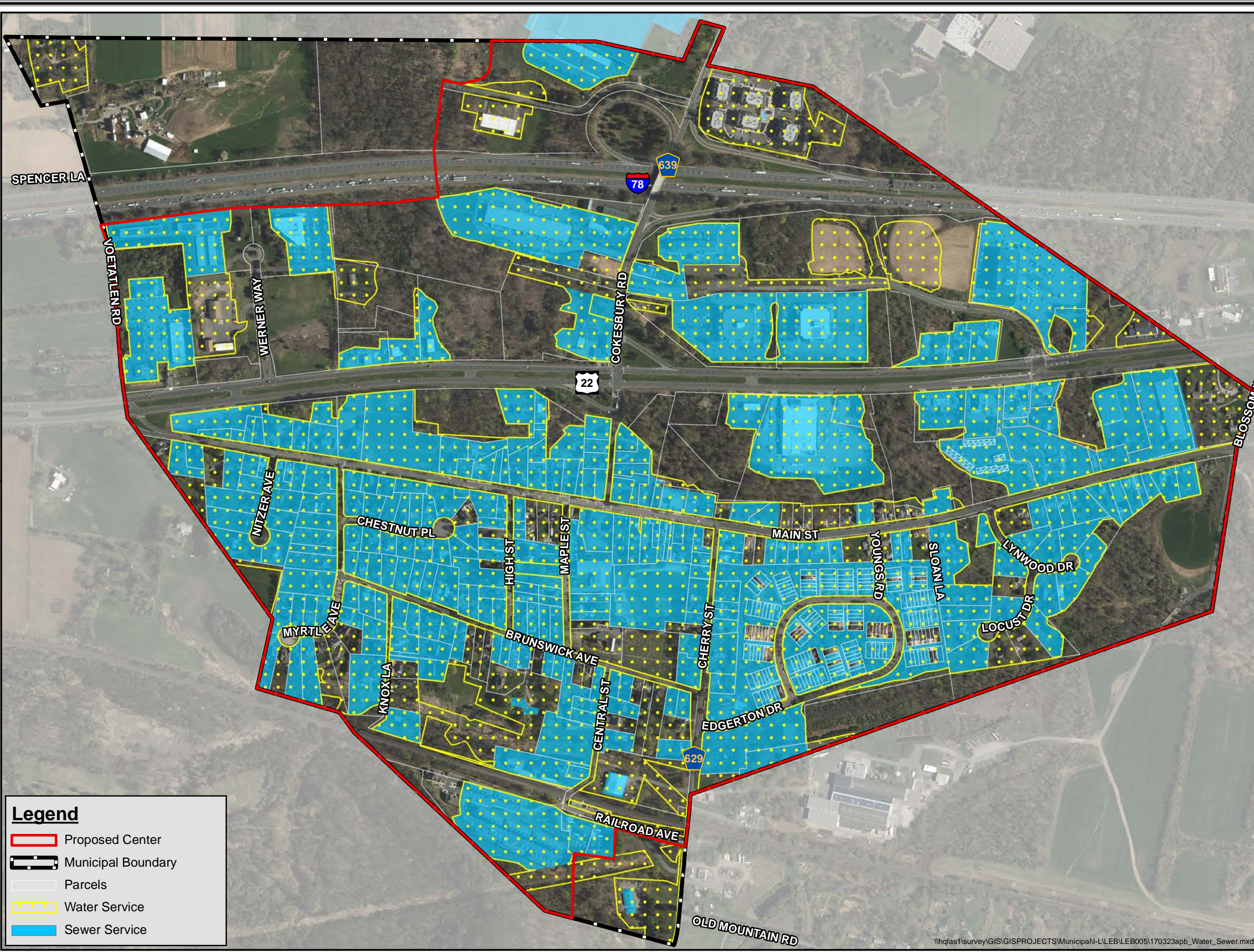


1 inch = 550 feet






This map was developed using NJDEP and County GIS digital data, but this secondary product has not been verified by NJDEP and is not state-authorized.



March 2017



**Legend**

-  Proposed Center
-  Municipal Boundary
-  Parcels
-  Water Service
-  Sewer Service

### III. PURPOSE & GOALS OF HIGHLANDS CENTER DESIGNATION

Through Center Designation the Borough intends to further the intents and purposes of the Highlands Act, the Highlands Regional Master Plan and encourage development/redevelopment in compatible areas of the Borough, particularly along Route 22. Center Designation will be used as a vehicle to address the vacant office and retail buildings, develop a sense of place along Route 22, promote smart growth principles and advance the following goals:

1. Increase the potential for redevelopment along the Route 22 corridor.
2. Encourage economic development within the entire Borough, while protecting the environmental resources that exist within the community.
3. Provide opportunities to construct mixed-use developments to make the Borough a destination for surrounding communities.
4. Provide a catalyst for the renaissance of the corporate office park and redevelopment it for the twenty-second century.
5. Enhance the aesthetics of the commercial areas within the Borough.
6. Encourage building owners to preserve the architectural integrity of historic buildings.
7. Strategically provide for recreation facilities within close proximity to existing and future residential areas to ensure residents are able to walk to parks and open spaces.
8. Achieve a safe means for residents, especially school-aged, to safely cross Route 22.
9. Encourage and support the construction of a park-and-ride/bus terminal facility near the interchange to decrease vehicular trips on the State highways.
10. Encourage and support the construction of the omitted ramps to create a full interchange at Exit 20.

The benefits of Center Designation in addition to achievement of the above goals include enhancement of commercial areas and an improved quality of life for Lebanon residents. Furthermore, it is the Borough's ongoing objective to create a safe way to cross Route 22 and create a full interchange at Exit 20. Lebanon seeks any assistance that Center Designation can provide to achieve these objectives.

Lebanon as it sits today is a "center" with its Main Street and commercial uses along Route 22. Highlands Center Designation will recognize existing on-the-ground conditions and assist the Borough in its efforts to promote economic development, preserve the historic assets of the Borough and enrich the quaint village character, all while protecting the natural resources that exist within the community.

## IV. RELATIONSHIP TO HIGHLANDS REGIONAL MASTER PLAN

In the 2016 Master Plan Reexamination Report (“2016 Report”), Lebanon recognized that the Corporate Seventy Eight Center at Lebanon office park located along Route 22 is becoming increasingly vacant and underutilized. The Borough expressed interest in working with the Highlands Council to obtain Center Designation and prepare a Sustainable Economic Development Plan Element in the 2016 Report. A Sustainable Economic Development Plan would work to achieve sustainable economic development by importing financial capital into the community while sustaining the community’s natural, historic and social assets in order to promote prosperous long-term economic activity. It involves creating a balance between capitalizing upon and protection of the community’s assets. A Sustainable Economic Development Plan would analyze the existing conditions of the office park and the greater Borough. The document would allow Lebanon to analyze alternative uses for the office park and create steps in order to implement the alternatives.



Photo 6: One of the buildings within the office park

Being designated as a Highlands Center would allow the Borough to obtain planning grants (to complete, for example, a Sustainable Economic Development Plan) and technical expertise to create new development regulations to promote and encourage economic and sustainable growth.

The proposed Highlands Center for the Borough of Lebanon would be consistent with and advance a number of goals, policies and objectives of the 2008 Highlands Regional Master Plan. In particular, the following goals, policies and objectives will be advanced with the designation of Lebanon as a Highlands Center:

**GOAL 5A: PROVISION OF SAFE AND EFFICIENT MOBILITY WITHIN THE HIGHLANDS, AND BETWEEN THE HIGHLANDS AND DESTINATIONS OUTSIDE OF THE REGION. (Page 184<sup>5</sup>)**

**Policy 5A3:** To improve public safety through implementation of traffic calming measures in areas with high pedestrian activity.

**Policy 5A4:** To provide safe and efficient pedestrian connections including features such as sidewalks, proper lighting, signage, shelters, and green street initiatives consistent with the NJDOT's Pedestrian Safety Initiative.

**GOAL 5C: TRANSPORTATION IMPROVEMENTS WITHIN THE HIGHLANDS REGION THAT ARE CONSISTENT WITH THE HIGHLANDS REGIONAL MASTER PLAN. (Page 185)**

**Policy 5C4:** To support economic development by ensuring that transportation planning and improvements support regional development, redevelopment and tourism opportunities.

**Objective 5C4a:** Increase tourism opportunities through innovative multi-modal transportation measures and accessible transit schedules.

**Objective 5C4b:** Support regional tourism economy through enhanced street furnishings, directional signage and Highlands Region tourism information.

**GOAL 5D: A MULTI-MODAL TRANSPORTATION SYSTEM WHICH FACILITATES THE MOVEMENT OF PEOPLE AND GOODS WITHIN AND THROUGH THE HIGHLANDS REGION WITHOUT ADVERSELY AFFECTING ECOSYSTEM INTEGRITY AND COMMUNITY CHARACTER.**

**Policy 5D1:** To promote the use of mass transit and other alternative modes of transportation within the Highlands Region.

**Highlands Goal 5A** aligns with Goal #8 of this study – *Achieve a safe means for residents, especially school-aged, to safely cross Route 22.*

**Highlands Goal 5C** aligns with Goal #10 of this study – *Encourage and support the construction of the omitted ramps to create a full interchange at Exit 20.*

**Highlands Goal 5D** aligns with Goal #9 of this study – *Encourage and support the construction of a park-and-ride/bus terminal facility near the interchange to decrease vehicular trips on the State highways.*

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<sup>5</sup> Page numbers in this section refer to the 2008 Highlands Regional Master Plan.

*Objective 5D1b:* Increase overall transit ridership and the use of multi-modal transportation systems for peak hour travel.

**Policy 5D5:** To encourage and promote recreation and tourism through appropriate transportation measures, accessible transit schedules, and enhanced street furnishings and information and directional signage. (Page 186)

**GOAL 5E: MINIMIZATION OF TRAVEL DEMAND AND VEHICLE MILES OF TRAVEL.**

**Policy 5E1:** To promote land use patterns that support a balance of jobs to housing as a means of reducing average trip lengths.

*Objective 5E1a:* Development and redevelopment which provides housing and jobs in close proximity.

*Objective 5E1b:* Development and redevelopment in close proximity to rail stations and along bus routes.

**Policy 5E2:** To promote municipal and county master plans and development regulations which facilitate the development of mixed land uses in locations that result in reduced average trip lengths, increase community and regional connectivity and support existing development patterns.

**Policy 5E3:** To promote land use patterns that support a balance of jobs to housing as a means of reducing average trip lengths. (Page 187)

**GOAL 6E: INCORPORATION OF REGIONAL DEVELOPMENT PATTERNS AND RELATED ENVIRONMENTALLY SENSITIVE AREAS WITHIN EXISTING COMMUNITY ZONES.**

**Policy 6E1:** To promote the location of sustainable and economically viable development activities in the Existing Community Zone where not constrained by existing environmentally sensitive resources.

**Highlands Goal 5E** aligns with Goal #3 and Goal #4. Goal #3 states *Provide opportunities to construct mixed-use developments to make the Borough a destination for surrounding communities.* Goal #4 states *Provide a catalyst for the renaissance of the corporate office park and redevelopment it for the twenty-second century.*

**Highlands Goal 6E** aligns with Goal #2 of this study – *Encourage economic development within the entire Borough, while protecting the environmental resources that exist within the community.*

**GOAL 6F:** SUPPORT OF COMPACT DEVELOPMENT, MIXED USE DEVELOPMENT AND REDEVELOPMENT AND MAXIMIZATION OF WATER, WASTEWATER AND TRANSIT INFRASTRUCTURE INVESTMENTS FOR FUTURE USE OF LAND AND DEVELOPMENT WITHIN THE EXISTING COMMUNITY ZONE.

**Policy 6F1:** To promote compatible development and redevelopment within the ECZ.

**Policy 6F2:** To promote the restoration and redevelopment of brownfields, particularly those located in or adjacent to transportation corridors and or transit stations. In cases where redevelopment is not appropriate, encourage “brownfield to greenfield” approaches.

**Policy 6F3:** To ensure that development activities within the ECZ are subject to standards and criteria which ensure that development and redevelopment incorporate smart growth principals and do not adversely affect natural resources.

**Policy 6F4:** To ensure that development and redevelopment within the ECZ are served by adequate public facilities including water supply, wastewater treatment, transportation, educational and community facilities.

**Policy 6F5:** To ensure that development and redevelopment in the ECZ are compatible with existing community character.

**Policy 6F6:** To encourage new population growth, where desired by the municipality, and development in the ECZ is in the form of center based and mixed use development.

**Policy 6F7:** To encourage redevelopment in the Existing Community Zone as a means to relieve development pressure from more environmentally sensitive areas. (Page 190)

**GOAL 6H:** GUIDE DEVELOPMENT AWAY FROM ENVIRONMENTALLY SENSITIVE AND AGRICULTURAL LANDS AND PROMOTE DEVELOPMENT AND REDEVELOPMENT IN OR ADJACENT TO EXISTING DEVELOPED LANDS. (Page 192)

*Objective 6H1d:* Cluster and conservation design development plans and regulations shall consider existing community character, incorporated smart growth design principles and require Low Impact Development including but not limited to: locating development adjacent to existing infrastructure such as water, wastewater, transportation and public facilities to limit the degree of new impervious surface and permitting smaller residential lots in order to incorporate community open space and existing natural resources into the design.

**Policy 6H4:** To promote compatible growth opportunities that include in-fill development, adaptive re-use, redevelopment, and brownfields redevelopment in existing developed areas.

**Highlands Goal 6F** aligns with Goal #3 of this study –*Provide opportunities to construct mixed-use developments to make the Borough a destination for surrounding communities.* It also supports Goal #1 – *Increase the potential for redevelopment along the Route 22 corridor.*

- Policy 6H5: To promote land uses which create a sense of place with attractive, walkable neighborhoods that support community connectivity of developed lands and community facilities. (Page 193)
- Policy 6H8: Regional growth, where accepted through local planning and regulations, should identify opportunities to maximize land use intensity while protecting natural features and community character.
- Policy 6H9: To incorporate smart growth principals and green building design and technology in development and redevelopment initiatives. (Page 194)

**GOAL 6J: ACCOMMODATION OF REGIONAL GROWTH AND DEVELOPMENT NEEDS THROUGH THE REUSE AND REDEVELOPMENT OF PREVIOUSLY DEVELOPED AREAS, INCLUDING BROWNFIELDS, GRAYFIELDS AND UNDERUTILIZED SITES.**

- Policy 6J2: To encourage redevelopment in the ECZ in the Planning Area of brownfields, grayfields, and other previously developed areas that have adequate water, wastewater, transportation capacity, and are appropriate for increased land use intensity or conversion to greenfields, as approved through Plan Conformance or the Highlands Redevelopment Area Designation process.

*Highlands Goal 6J and 6K align with Goal #1 of this study – Increase the potential for redevelopment along the Route 22 corridor. It also advances Goal #4 – Provide a catalyst for the renaissance of the corporate office park and redevelopment it for the twenty-second century.*

**GOAL 6K: CONCENTRATE RESIDENTIAL, COMMERCIAL AND INDUSTRIAL DEVELOPMENT, REDEVELOPMENT, AND ECONOMIC GROWTH IN EXISTING DEVELOPED AREAS IN LOCATIONS WITH LIMITED ENVIRONMENTAL CONSTRAINTS, ACCESS TO EXISTING UTILITY, AND TRANSPORTATION INFRASTRUCTURE.**

- Policy 6K1: To promote redevelopment of brownfields, grayfields and other previously developed areas in a manner consistent with the goals and requirements to the Plan. (Page 195)

**GOAL 6L: CONFORMING MUNICIPALITIES AND COUNTIES CONSIDER DEVELOPMENT, REDEVELOPMENT AND BROWNFIELD OPPORTUNITIES IN THEIR MASTER PLANS.**

- Policy 6L2: To require that conforming municipalities amend development regulations and zoning to enable project implementation of local redevelopment initiatives that are identified under Policy 6L1 and locally endorsed through Plan Conformance. (Page 196)

**GOAL 6N: USE OF SMART GROWTH PRINCIPLES, INCLUDING LOW IMPACT DEVELOPMENT, TO GUIDE DEVELOPMENT AND REDEVELOPMENT IN THE HIGHLANDS REGION.**

Policy 6N1: To establish smart growth programs and Low Impact Development principles for use within the Highlands Region to guide and control development and redevelopment throughout the Highlands Region.

*Objective 6N1b:* Implement flexible site development review programs that allow for adjustments such as reduction of minimum setbacks, modification of uniform road frontage requirements, increase in maximum permitted height or allowing non-contiguous clustering of development entitlements where necessary to mitigate or eliminate adverse impacts on Highlands natural resources. (Page 197)

Policy 6N5: To require through Plan Conformance that municipalities and counties incorporate programs for community neighborhood design that support a variety of housing options, mixed uses, redevelopment, adaptive re-use of historic sites and structures and infill development in their master plans and development regulations.

GOAL 6O: MARKET-RATE AND AFFORDABLE HOUSING SUFFICIENT TO MEET THE NEEDS OF THE HIGHLANDS REGION WITHIN THE CONTEXT OF ECONOMIC, SOCIAL AND ENVIRONMENTAL CONSIDERATIONS AND CONSTRAINTS. (Page 199)

Policy 6O2: To promote, where appropriate and permitted by the Land Use Capability Zone, center-based development approaches that address a mix of housing types, support mixed uses, and implement compact development approaches.

Policy 6O4: To encourage the targeting of new housing to areas with compatible existing densities and within walking distance of schools, employment, transit, and community facilities and services. (Page 200)

GOAL 8A: SUSTAINABLE ECONOMIC DEVELOPMENT IN THE HIGHLANDS REGION.

Policy 8A1: To maintain and expand the existing job and economic base by promoting appropriate, sustainable, and environmentally compatible economic development throughout the Highlands Region.

*Objective 8A1c:* Public private partnerships to support economic development initiatives.

Policy 8A2: To preserve the high quality of life in the Highlands Region through economic planning and implementation of the RMP.

Policy 8A6: To require that conforming municipalities develop an economic plan element that provides strategies for achieving sustainable and appropriate economic development consistent with local desire and identifies any development, redevelopment, and brownfield opportunities. (Page 208)

Highlands Goal 8A aligns with Goal #2 of this study – *Encourage economic development within the entire Borough, while protecting the environmental resources that exist within the community.*

**GOAL 8C: EXPANSION OF COMPATIBLE AND SUSTAINABLE TOURISM AND RECREATION WITHIN THE HIGHLANDS REGION.**

**Policy 8C1:** To promote recreation and tourism based economic initiatives, which derive economic benefit from sustainable use of the natural resources of the Highlands Region.

*Objective 8C1a:* Identification of specific economic development initiatives which would encourage and promote eco-, agri-, and heritage tourism in the Highlands Region.

**Policy 8C2:** To enhance the Region's tourism infrastructure in order to increase visitors to the Highlands Region.

*Objective 8C2a:* Encourage the development of overnight accommodations and other services to support recreation and tourism attractions in the Highlands Region, where appropriate and permitted by Land Use Capability Zone.

*Objective 8C2b:* Encourage transit-oriented recreation and tourism connections. (Page 209)

**GOAL 9A: REDUCTION OF AIR POLLUTION THROUGH USE OF ALTERNATIVE AND EFFICIENT MODES OF TRANSPORTATION AND THE USE OF RENEWABLE ENERGY SOURCES.**

**Policy 9A3:** To encourage land use development and redevelopment practices that promote center-based growth and mixed-use development and offer alternative modes of transportation as a means to reduce automobile dependency, vehicle miles traveled, vehicle trip length, and duration, for reduction of local and regional air pollutants and of carbon dioxide emissions linked to global warming.

**Policy 9A5:** To encourage energy efficient design and green building practices in support of regional resource protection and smart growth planning policies. (Page 210)

*Highlands Goal 9A aligns with Goal #9 of this study – Encourage and support the construction of a park-and-ride/bus terminal facility near the interchange to decrease vehicular trips on the State highways.*

Highlands Center Designation would focus future redevelopment in the Borough of Lebanon into the proposed center and specifically, the office park and along the Route 22 corridor. Lebanon is desirous of reinventing the office park, which is reaching the end of its lifetime. 100 and 200 Corporate Drive, two of the buildings within the office park comprise over 13 acres of grayfields that can be repurposed to achieve numerous goals, policies and objectives as outlined on pages 13 through 13. With I-78 and Route 22 traversing through the proposed center as well as a having a New Jersey Transit train station, the proposed center has ready access to multi-modal transportation opportunities. Center Designation will allow the

creation of design guidelines that will incorporate a pedestrian component to make a more walkable, pedestrian friendly area.

## V. CONCLUSION

The proposed Lebanon Highlands Center has the potential for sustainable economic development, focusing development where infrastructure currently exists and advancing the Highlands Regional Master Plan as well as Lebanon's goals and objectives. Highlands Center Designation will allow the Borough to focus its future growth in the office park area and the Route 22 corridor, creating a mix of uses to enhance the Borough's commercial component and be a node of shops and services for both Borough residents and surrounding communities' residents. Center Designation would also strengthen the existing commercial and residential neighborhoods in Lebanon. This would allow the Borough to continue to provide goods, services and jobs to the immediate area.

Center designation in Lebanon will capitalize on the existing train station service, provide housing and jobs in close proximity, optimize the use of existing infrastructure, create a sense of place along Route 22, redevelop "grayfields", preserve the historic district and enhance the quality of life for the Borough's residents.

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## APPENDIX: NEXT STEPS

If the Mayor and Council approve the submission of this Highlands Center Designation Feasibility Study, the approval would be accompanied by a Resolution from the Mayor and Council of Lebanon requesting to amend the Borough's Petition for Plan Conformance to include Center Designation. The bullets below provide a general outline of the process to approve the amended petition:

- Upon receipt of an amended Petition for Plan Conformance, the Highlands Council Executive Director shall post a record of the receipt of the Petition on the Highlands Council's website.
- The Executive Director shall review the amended Plan Conformance Petition for administrative completeness within 60 days of receipt. The Executive Director shall inform the Petitioner of these findings in writing. In the event a Petition is deemed administratively incomplete, the letter shall specify the deficiencies and the timeframe (if applicable) within which they must be corrected. A finding of administrative completeness shall in no event preclude the Highlands Council from requesting such additional information as may prove necessary during the process of its review, to

clarify, complete, correct or modify an amended Petition in the interest of ultimately achieving Plan Conformance.

- Where a Petition for Plan Conformance is determined to be administratively complete, the Executive Director shall undertake a review of the amended Petition to determine whether or not the submission adequately and comprehensively addresses the requirements of the Regional Master Plan.
- After completing the amended Petition review, the Executive Director shall prepare a report making recommendations regarding one or more of the following actions:
  - The approval, rejection, or approval with conditions of any revisions to the documents that have been submitted in the Amended Petition for Plan Conformance;
  - Where the Executive Director conditionally recommends the approval of an Amended Petition for Plan Conformance, such recommendation shall include a local implementation schedule that specifies a date certain by which any conditions must be satisfied;
  - Where the Executive Director conditionally recommends the approval of an Amended Petition for Plan Conformance, the recommendation shall specify which benefits, including planning grants and technical assistance, may be made available to the Petitioner and the conditions required to be fulfilled to receive such benefits.
- Next, the Executive Director will post the draft report on the Highlands Council website for a public comment period prior to the Highlands Council hearing. The Borough would like to aim to be placed on the Highlands Council's October 2017 agenda.
- The Highlands Council shall conduct such deliberations as needed and shall, within 60 days of the date of receipt of the final report, approve, reject, or approve with conditions the documents and any other aspects of the amended Petition as it deems appropriate. The Highlands Council decision shall be by resolution, with an opportunity for public comment. Nothing herein shall preclude an extension of the 60-day time period, by consent of the Petitioner.
- The Highlands Council shall adopt a memorializing resolution on each amended Petition for Plan Conformance providing its findings, conclusions, and final determination in the matter and a listing of any conditions pertaining thereto, a copy of which shall be provided to the Petitioner.
- The Executive Director shall provide public notice of any determination on the Highlands Council web site and shall publish any other notices as legally required.
- Following the Highlands Council approval, a new Supplemental Grant Agreement would be approved and issued, which would include the needed funding for the Center Plan and implementation.

- A new Implementation and Plan Schedule would also be issued that aligns with the new Supplemental Grant Agreement.

## APPENDIX: DOCUMENTS

Town of Clinton Water Report  
LBSA Report



July 18, 2017

**Via Electronic Mail (rphelan@clintonnj.gov) and Regular Mail**

Town of Clinton  
43 Leigh Street  
Clinton, New Jersey 08809

Attn: Richard D. Phelan  
Public Works/Business Administrator

Re: Town of Clinton, County of Hunterdon, State of New Jersey  
2017 Second Quarter Report  
Letter of Water Availability  
Our Project No.: SCE-3765

Dear Mr. Phelan:

**SUBURBAN CONSULTING ENGINEERS, INC. (SCE)** offers the following Letter of Water Availability to the Town of Clinton Water Department as a planning tool that may be used by interested parties requesting information of water availability.


The following water availability calculation has been based on a firm capacity calculation as defined by the NJDEP in N.J.A.C. 7:10-11.6(a), using a peak daily demand as defined herein and prescribed under N.J.A.C. 7:10-11.4(a)(7).

Water Availability as of June 30, 2017: **17,443 gallons per day (GPD)**

The above water availability determination is based on actual water system demand and supply conditions, and also incorporates all valid water reservations up to the date of this determination. Future water system reservation applicants are cautioned that the water availability described herein is subject to variation, and this letter in no way represents a commitment to serve or a guarantee of allocation for a project at the time of application for water reservation.

Should you have any questions, please feel free to contact our office. Thank you.

Very truly yours,  
**SUBURBAN CONSULTING ENGINEERS, INC.**



Andrew S. Holt, PE, PP, CME  
Water System Consulting Engineer

cc: Richard Cushing, Clinton Attorney (rcushing@gklegal.com)

FREY ENGINEERING, LLC, 1117 STATE HIGHWAY 31, SUITE 4, LEBANON, NJ 08833

LEBANON BOROUGH SEWERAGE AUTHORITY CAPACITY ANALYSIS - Last Revised 04.05.16 RLSA APRIL 2016 Flows, Capacity Compliance Analysis

	BLK LOT	MAILING ADDRESS	GPD WATER USAGE 2014, TOWN OF CLINTON	GPD CAPACITY ASSIGNED	GPD REQUIRED ALLOCATED REMAINING CAPACITY	STATUS OF USER
<b>RLSA PLANT ORIGINAL CONSTRUCTION ALLOCATION - 160,000 GPD</b>						160,000 GPD
<b>BELLEMEAD CORPORATE PARK</b>						<b>REMAINING REQUIRED ALLOCATED REMAINING CAPACITY BELLEMEAD CORP CENTER</b>
NJDEP CP-1 November 20, 1986 - Estimated @ 1.25 gpd/sf = 74,290 gpd. Estimated @ 0.065 gpd /sf = 37000. APPROVED						
TOTAL FOR ALL LOTS, Lots 1.01, 1.02, 1.03, 1.04 and 1.05 is 37,000 gpd. Marriot Hotel on Lot 1.06 approved under 2001 TWA for 9,375 gpd						
BELLEMEAD CORPORATION BLDG 1	BK 4, LOT 1.01	100 CORPORATE DRIVE	1,362	5,459	4,097	ONLINE PARTIALLY OCCUPIED
AQUA REALTY - BLDG 2	BK 4 LOT 1.02	200 CORPORATE DRIVE	6	5,459	5,453	ONLINE, LIMITED USE
BELLEMEAD CORPORATION BLDG 3	BK 4 LOT 1.03	400 CORPORATE DRIVE	0	7,976	7,976	7976 reserved VACANT, 12.24.14
BELLEMEAD CORPORATION BLDG4	BK 4 LOT 1.04	500 CORPORATE DRIVE	0	7,876	7,876	7876 reserved VACANT, 12.24.14
BELLEMEAD CORPORATION BLDG 5	BK 4 LOT 1.05	600 CORPORATE DRIVE	2,616	10,230	7,614	ONLINE OCCUPIED
MARRIOTT HOTEL	BK 4 LOT 1.06	300 CORPORATE DRIVE	8,315	9,375	1,060	ACTIVE, ON LINE, FLOW VARIES
KB TOYS - NOW PVI-WIP CLINTON LLC	BK 1 LOT 3	PVI-WIP, Clinton, LLC, 1 Main St.	1824	8000	6,176	Allocated 8,000 gpd, new owner PVI-WIP Clinton LLC, 1,824 gpd 12/29/2014
<b>ORIGINAL PLANT CONSTRUCTION - CONTRACTED AND REMAINING ALLOCATIONS TOTAL OUT OF 160,000 GPD</b>						<b>40,252 GPD</b>
<b>RLSA PLANT EXPANSION ALLOCATION - 80,000 GPD</b>						<b>80,000 GPD</b>
<b>SERRA, JODY</b>						<b>EXISTING USE ONLINE @ 280 GPD</b>
	BK 2 LOT 13	22 COKESBURY ROAD				ONLINE
		1117 RTE 31, LEBANON NJ	0	300	300	REQUESTED for office use under site plan
ARCHITECTURAL HOLDINGS LLC	BK 2 LOT 4.03	3 WERNER WAY	1,085	3,700	2,615	3700 reserved, 1010 gpd in 2014, 12/29/14
PARTIALLY OCCUPIED 50%		LEBANON NJ 08833				ONLINE
ARCHITECTURAL HOLDINGS LLC	BK 2 LOT 4.04	3 WERNER WAY	0	4,700	4,700	NOT ONLINE
						VACANT APPROVED LOT
PIZZO AND PIZZO - COAH BASED	BK 3 LOTS 1 & 3	152 UNITS CO.D 12/31/11	23,180	34,200	11,020	All units CO'd 97% occupied as of 12/2014, keep reserve
<b>Total flow capacity per NJDEP TWA and LBSA agreement is 34,200 gpd. Built out, 95% occupied average 2014</b>						
LEBANON PLAZA	BK 5 LOT 25	92 W MAIN ST, MENDHAM, NJ 0	1726	4800	3,074	4,800 Reserved, use 1726 gpd, 2014, 12.29.14
4,800 gpd, reserve agreement. Currently at 65% occupancy. Individually metered units						
<b>HEIGHTS AT LEBANON - KAPLAN</b>	<b>BK 10 LOT 2</b>	<b>433 RIVER RD</b>	<b>12,093</b>	<b>26,175</b>	<b>11,059</b>	<b>ONLINE</b>
<b>COAH UNITS BUILT OCCUPIED 02.13</b>		<b>HIGHLAND PARK NJ 08904</b>				<b>TWA agreement total 26,175 gpd</b>
HUNTERDON PLAZA	BLK 2 LOT 2	1386-90 RT 22	2,900	4,900	2,000	4900 RESERVED, use 2900 gpd, 12.29.14
						New Chinese Resatuant on line 11/14, 630 gpd ALLOCATED
CUTSHAW, FLEX WAREHOUSE	BLK 2 LOT 15	49 COKESBURY ROAD	0	300	300	SIGNED AGREEMENT, 08/08, FINAL CO 12/14
						CO'D 12/14 START FLOWS 2015
FR06, LLC	BLK 2 LOT 10	COKESBURY ROAD	0	300	300	VACANT, merged with 9, part of JDN agreement, not used yet.
<b>EXPANSION - CONTRACTED AND RMEAINING ALLOCATIONS TOTAL FOR LOTS OF RECORD UNDER DEVELOPMENT</b>						<b>35,368 GPD</b>

FREY ENGINEERING, LLC, 1117 STATE HIGHWAY 31, SUITE 4, LEBANON, NJ 08833





LEBANON BOROUGH SEWERAGE AUTHORITY CAPACITY ANALYSIS - Last Revised 04.05.16 RLSA APRIL 2016 Flows, Capacity Compliance Analysis

BLK LOT	MAILING ADDRESS	GPD WATER USAGE 2014, TOWN OF CLINTON	GPD CAPACITY ASSIGNED	GPD REQUIRED ALLOCATED REMAINING CAPACITY	STATUS OF USER
<b>LOTS WITH A CAPACITY NEED - ONSITE SEPTIC IN PLACE AT THIS TIME, VACANT LOTS OF RECORD NEAR SEWERS</b>			<b>REDEVELOPED LOTS ARE COVERED UNDER INFILL REQUIRED ALLOCATIONS FOR CAPACITY</b>		
SKUBERA, PETER & VICTORIA	BLK 8 LOT 9.09 3 NITZER AV L	0	300	300	ONSITE SEPTIC SEWER AVAILABLE
SKENE, WILLIAM & JUDITH	BLK 8 LOT 9.06 6 NITZER AV	0	300	300	ONSITE SEPTIC SEWER AVAILABLE
SCHWEITZER, DAVID & BARBARA	BLK 8 LOT 9.07 7 NITZER AVE	0	300	300	ONSITE SEPTIC SEWER AVAILABLE
CHRISTOFF, GEORGE	BLK 8 LOT 9.08 5 NITZER AV	0	300	300	ONSITE SEPTIC SEWER AVAILABLE
YOUNG, G. AND A.	BLK 2 LOT 5 MAIN STREET - LOCATED OFF I-78	0	300	300	VACANT 0.06 ACRES
RAPASON KAISER ASSOCIATES LLC	BLK 2 LOT 8 1360-1362 ROUTE 22 EAST	0	300	300	VACANT - LARGE WETLANDS, C-1 EXTENSION REQUIRED
LEBANON ANTIQUE CENTER	BLK 5 LOT 39 1 BLOSSOM HILL ROAD	0	3000	3,000	EXISTING LOT - NEEDS LINE EXTENSION EXTENSION REQUIRED
FREEDMAN GROUP	BLK 1 LOT 5 PROSTAK LANE	0	2000	2,000	Old Freedman Group Site Plan Area Sewer in Cokesbury Road
SPENCER FARM - PRESERVED LANDS	BLK 1 LOT 2 VOEGLTEN LANE	PRESERVED FARM WITH COTTAGES, NOT REACHABLE BY SEWER			
BANK OF AMERICA	BL 6 LOT 11 1313 ST HWY 22	0	2,400	2,400	Allocation for subdivision of lot for up to 19k office/retail space
1391 ROUTE 22 EAST LLC	BLK 2 LOT 3 1382 HWY 22			1,250	SUBJECT TO CAPACITY AGREEMENT/SITE PLAN GLADSTONE EQUITIES
<b>NJDEEP REQUIRED ALLOCATON OF CAPACITY FOR VACANT LOTS OF RECORD AND/OR EXISTING ONSITE SEPTIC SYSTEM USERS</b>				<b>10,450</b>	
<b>ASSIGNMENTS OF CAPACITY FOR LEBANON BOROUGH SEWERAGE AUTHORITY</b>				160,000	80,000
<b>GALLONS PER DAY</b>				ORIGINAL CAPACITY	EXPANSION CAPACITY
ENTLY NOT YET USED - BASED UPON OCCUPANCY AND/OR STATUS OF BEING ONLINE OR NO				40,252	35,368
VACANT LOTS OF RECORD AND/OR EXISTING ONSITE SEPTIC SYSTEMS THAT CAN BE SEWERED				0	10,450
SEWERAGE AUTHORITY RESERVE FOR INFILL AND RE-DEVELOPMENT OF EXISTING USER SITE				0	4,000
H (CAPACITY RESERVED FOR LOTS OF RECORD WITH POTENTIAL COAH NEEDS IF DEVELOPED) 12 - 2 bedroom units				0	2,700
<b>TOTAL OF ASSIGNED CAPACITIES REQUIRING RESERVATION OF CAPACITY</b>				<b>40,252</b>	<b>52,518</b>
AVERAGE DAILY FLOW FOR 2014-16 - BASED ON ACTIVE DAILY USERS FOR THE PREVIOUS 12 MONTHS MAY 15 2015 APRIL 2016 WITH I & I					134,374
BALANCE OF UNUSED FLOW BASED UPON 12 MONTH AVERAGE					105,626
CURRENT NJDEP THREE MONTH AVERAGE AS OF APRIL 2016					143,622
BALANCE OF UNUSED FLOW BASED UPON CURRENT NJDEP THREE MONTH AVERAGE					96,378
<b>CAPACITY ASSURANCE COMPLIANCE ESTIMATE (80% OF REGULATED FLOWS OF 240,000 GPD)</b>					<b>GPD</b>
COMMITTED REMAINING ALLOCATIONS BASED UPON BOROUGH NEEDS					92,770
BASE FLOW FOR LEBANON BOROUGH - USING WATER CONSUMPTION BILLINGS FROM TOWN OF CLINTON FOR PAST YEAR					116,600
LBSA CURRENT BASE FLOWS + COMMITTED ALLOCATIONS, WITHOUT I & I					209,370
LBSA AVERAGE 12 MONTH FLOWS with varying I & I + REQUIRED ALLOCATIONS					227,144
LBSA 80% CAPACITY LIMIT - START CAPACITY ASSURANCE PROGRAM					192,000
SEWERAGE AUTHORITY PROJECTED NEED FOR INFILTRATION AND INFLOW REDUCTION TO MEET COMPLIANCE - high to low annually 60k gpd					30,630
TOTAL POTENTIAL FLOW INCLUDING ESTIMATED I & I, 2014 WATER USAGE AND REMAINING REQUIRED ALLOCATIONS					240,000
MAXIMUM INFILTRATION AND INFLOW BASED UPON DIFFERENCE IN HIGH AND LOW MONTHS OF FLOW OVER 12 MONTHS					48,902
AVERAGE INFILTRATION AND INFLOW BASED UPON DIFFERENCE BETWEEN LOW MONTH AND AVERAGE OF PREVIOUS 12 MONTHS					12,858
AVERAGE ANNUAL DAILY INFILTRATION AND INFLOW WITH HIGH AND LOW MONTH LEFT OUT					10,539
<b>80% CAP CAPACITY ANALYSIS FOR TWA PERMITTING BASED UPON 3 MOST RECENT MONTHS OF FLOW</b>					<b>60%</b>

# Borough of Lebanon Highlands Center

Figure 1 - Center Boundary

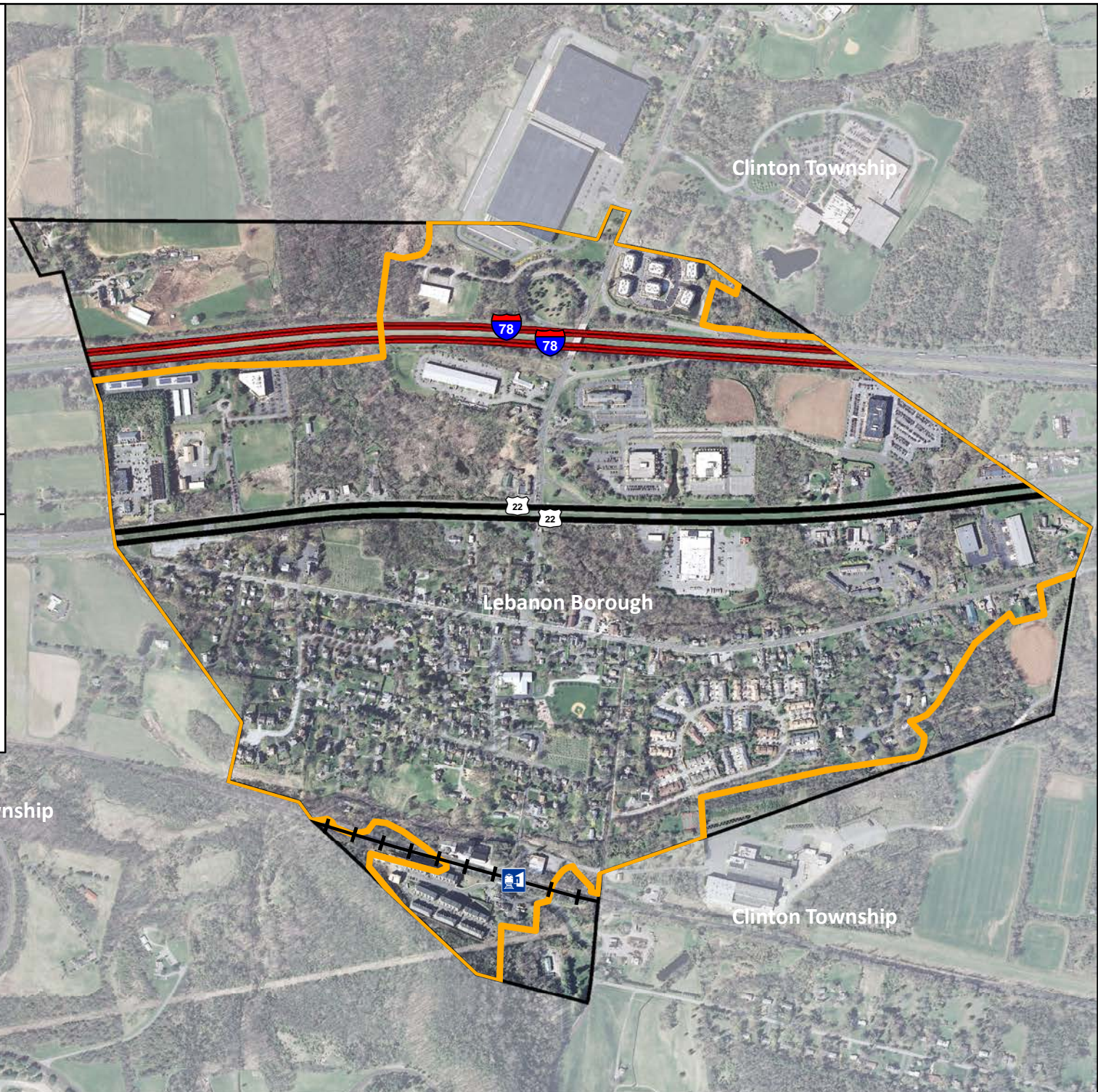
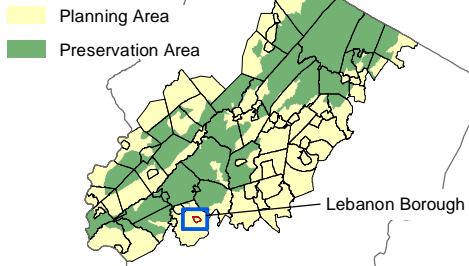
## Legend

-  Train Station
-  Rail Lines
-  Center
-  Municipal Boundary

0 0.075 0.15 0.3 Miles

N




## Highlands Region



# Borough of Lebanon Highlands Center

Figure 2 - Land Use Capability Zones

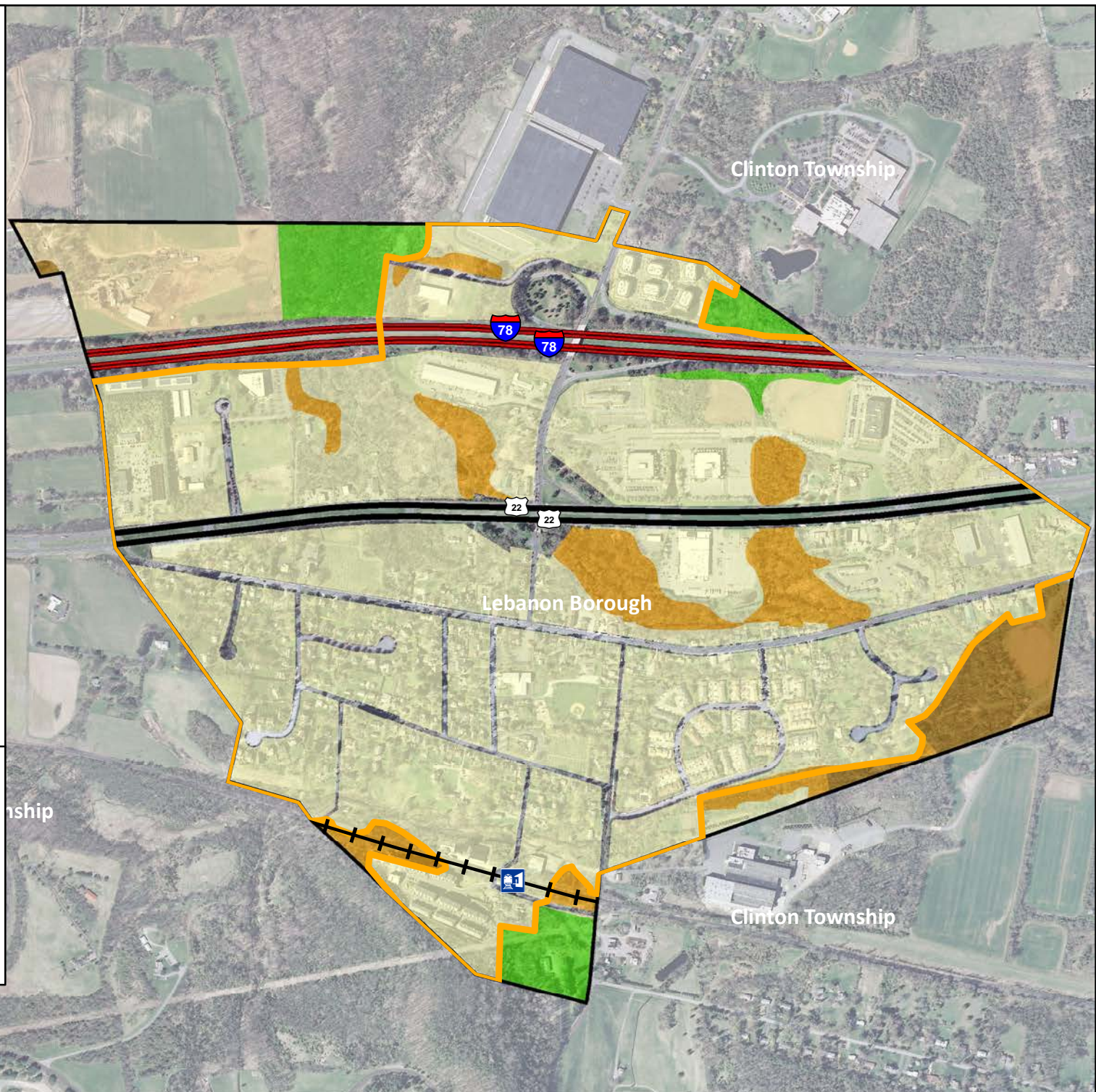
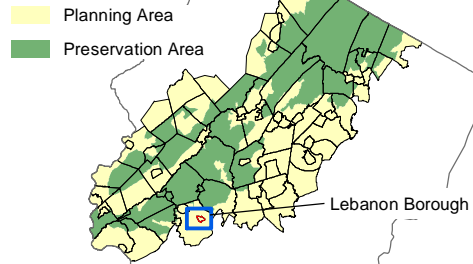
## Legend

-  Train Station
-  Rail Lines
-  Center
-  Municipal Boundary
- Land Use Capability Zone**
-  Existing Community Zone
-  Existing Community Environmentally Constrained Subzone
-  Conservation Zone
-  Protection Zone
-  Conservation Environmentally Constrained Subzone

0 0.075 0.15 0.3 Miles



### Highlands Region



# Borough of Lebanon Highlands Center

Figure 3 - Highlands Resource Areas



## Legend

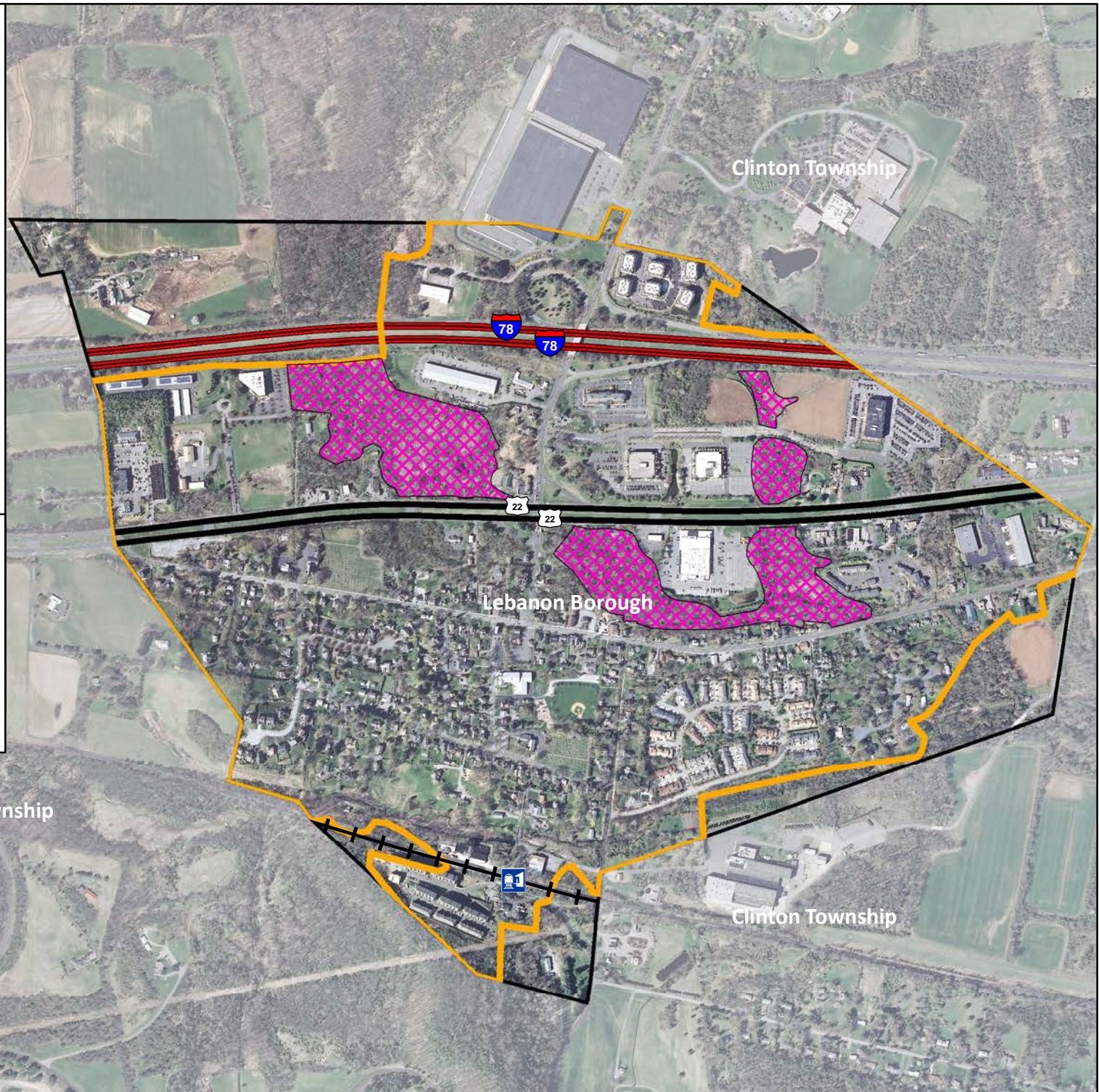
-  Train Station
-  Rail Lines
-  Highlands Resource
-  Center
-  Municipal Boundary

0 0.075 0.15 0.3 Miles

N

## Highlands Region


-  Planning Area
  -  Preservation Area
- Lebanon Borough



# Borough of Lebanon Highlands Center

Figure 4 - Historic Districts

## Legend

 Train Station

 Rail Lines

 Center


 Municipal Boundary


 Historic Districts

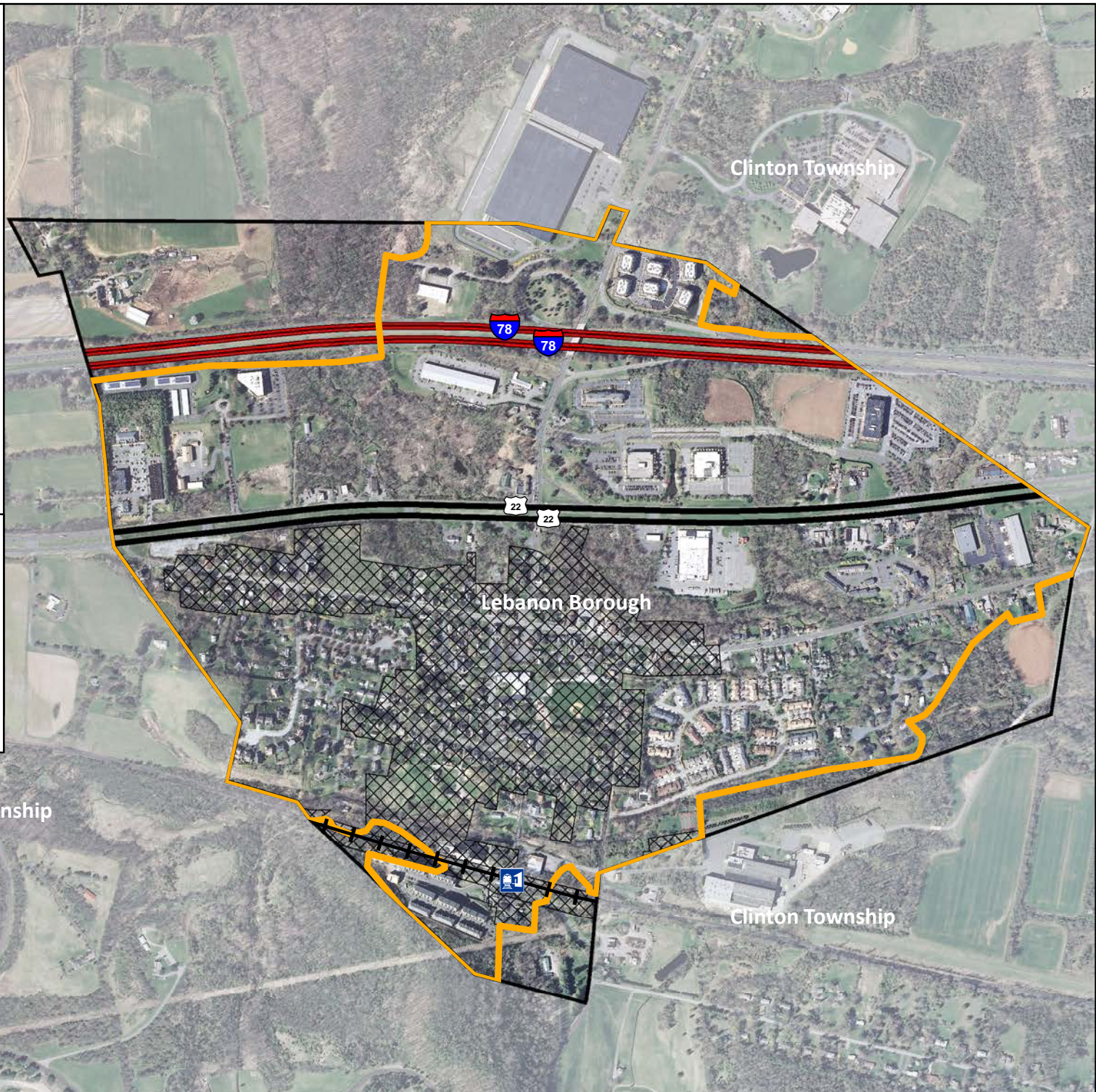
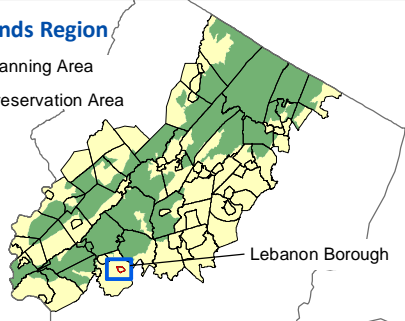
0 0.075 0.15 0.3 Miles

N

## Highlands Region

 Planning Area






 Preservation Area



# Borough of Lebanon Highlands Center

Figure 5 - Streams

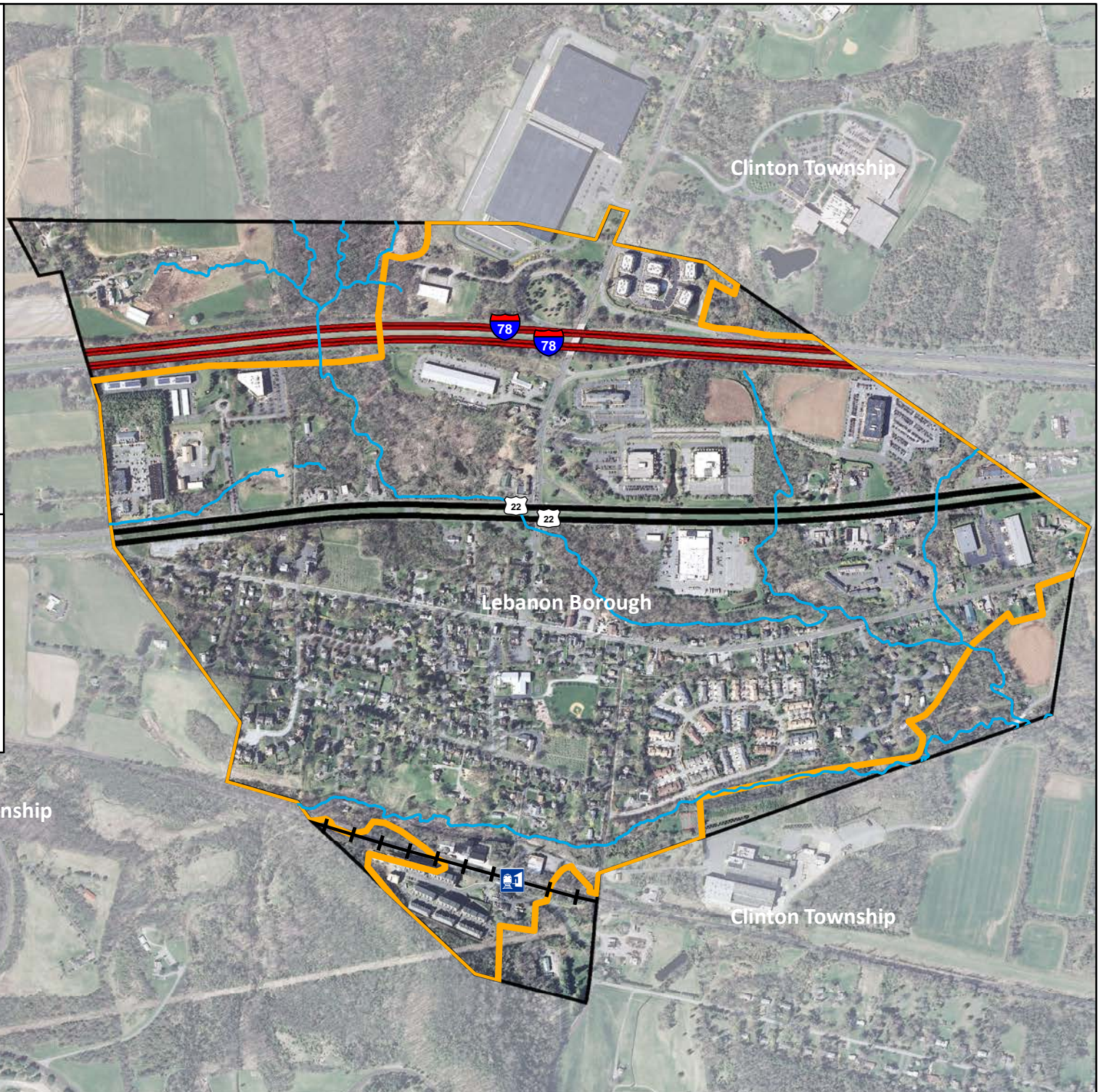
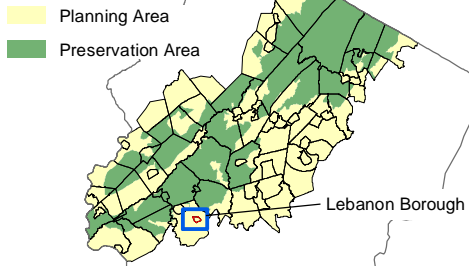
## Legend

-  Train Station
-  Rail Lines
-  Streams
-  Center
-  Municipal Boundary

0 0.075 0.15 0.3 Miles

N

### Highlands Region



**BOROUGH OF LEBANON, HUNTERDON COUNTY, NEW JERSEY  
HIGHLANDS IMPLEMENTATION PLAN AND SCHEDULE**

AGA #	Task	FY2018 (current)	FY2019	FY2020	Total	Completion Date	Status and Comments
<b>7</b>	<b>Housing Element &amp; Fair Share Plan</b>						
	a. Module 2 update					4/1/2016	Completed
	b. Fair Share Plan (Mod 3)	\$12,500			\$12,500		extension req to 12/31/17
	c. Module 7 update					5/20/2016	Completed
<b>2</b>	<b>Highlands Environmental Resource Inventory</b>					7/1/2016	completed, remainder to center plan
<b>3</b>	<b>Municipal Master Plan</b>						
	a. Master Plan Reexamination Report						Completed, remainder to center plan
	b. Highlands Element of Municipal Master Plan						to be completed w/center plan
11	c. Land Use Inventory					5/1/2017	Completed May 2017, remainder to center plan
	<b>Municipal Master Plan Elements</b> (as applicable)						
	g. Sustainable Economic Development Plan Element						See Center Plan
<b>10</b>	j. Septic System Yield Allocation						Reallocated to center plan
<b>4</b>	<b>Highlands Land Use Ordinances</b>						
<b>1</b>	a. Planning Area Petition Ordinance					8/17/2011	Completed
	b. Highlands Municipal Referral Ordinance					11/22/2017	Completed
	c. Highlands Area Land Use Ordinance						Reallocated to center plan
	d. Zoning Map Update/Vacant Lands Adjustment	\$5,000			\$5,000	Partial	Vacant Land Adjustment Completed
	f. Center Designation Feasibility Study	\$9,000			\$9,000	8/9/2017	Completed 8/24/17
	<b>Resource Management Plans and Programs</b>						
	a. Water Use and Conservation Management Plan		\$20,000		\$20,000		New task, need SOW
<b>12</b>	c. Stream Corridor Protection/Restoration Plan			\$30,000	\$30,000		New task, need SOW
<b>6</b>	d. Wastewater Management Plan		\$5,000		\$5,000		Increased from \$3500
<b>9</b>	g. Scenic Resource Management Plan						Reallocated to center plan
	h. Municipal Stormwater Management Plan		\$15,000		\$15,000		Need SOW
	<b>Highlands Center Planning and Petition</b>						
	a. Highlands Redevelopment Area Planning	\$18,000			\$18,000		Supports future center plan
	b. Sustainable Economic Development Planning	\$20,000			\$20,000		New task, need SOW
	c. Center Plan	\$25,000	\$25,000		\$50,000		New task, Final SOW needed
	d. Implementing Ordinances for Center and Master Plan Element			\$5,000	\$5,000		New task
<b>8</b>	<b>Training</b>	\$1,500	\$1,250		\$2,750		As needed
<b>Total</b>		<b>\$91,000</b>	<b>\$66,250</b>	<b>\$35,000</b>	<b>\$192,250</b>		



**CHRIS CHRISTIE**  
*Governor*

**KIM GUADAGNO**  
*Lt. Governor*

## State of New Jersey

Highlands Water Protection and Planning Council  
100 North Road (Route 513)  
Chester, New Jersey 07930-2322  
(908) 879-6737  
(908) 879-4205 (fax)  
www.nj.gov/njhighlands



**JIM RILEE**  
*Chairman*

**MARGARET NORDSTROM**  
*Executive Director*

### MEMORANDUM

**To:** Plan Conformance Committee  
**From:** Margaret Nordstrom, Executive Director  
**Subject:** Committee Meeting Minutes– December 7, 2017  
**Date:** December 21, 2017

A Plan Conformance Committee meeting was held on Thursday, December 7, 2017 at 2:30pm in the Highlands Council office in Chester. Committee Members Richko, Vohden, and Tfrank (via phone) participated.

Staff Members present: Margaret Nordstrom, John Maher, James Humphries, Maryjude Haddock-Weiler, Keri Green, Carole Ann Diction, and Annette Tagliareni.

Also, present: Nicholas Kant, Assistant Counsel, Governor's Authorities Unit

#### Borough of Kinnelon

Ms. Nordstrom started the meeting by explaining that Council staff has a meeting with the NJDEP next week regarding the scheduling of the Kinnelon project.

Mr. Humphries then gave a brief project overview via a PowerPoint presentation and noted that:

- The project will consist of athletic fields, shelter and community center.
- Kinnelon has an approved petition for both the Planning and Preservation Areas.
- 97.4% of the Borough is located in the Preservation Area.
- The project is 10.6 acres in the Preservation Area.
- Existing Community Environmentally Constrained Subzone, with small portions of Existing Community Zone.
- 5 acres of total disturbance (1.35 acres of impervious) and 5.6 acres to be permanently preserved.

Mr. Humphries then gave an overview of the jurisdictional process for the project:

- NJ Attorney General's Office – takings finding
- NJDEP – HPAA w/ takings waiver and Water Quality Management Plan (WQMP) Amendment
- Highlands Council – Capital Project Review (N.J.S.A. 13:20-16)
  - Comment on NJDEP HPAA
  - Comment on NJDEP WQMP Amendment

Mr. Humphries gave an overview of a Highlands Capital Project Review:

- As noted in the Highlands Act (N.J.S.A. 13:20-16) – within the Preservation Area, any capital or other project of a State of local government that involves the ultimate disturbance of 2 acres or more of land or a cumulative increase in impervious surface by 1 acre or more shall be submitted to the Council for review. No such project shall proceed without the approval of the Council.

Mr. Humphries lastly explained a Highlands Council Waiver as noted in Regional Master Plan (RMP) Goal 7G2: A waiver may be issued by the Highlands Council on a case-by-case basis:

- if determined to be necessary in order to protect public health and safety;
- for redevelopment in certain previously developed areas as identified by the Highlands Council; or
- in order to avoid the taking of property without just compensation.

Mr. Humphries noted that the property is currently owned by a church, and Council staff will provide more details at a future committee meeting.

The following representatives from the Borough of Kinnelon attended the meeting:

- Mayor Robert Collins
- Linda Glosinski, Land Preservation Specialist (The Land Conservancy of New Jersey)
- Tom Boorady, Borough Engineer (Darmofalski Engineering Associates, Inc.)

Mayor Collins of Kinnelon Borough spoke about the project. He noted that the project is something the community needs and wants. The church property is the only suitable property for this project. After Superstorm Sandy, the Borough felt an urgent need to move forward with the church property to provide a multi-functional facility for the Borough to be used for emergency shelter, as well as provide recreational space for members of the community.

Ms. Glosinski then gave a brief overview of the application. Ms. Glosinski noted that the Borough and church submitted their application for a Highlands Preservation Area Approval (HPAA) with takings waiver to the NJDEP in May 2017.

**Project Needs:**

- Emergency Shelter (Sandy: many homes without power or water for extended period of time. No facility in town to house affected residents.)
- Community Center - Location for public events and recreational activities

- Additional Recreational Fields - Noted as far back as 1958 Master Plan - Current fields limited and heavily used.

It was noted that 97% of the Borough is located in the Highlands Preservation Area. No other suitable properties exist in the Borough for this project.

**Project Highlights:**

- Subject property bordered by residential areas and existing recreational facility.
- Roughly half the parcel will remain undeveloped.
- Proposed project includes:
  - Kinnelon Community Center and Shelter building (LEED certified per architect)
  - Natural grass turf multipurpose field
  - Appurtenant field structures
  - Parking facilities and stormwater management facilities.
- Site layout, including building location and position, parking/driveway layout, and field location/orientation are designed to minimize earthwork and disturbances.
- Stormwater: utilizing low impact development and maximizing infiltration beyond RMP requirements

**Site Selection:**

- Rationale for selected site:
  - Proximity to the current Borough ballfields
  - Large enough to accommodate project
  - Does not impact wetlands, riparian corridors and other environmentally sensitive lands
  - Willing seller

**Mitigation Parcel:**

- 63 Acre mitigation property acquired specifically for mitigation of the project.
- Reduces impact from 50%(5 acres of 10 acre property disturbed), to approximately 7% (5 acres of 72 acres preserved).
- Mitigation parcel has high ecological value and function; compensates at 12:1 ratio
- Proximity to other preserved lands maintains habitat integrity

The next steps and roles are as follows:

- Committee reviews consistency findings of staff
- Committee makes recommendation to Council
- Council votes on Capital Project Review

The NJDEP HPAA with takings waiver and Attorney General (AG) finding of a takings are required before this process can begin.

The committee members asked many questions regarding the project. Mr. Humphries noted that the project will come back to the committee again, once the takings waiver is completed.

Member Tfrank had questions regarding the chemicals used to maintain the new fields, the importance of having an ordinance in place, LEED certification, and impervious surface. Overall Member Tfrank felt it was a very well thought-out project.

Member Vohden emphasized that this project will come back to the committee once NJDEP and AG's review before going to the full Council.

Member Richko noted that Council is concerned about any kind of development in the Preservation Area, but he noted that the Borough of Kinnelon is a good steward for land preservation and has a good reputation of such.

*This portion of the meeting ended at 3:17pm.*

#### Lebanon Borough Amended Petition for Plan Conformance:

Mr. Humphries gave an update regarding Lebanon Borough's Amended Petition for Plan Conformance in the Planning Area via a PowerPoint presentation. It was noted that the Borough came to Council staff to amend their Petition in the Planning Area to incorporate a Highlands Center Designation. Ms. Nordstrom added that center designation is voluntary and the Borough came to us requesting it.

A public comment period was held between September 15-29, 2017. Two comments were received with four topics addressed in comments.

1. The Center Boundary is not consistent with the Regional Master Plan.
2. Center designation will not protect sensitive Highlands resources.
3. Center designation will not protect Lebanon Borough's Historic Districts.
4. Center planning should consider appropriate areas for economic development and planning for appropriate infrastructure.

Responses were discussed for each topic area and maps were provided for illustration.

#### Center Boundary

- Center Boundary has been amended.
  - Reduced from 0.802 square mile to 0.753 square mile to further emphasize the resource protections in the RMP.
- RMP encourages designation of Highlands Centers in alignment with the State Plan. Lebanon Borough is included in the State Plan as part of a larger proposed center (Clinton Area Regional Center).
- Center Boundary is consistent with RMP Goal 6K and Policy 6O2.

#### Highlands Resource Areas

- Center Boundary has been reduced to exclude areas of RMP Protection and Conservation zones.
- Borough has designated environmentally sensitive areas as Highlands Resource Areas (HRAs), in order to more explicitly depict where enhanced planning shall occur to be protective of these resources.

- Highlands resources that remain within the proposed Center will be protected in the same manner as equivalent resources outside of the Center.

#### Historic Districts

- Lebanon Historic District is listed with the State Historic Preservation Office (SHPO) and the National Register of Historic Places (2009).
- Historic Districts remain within the Center Boundary.
- Center Planning shall include enhanced protection of the historic resources within the Center.
- Center Planning shall be consistent with RMP Policy 4A4.

#### Infrastructure Capacity and Planning

- Infrastructure to support new development or redevelopment shall be evaluated through planning for water supply, wastewater management, water use and conservation management and stormwater management.
- Center Planning shall be consistent with RMP Goal 2K and Objectives 2J4c and 2K3e.

In conclusion, the Amended Petition for Plan Conformance in the Planning Area:

- Advances the goals, policies and objectives of the RMP.
- Enhances areas of the Borough that are appropriate for development, redevelopment and infill development.
- Encourages economic development within the Borough where access to water, sewer, rail and transportation infrastructure currently exists.
- Continues to protect important Highlands Resources and Resource Areas.

Member Richko asked if the Council would see specific planning. Ms. Green responded that the specific planning will occur over a span of at least two years during the development of the Center Plan.

Ms. Nordstrom asked for a motion to bring this project to the full Council.

Member Vohden made a motion and Member T'fank seconded it. All were in favor, but Member Richko noted the transition in January. Ms. Nordstrom responded that she anticipates bringing Lebanon Borough's Amended Petition to Council in February, at the earliest.

*The meeting was adjourned at 3:33pm.*



**CHRIS CHRISTIE**  
*Governor*

**KIM GUADAGNO**  
*Lt. Governor*

## State of New Jersey

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**JIM RILEE**  
*Chairman*

**MARGARET NORDSTROM**  
*Executive Director*

### MEMORANDUM

**To:** Plan Conformance Committee

**From:** Margaret Nordstrom, Executive Director

**Subject:** ~~Committee~~ Meeting Minutes– September 13, 2017

**Date:** September 18, 2017

A Plan Conformance Committee meeting was held on Wednesday, September 13<sup>th</sup> at 2:30pm in the Highlands Council office in Chester. Committee Members Richko and T'fank attended (via phone).

Staff Members present: Margaret Nordstrom, John Maher, James Humphries, Maryjude Haddock-Weiler, Keri Green, and Annette Tagliareni.

Also, present via phone: Nicholas Kant, Assistant Counsel, Governor's Authorities Unit

#### Upcoming projects

Ms. Nordstrom updated the committee on projects in the Borough of Kinnelon and Township of West Milford. Currently, Kinnelon is waiting for a Highlands Preservation Area Approval (HPAA) with takings waiver from the New Jersey Department of Environmental Protection (DEP). Council staff anticipates scheduling a Plan Conformance meeting in early 2018 to review the project.

The West Milford project is a brownfield Highlands redevelopment area designation (old gas station). Council staff is currently waiting for documentation from the DEP and Council staff anticipates reviewing the project with the committee in the near future.

#### Lebanon Borough Amended Petition for Plan Conformance:

Mr. Humphries gave an overview of Lebanon Borough's Amended Petition for Plan Conformance in the Planning Area via a draft PowerPoint presentation. Staff noted that the Borough's Plan Conformance Petition was approved by Council in November 2010. Ms. Green, Highlands staff liaison for Lebanon, noted that the Borough recently hired a new consultant. Due to this change,

the Borough has completed their Master Plan Reexamination Report, Highlands Referral Ordinance, Environmental Resource Inventory, and Highlands Center Feasibility Study in the past year. The Borough's Wastewater Management Plan is in progress.

After the presentation, Member Richko asked how much development the Borough plans. Mr. Humphries responded that the Borough plans to develop/redevelop commercial property and affordable housing all of which has access to two major highways and NJ Transit train service. Mr. Humphries added that due to existing wastewater and sewer service, the Borough has the capacity to develop/redevelop without impacts to Highlands resources and also by following the goals, policies and objectives of the Regional Master Plan.

Ms. Nordstrom read from the Highlands Center Designation Feasibility Study (page 13) on the Borough's goals:

1. Increase the potential for redevelopment along the Route 22 corridor.
2. Encourage economic development within the entire Borough, while protecting the environmental resources that exist within the community.
3. Provide opportunities to construct mixed-use developments to make the Borough a destination for surrounding communities.
4. Provide a catalyst for the renaissance of the corporate office park and redevelopment it for the twenty-second century.
5. Enhance the aesthetics of the commercial areas within the Borough.
6. Encourage building owners to preserve the architectural integrity of historic buildings.
7. Strategically provide for recreation facilities within close proximity to existing and future residential areas to ensure residents are able to walk to parks and open spaces.
8. Achieve a safe means for residents, especially school-aged, to safely cross Route 22.
9. Encourage and support the construction of a park-and-ride/bus terminal facility near the interchange to decrease vehicular trips on the State highways.
10. Encourage and support the construction of the omitted ramps to create a full interchange at Exit 20.

Member Tfrank asked if the Borough has a plan to protect the resources. Mr. Humphries responded that the Borough will adopt ordinances to protect Highlands resources as part of its Amended Petition for Plan Conformance and Highlands Center Designation.

Member Richko asked if there are any streams/waterways that could affect the Highlands Center Designation. Council staff will add a resource map to the presentation, which will show any streams/waterways and state how they will be protected.

In closing, Ms. Nordstrom noted that Lebanon Borough's Amended Petition for Plan Conformance will move to Council for consideration.

*The meeting was adjourned at 2:46pm.*