

## ***Plan Endorsement Draft Report for Toms River Township***



New Jersey Department of State  
Office for Planning Advocacy  
11/15/2016

This document is a draft recommendation report prepared by the Office for Planning Advocacy (OPA) as staff to the State Planning Commission (SPC) subject to change based on the continued input of our partner agencies, Toms River Township and members of the public. OPA reserves the right to edit this document and the accompanying PIA prior to the presentation of the recommendation at the Plan Implementation Committee (PIC) and again before the State Planning Commission (SPC). Should edits be made up to that point or during either meeting, an updated document will be posted on the OPA website ([www.njsmartgrowth.com](http://www.njsmartgrowth.com)), with edits highlighted accordingly. Notification of such posting will be sent via e-mail to the list of interested parties maintained by OPA. Interested parties may register with OPA to receive notifications of SPC meetings, hearings or other matters regarding petitions for Plan Endorsement by providing contact information, including name, organization, address and e-mail address to [osgmail@sos.state.nj.us](mailto:osgmail@sos.state.nj.us).

The detailed Toms River Smart Growth Plan can be found here:

Draft Smart Growth Plan, July 2016 2013:

[http://www.tomsrivertownship.com/components/com\\_rseventspro/assets/images/files/SmartGrowthPlan.pdf](http://www.tomsrivertownship.com/components/com_rseventspro/assets/images/files/SmartGrowthPlan.pdf)

Adopted Master Plan, October 25, 2006, Updated May 2009:

<http://tomsrivertownship.com/index.php/component/rsfiles/download?path=EngineeringCommunityDev%2FMaster-Plan.pdf>

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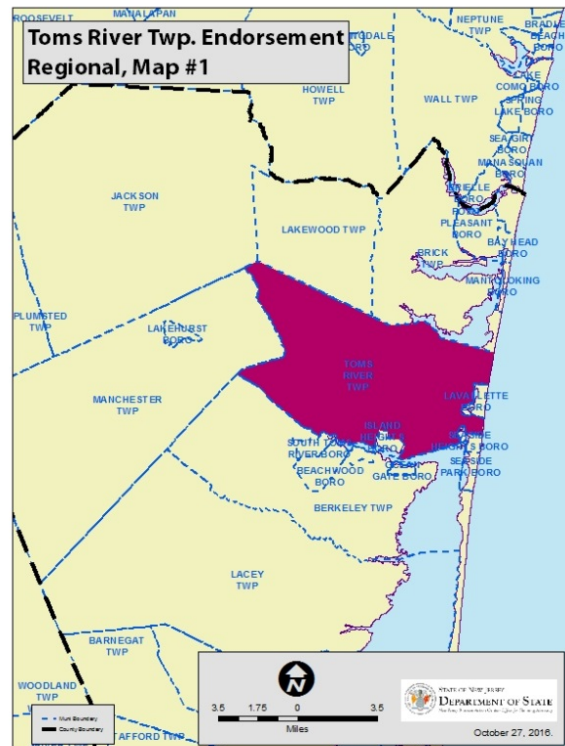
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## INTRODUCTION

The Township of Toms River is seeking Plan Endorsement from the State Planning Commission (SPC). This report contains findings and conclusions concerning consistency of the Township's plans with the State Development and Redevelopment Plan (State Plan). The review of the petition is based on information submitted by the petitioner and information otherwise available to the Office for Planning Advocacy (OPA). One of the reasons they are seeking Plan Endorsement (PE) is to work with the State to ensure that their growth management plan, the Toms River Smart Growth Plan (SGP) is acknowledged as a way for them to effectively manage their growth as they rebuild after Superstorm Sandy and continue to build to accommodate the continued growth in the community.

Adopting a resolution in support of PE of their plans will demonstrate that they are taking appropriate steps to plan for the growth while also taking steps to respect the sensitive coastal area. The SGP and Plan Endorsement are initial steps for the Township to address its growth. They are currently working to integrate the SGP as the update their Master Plan and seek to implement the details of the plan to maintain the balance between growth, protection and quality of life. Subsequently they will seek CAFRA consistency to further their smart growth and sustainability planning.



## **BACKGROUND**

Toms River Township (hereafter Toms River or Township) initiated the Plan Endorsement process when it was known as Dover Township with a pre-petition meeting on June 6, 2005 and formally submitted a petition for Initial Plan Endorsement that was found complete prior to March 15, 2006. After a municipal ballot question in November 2006, the name of the Township formally became the Township of Toms River.

The SPC and Toms River signed a Memorandum of Understanding (MOU) and Action Plan dated May 23, 2006 to formally continue the process and address outstanding issues raised in the Consistency report also dated May 23, 2006.

Since Toms River submitted their petition in 2006, they have been working to address issues raised in the original Action Plan to complete PE. During that time they have conducted public outreach and develop different plans. Public meetings concerning the vision of the PE petition have been held from 2006 and continued with the development of the SGP and the revision of the Master Plan that is underway. The Toms River Smart Growth Management Plan was completed in July of 2016 and final version adopted by the Township in November 2016.

The Zoning Map was revised on July 18, 2014 by ordinance to be consistent with the revised sewer service area and wastewater management plan. The revised zoning map also laid the foundation for the 2016 SGP which addresses where growth should occur while being mindful of the need to sustainably plan and preserve.

Under the State's Coastal Zone Management rules, adopted pursuant to the Coastal Area Facility Review Act (CAFRA), in February 2000, the New Jersey Department of Environmental Protection (DEP) adopted coastal centers which included a portion of Toms River known as the Toms River Coastal Regional Center. Approximately 26,497 acres or 99% of the Township is regulated by CAFRA's rules. CAFRA seeks coordination with the State Plan and requires that CAFRA communities receive PE and Center designation as the first step in determining CAFRA consistency to extend an existing center or to create new ones. This means that before Toms River can seek a determination from DEP for CAFRA consistency, they must receive PE and the State Plan Map needs to be amended with the revisions to the Centers, Cores, Nodes and Planning Areas.

	Toms River Township	Ocean County	New Jersey
Land area (sq mi)	41.81	640.84	7,417
Population	91,239	576,567	8,791,894
Households	34,760	221,111	3,214,
Average Household Size	2.58	2.58	2.68
Average Family Size	3.10	3.16	2.59
Population Density (Persons/Sq. Mile)	2,182	917	1,195
Housing Units	43,334	278,052	3,553,562
Home Ownership Rate	82.2%	81.1%	65.4%
Vacancy Rate	18.9%	20.5%	9.5%
Median Household Income	\$72,939	\$61,839	\$72,062
Per Capita Income	\$35,759	\$30,951	\$36,359
Poverty Rate	26.8%	27.4%	30.4%
Unemployment Rate (NJDOL 2014.)	5.6%	5.9%	6.4%
Sources: US Census Bureau, NJDOL; Data from Decennial Census and ACS unless otherwise noted			

## CHRONOLOGY

Event(s)	Date	Notes
Original PE Petition Submitted	2005	Withdrawn
PE Restarted	April 27, 2006	
Master Plan	August 1, 2006	
Consistency Review and MOU Signed	May 23, 2006	By State Agencies
Ocean County - Future Wastewater Service Area (FWSA)	6/2012-Submitted to DEP 2/2013-Adopted by DEP	
Community Visioning for PE	2014 - 2016	More than 10 conducted for SGP
Strategic Recovery Planning Report	July 2014	(SRPR)
Ocean County Water Quality Management Plan (WQMP)	Adopted by DEP, December 2015	Includes Toms River chapter
Housing Element	December 2015	
Natural Resource Inventory	June 2016	Adopted
Toms River Smart Growth Plan (SGP)	June 2016, Revised November 2016	Submitted to OPA
Downtown Circulation Plan	July 2016	
Community Vulnerability Assessment Plan	August 2016	
Master Plan & SGP	November 29, 2016	SGP and Map adopted as an amendment
PIC APPROVAL	??? 2016	



## PUBLIC PARTICIPATION

More than 10 public meetings were held to develop the community vision for the SGP and the Master Plan since 2014.

The Township seeks to achieve an overall balance between the preservation of its natural resources and its residential and economic development in a manner that is resilient to natural disasters, through smart growth planning of well-designed and context-sensitive land development. In order for Toms River Township to continue to be a desirable place to live and work, the municipality should:

- Encourage growth and development in appropriate locations and consistent with established land uses.
- Encourage development and redevelopment based on smart growth planning principles, such as a balanced mix of land uses, pedestrian-friendly and transit-oriented environments with a sense of place
- Strengthen the downtown area as a center of commerce and community focus through encouragement of the continued development and redevelopment of the downtown
- Provide sufficient educational, recreational, and community facilities to meet future needs
- Provide, through zoning, areas for residential development to meet the need for housing, including affordable housing, and promote a variety of housing types
- Encourage Redevelopment of the Ciba Geigy property in line with the Lakehurst-Toms River Route 37 Economic Vision Plan to create employment opportunities for Toms River residents and the region.

Consistent with this vision, Toms River's Smart Growth Plan seeks to create a balance between growth and preservation strategies to improve communities, enhance transportation options, and create economic opportunity. The plan also strengthens community, promotes sustainable development policies, preserves open space and promotes environmental protection in a comprehensive planning framework.

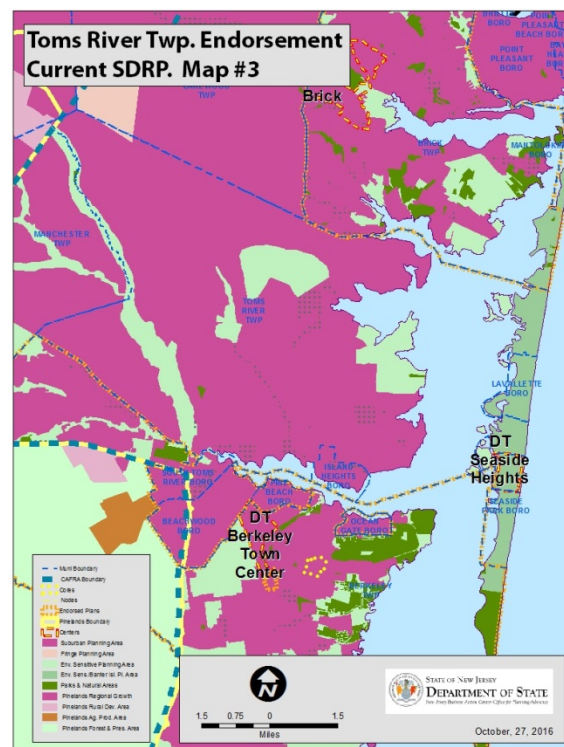
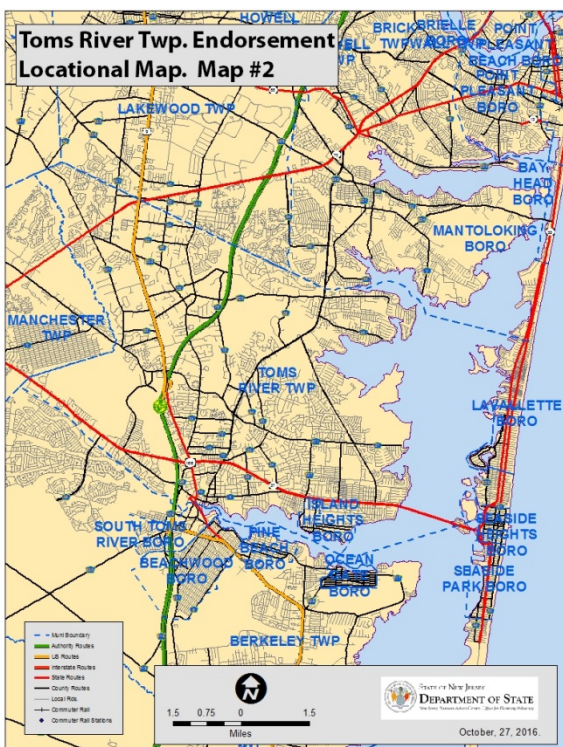
## LOCATION & REGIONAL CONTEXT

Toms River Township (formally Dover Township) is located in the Northeastern portion of Ocean County. The Township of approximately 41 square miles is bordered by Lakewood and Brick Townships to the North, Berkley and some smaller municipalities to the South and the Atlantic Ocean and other shore communities to the east. The Garden State Parkway and Route 9 run north and south through the Township making it approximately 60 miles south of New York City and 50 miles north of Atlantic City. Philadelphia is approximately 50 miles west of Toms River. According to the 2006

Master Plan, it lies adjacent to the Atlantic Ocean and has approximately 107.2 linear miles of tidal water along the Atlantic Ocean, bay frontage, lagoons, and rivers.

Toms River Township's location on the Atlantic Ocean attracts tourists and residents. Toms River Township is home to the Ocean County College (OCC) campus and Kean University has opened a satellite campus at the OCC in the Gateway Building, Community Medical Hospital, Health South Garden State Rehabilitation Hospital and Ocean County Mall. The Township also boasts an historic downtown region, bus terminal, public beaches, and boardwalk. Downtown Toms River serves as the Civic Hub for Ocean County.

As a gateway to many of the other shore communities located on the Atlantic Ocean, Toms River Township serves as the place for travelers to stock up on the supplies on the mainland.



The waterfront of the Toms River, bay front and inlets are perfect for water and boating enthusiasts. Portions of the Township crosses the Barnegat Bay is on the Barnegat Peninsula. The barrier island areas are known as Dover Beaches North and Dover Beaches South. Chadwick Beach is located in Dover Beaches North and Ortley Beach is Dover Beaches South.

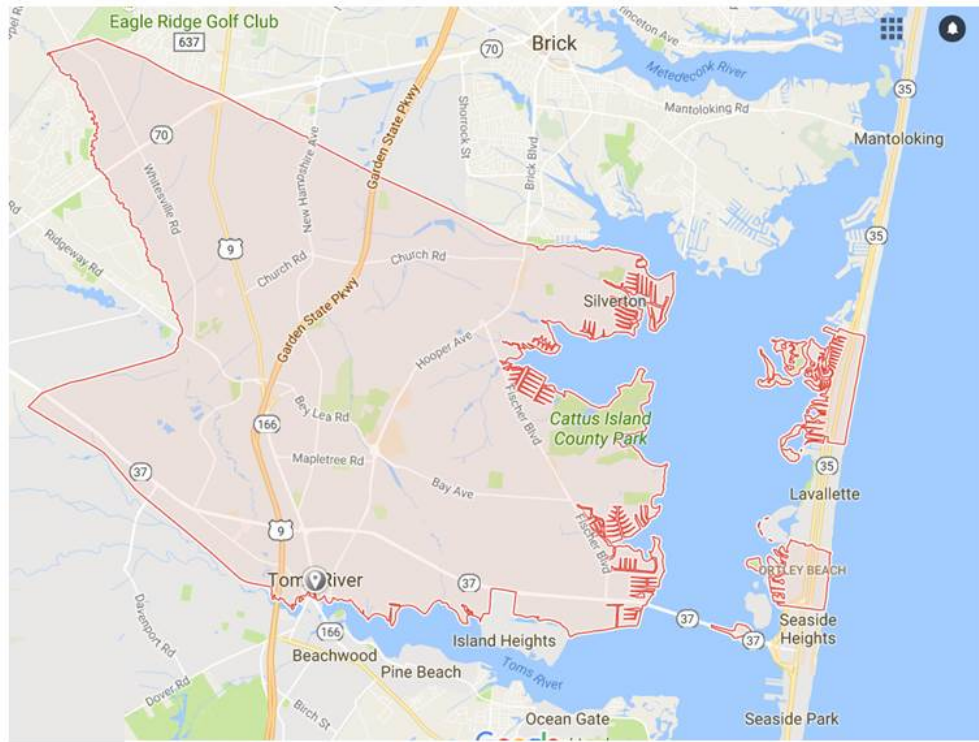
Two significant landmarks found in Toms River are the Cattus Island County Park and its historic Downtown. In the 530 acre park there are nature trails, scenic boardwalks, birding, photography, cross-country skiing, picnic area, playground, scenic overlooks, and an environmental center.

The Township is a coastal community that has experienced frequent major flooding events, and is increasingly vulnerable to rising sea levels, more frequent and greater intensity hurricanes and tropical storms, and more frequent coastal flooding and erosion. In 2012 Superstorm Sandy caused....

The current State Plan Map (Map) shows 82% of the Township's 26,483 acres as PA 2 or Suburban Planning Area. The Environmentally Sensitive Barrier Island is 930 acres with 3,629 acres as Environmentally Sensitive and 41.7 acres shown as Fringe. The remaining 31.6 acres is depicted as Parkland on the Map.

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## Key Locations

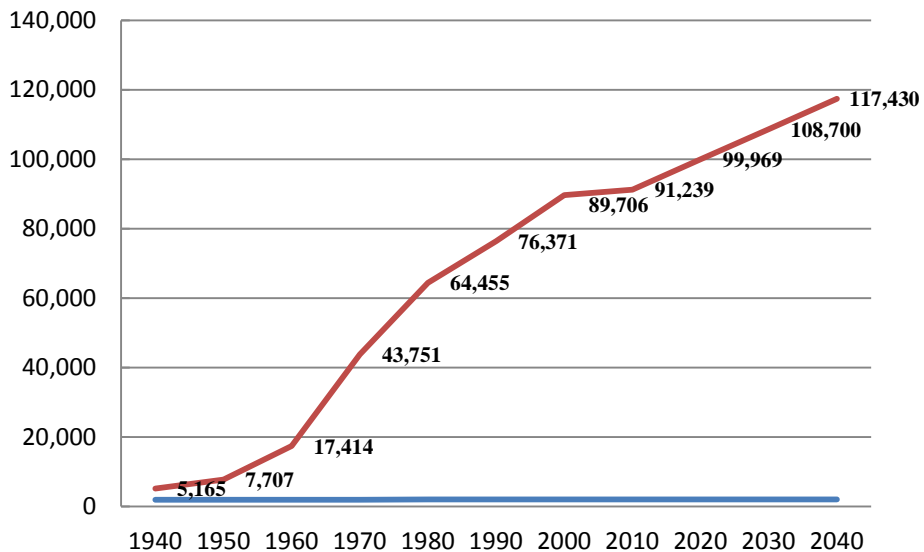


## DEMOGRAPHICS AND TOMS RIVER TOWNSHIP'S FUTURE

The SGP begins post Super Storm Sandy after close to 10,000 homes were damaged, close to 4,000 were substantially damaged. The impact can be seen by looking at the census. In 2010 91,239 were counted in the Township, but a decline of more than 400 people or .5% was estimated by the Census Bureau in 2015 with 90,817 people. With 16% of the housing stock used by seasonal residents, the population decline would likely have been greater if people lived permanently in the homes that were damaged.

As the county seat Toms River is the second most populated municipality in the Ocean County behind Lakewood and the eighth biggest in the State. The racial breakdown of the population is approximately 85% white, 8% Latino, 2% Black.

## Toms River Population & Projection



While everyone anticipates that Toms River's population will continue to grow, it is unclear whether it will achieve the population projections that the North Jersey Transportation Planning Agency (NJTPA) projected in 2013 in its 2045 Regional Transportation Plan. The NJTPA projected that the population will grow to 117,430 by 2040. The Township's Strategic Recovery Report (SRR) says that almost 1,300 structures, mainly single family homes were demolished between October 2012 and the end of April 2014. The 2015 Census Bureau estimate says that there was a decline of 412 people.

Permits to build houses have steadily been granted, as of the September 2014 SRR, 653 permits to rebuild and 686 permits for new homes. A number of these the homes permitted to rebuild were for second, vacation homes, which will not affect the population counted by the Census, so it is unclear whether the projected population of 117,430 will be reached by 2040.

## **INFRASTRUCTURE**

### **Water Supply Franchises**

Suez Water Company (formerly United Water) and American Water service Toms River Township.

The SUEZ water company was founded as the Toms River Water Company in 1897 and was originally formed to supply water to the City of Toms River. The company's name was changed to United Water Toms River in 1995 after United Water acquired General Waterworks Corporation. SUEZ operates the public water supply system which provides potable water, with an average annual production of about 4.02 billion gallons, to residential, commercial and industrial customers in the Township of Toms River, the Borough of South Toms River and a portion of the Township of Berkeley. Suez maintains 24 in-service production wells, two of which are Aquifer Storage Recover (ASR) wells, 535 miles of main, 10 storage tanks, and approximately 3,474 hydrants and 7,542 valves. On average SUEZ's daily production is 11.03 million gallons per day (MGD). In addition, SUEZ has the ability to purchase water from New Jersey

American Water (at Lakewood Township) and Manchester Township through the use of emergency interconnections. There was no purchase of water in 2015. American Water Company services the North Beach communities, Ortley Beach and Pelican Island on the Barrier Island. The Ortley Beach System is a public community water system consisting of 2 purchased ground water sources. This system can purchase water from the Lavallette Water Department and Seaside Heights Water Department, as well as, bulk transfer of surface water from Jumping Brook Treatment Plant. The Pelican Island system's source water comes from the Englishtown aquifer system, Potomac-Raritan-Magothy aquifer, and upper Potomac-Raritan-Magothy aquifer, as well as bulk transfer of surface water from Jumping Brook Treatment Plant. The American Water Company water infrastructure on the barrier island communities was severely damaged from Superstorm Sandy. American Water replaced damaged infrastructure in 2014 and 2015 with 3,000 feet of new water main along the following streets:

- Fort Avenue from Route 35 to Ocean Avenue - 1,100 feet of eight-inch, concrete-lined ductile iron pipe
- Fielder Avenue from Route 35 to Ocean Avenue - 1,100 feet of eight-inch, concrete-lined ductile iron water main
- Ninth Avenue from Route 35 to Ocean Avenue - 800 feet of eight-inch, concrete-lined ductile iron water main

American Water has also received approval for an iron-oxide removal treatment facility to be located adjacent to their water tower. The Pelican Island water system provides on average 28,000 gallons per day to customers, while the Ortley Beach

system provides on average approximately 250,000 gallons per day to customers. In 2015 both the Pelican Island and Ortley Systems began to be served water by New Jersey American Water's Jumping Brook Water Treatment Plant. Prior to this transition, New Jersey American Water purchased all water from Seaside heights Water Department to serve this area. The Jumping Brook water treatment plan is located in Neptune New Jersey. The facility utilizes chloramine to treat the water. The water that was purchased from Seaside heights, prior to the transition was treated with Chlorine.

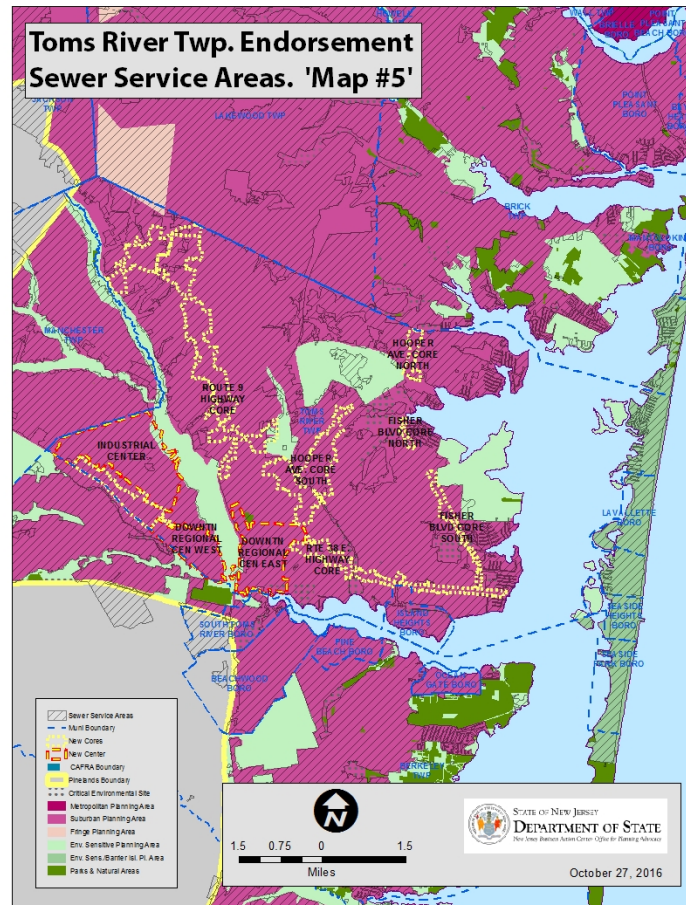
Both water purveyors have indicated to Toms River Township that potable water supply would not be a limitation to growth based on the levels of population forecast in this Plan. The DEP concurred in the December 30, 2015, Ocean County adopted Wastewater Quality Management Plan (WQMP).

Portions of the Township receive water from private wells. The Ocean County Board of Health is responsible for testing these wells. The Township encourages all locations to connect to public water.

Connection of existing areas to potable water in redevelopment areas is cost burdened and will need to be addressed for the Route 37 Redevelopment Area (rebranded as Coates Point).



## Sanitary Sewers



Most of Toms River Township is located in a Sewer Service Area with areas located in wetlands, stream buffers and other environmentally sensitive areas removed from the Sewer Service Area. The Township's Smart Growth Plan proposes new development and infill development in existing areas serviced by Sewer.

The Dover Township Sewerage Authority was organized in 1949 with the responsibility of providing public sanitary sewerage facilities in Toms River Township (formally Dover Township). The authority's original treatment plant, which was located on the Toms River, now is occupied by the Toms River Township Park-and-Ride facility. Through time, this authority has been incorporated as part of the Toms River Municipal Utilities Authority. The TMUA has a customer base of approximately 47,000 and maintains 435 miles of sewer pipe with the Township plus portions of service laterals within road rights of ways. The TRMUA is responsible for maintaining these lines and has thus developed a systematic program of upgrading and rehabilitating sewer lines throughout the Township. This program includes line replacement, manhole grouting, pipe joint grouting and lining of the entire 5.5 miles of the original system. However, the entire system discharges directly into the Ocean County



regional system for treatment which is controlled and maintained by the Ocean County Utilities Authority (OCUA).

The OCUA is a public entity charged with the management of Ocean County's wastewater services. The OCUA provides wastewater treatment services for industrial, commercial and residential users in Ocean County. This regional wastewater reclamation system operates three wastewater treatment facilities with a total combined capacity of eighty million (80) gallons per day. The collection system consists of forty (40) pumping stations, approximately two hundred (200) miles of force main and gravity lines and three ocean outfall lines which serve thirty-one (31) municipalities in Ocean County and five (5) municipalities in Monmouth County.

Toms River Township is served by the County's Central Water Pollution Control Facility (CWPCF). The treatment facility, which has been in operation since 1979, has a rated capacity of 28 million gallons per day (MGD) and recently tested a new effluent pump station that raises capacity to 32 MGD. In 2004, the average daily flow at the plant was almost 24 MGD. After disinfection, treated effluent is discharged through a gravity outfall into the Atlantic Ocean approximately one mile offshore.

The CWPCF has undergone a number of upgrades and physical improvements since 1979. These include the construction of additional process units, a cogeneration system that provides a portion of the heat and energy required by the facility, a fertilizer manufacturing facility, flow equalization basins and an emergency influent pump station. Over time, the CWPCF has consistently met the effluent requirements of the USEPA and the New Jersey Department of Environmental Protection (NJDEP) and has received awards from both the USEPA and the Association of Metropolitan Sewerage Agencies (AMSA).

## **Water Quality Management Plan**

The DEP adopted the Ocean County WQMP on December 30, 2015 along with the Toms River Township Chapter. Minor revisions were made to the sewer service area. The Ocean County Planning Department found that "while the seasonal fluctuations and anticipated population growth are significant, they are not likely to overtax the Township's wastewater conveyance infrastructure."

## **STORM WATER MANAGEMENT**

In 2009 NJDEP approved the Township's 2009 Storm Water Management Plan. The Township implemented the following as recommended by the Storm Water Management Plan:

- Implementation of a Pet Waste Ordinance
- Implementation of their Storm Water Management Ordinance;
- Public education such as the inlet labeling pro-gram;

- Sanitary Sewer & Public Water Installation Projects;
- Implementation of an Illicit Discharge Elimination Ordinance;
- Sanitary sewer monitoring and maintenance via the Toms River MUA;
- Truck Washout Facilities;
- Street Sweeping Program.

It should be noted that the Township adopted the model storm water management ordinance. In addition, the Township has adopted a Woodlands Management Ordinance and the Storm Drainage Facilities Ordinance. The Township's Land Development Ordinance was modified to incorporate and promote low impact development techniques for storm water management and associated passive effects by implementation of a cluster development option.

## TRANSPORTATION

### Circulation

#### INFRASTRUCTURE

Toms River Township is a major transportation hub for Ocean County. It is intersected by the Garden State Parkway, as well as eight important local and regional highways, including Route 9, Route 35, Route 37, Route 70, Route 166, Route 571, Hooper Avenue (Route 549), Fischer Boulevard (Route 571/549) and Bay Avenue. The Garden State Parkway permits commercial vehicles on the northbound side until Exit 105. East to west bound traffic to Philadelphia must utilize Route 70 or the Garden State Parkway to exit 98 for Interstate 195. In total there are 8 State Highways that cross Toms River covering almost 31 linear miles. There are more than 80 miles of County Roads and 450 miles of local roads. Toms River adopted a Complete Streets Policy in 2012.

There are Major Capital Projects/Initiatives and Mitigation Projects planned with construction to commence in 2017:

- Route 9 - Indian Head Road to Central Avenue/Hurley Avenue - Pavement resurfacing and safety improvements
- Route 37 Eastbound - Thomas Street to Fischer Boulevard - Pavement resurfacing
- Route 166 - Bridges over Branch of Toms River - Bridge replacement.

And two significant studies underway:

- Garden State Parkway Interchange 83 - Improvements
- Route 9 - Lakewood/Toms River - Congestion Relief

There are three NJDOT projects valued at approximately \$825,000 to reconstruct and replace infrastructure.

## RAIL TRANSPORTATION

The Township is not currently served by rail service, although there is a freight spur that extends only to the Ciba Geigy property.

## BUS TRANSPORTATION

The Township is served by NJ Transit, Academy Bus and Ocean Ride for bus service. NJ Transit handles service to New York City and within the State/County while Academy is typically used for service to New York City and Ocean Ride within the County. Toms River Township has benefited from the completion of a park and ride facility adjacent to the Toms River and east of Garden State Parkway, exit 81. The Dover Township Park-Ride is a major transfer point between the County Transit System and long-haul transit routes of the bus companies presently serving the County. The facility owned by NJDOT has 562 parking spaces, bicycle racks and lockers. A second bus park-ride facility is the Dover Annex, located at the entrance to the GSP southbound with approximately 70 commuter parking spaces is owned by the Township. Bus transportation helps to diminish summer weekend traffic with NJ Transit's summer weekend bus service program from the commuter rail terminal in Bay Head south along Route 35 along the barrier island to Island Beach State Park.

The Transportation Strategy of the SGP when implemented intends to improve the road network throughout Toms River by dispersing vehicular movements within the Township and reducing congestion by reducing the need to access Route 9 or the other major highways. This will include extending and connecting the existing road network at key locations. This strategy also will include the development of mixed-use cores and satellite retail and service areas as part of smart growth development strategy that provides shopping and service opportunities proximate to existing and planned residential neighborhoods, including the Township's proposed affordable housing sites.

The SGP also emphasizes multi-modal transportation alternatives, such as park and ride facilities, mass-transit, pedestrian linkages, and bikeways. The plans for the centers, cores, and nodes will encourage local transit connections in site design through bus shelters, bus pull-outs, bicycle racks, drop-off areas and similar facilities. Transit opportunities to be explored include the expansion of existing bus services and routes within the Township along with local jitneys, van and shuttle services. Transit-oriented development opportunities, including residential and mixed-use development will also be explored.

While the State recognizes Toms River's efforts to craft a set of municipal plans that embrace many smart growth principles, the State is also concerned about the sustainability of Toms River's continued population growth and circulation issues. To appropriately address this, the updated Circulation Element should include a clear statement that recognizes the role of state roads for conveying through rather than local traffic. The plan should provide access to local businesses on local roads. The statement should acknowledge that the State does not have the funds to widen Route 9 in the foreseeable future and that Toms River should continue to investigate alternative north-south roadways and follow through on the number of

recommendations from transportation plans conducted by NJTPA, NJ DOT and the Township.

While one of the overarching suggestions of the SGP is to widen, State Highways 9, 70 and 166, the State has no plans to do widen them at this time. The State understands, Toms River's desires, but there have been no studies or plans to move this forward at this time.

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## RESILIENCY AND SUSTAINABILITY STRATEGY

Toms River recognizes the need for resiliency planning to limit damage from events like Superstorm Sandy when tremendous damage to homes, utilities, public spaces and other community facilities occurred during the storm.

Toms River Township's overall Resiliency and Sustainability Strategy is to:

- Incorporate the recommendations from the Heyer and Gruel prepared Comprehensive Master Plan Post Sandy report into each 2016 Master Plan Elements to ensure that resiliency and sustainability are incorporated into the new 2016 Toms River Master Plan.
- Incorporate the Hazard Mitigation Plan and Post Disaster Capital Improvement Plan into the 2016 Master Plan as a new Master Plan Element.
- Include the Toms River Hazard Mitigation Plan as an amendment to the Ocean County Multi-Jurisdictional Hazard Mitigation Plan to ensure that it is reviewed and amended every five years in compliance with FEMA regulations.
- Implement the recommendations from the Toms River Hazard Mitigation Plan and the Ocean County Multi-Jurisdictional Hazard Mitigation Plan.
- Continue to work with NJDEP, New Jersey Future and Princeton Hydro on the Sustainable and Resilient Coastal Communities Grant to further look at medium and long term solutions.
- Remove two properties from Fischer Boulevard Highway Corridor as recommended by NJ Future, Princeton Hydro and NJDEP.
- Develop the former Ciba Geigy site into an economic center to diversify the Township's economic jobs as identified in the Toms River-Lakehurst Route 37 West Economic Corridor Vision Plan.

The SPC endorses Toms River's petition for Plan Endorsement. The State Plan Map should be updated based on the following after they revise zoning ordinance to reflect the SGP, WQMP and SSA.



## Summary of Proposed Map Amendments

Planning Area	Label	Acres	Acreage Δ from the 2001 Map
PA 2	Suburban	21,336.6	(492.2)
PA 3	Fringe		(41.8)
PA 5	Environmentally Sensitive	1,978.4	(1,651.2)
PA 5	Envir. Sensitive Barrier Is	913	(17.7)
	Pinelands	15.6	1.8
	Park	2,253.5	2,221.8

Type of Map Amendment	Label	Acres
Regional Center	ROUTE 37 INDUSTRIAL CENTER	1,306
Regional Center	DOWNTN REGIONAL CEN EAST	790
Regional Center	DOWNTN REGIONAL CEN WEST	464
Core	ROUTE 70 HIGHWAY CORE	375.3
Core	ROUTE 37 WEST CORE	311.4
Core	RTE 37 E. HIGHWAY CORE	368.5
Core	ROUTE 9 HIGHWAY CORE	1,066.2
Core	HOOPER AVE. CORE NORTH	106.6
Core	FISHER BLVD CORE SOUTH	147.9
Core	FISHER BLVD CORE NORTH	35.0
Core	HOOPER AVE. CORE SOUTH	628.6
New CES's		413.9

## STATE PLAN GOALS REVIEW

### ***GOAL 1: REVITALIZE THE STATE'S CITIES AND TOWNS***

This policy applies to select areas in the state with very dense development, significant infrastructure, high populations and a heavy transit system presence. Residential construction continues to rebuild the more than 3,200 homes that severely damaged during Superstorm Sandy. The construction is adhering to new building codes that are mindful of potential future flooding.

Four areas have been designated Areas in Need of Redevelopment under

Redevelopment projects:

- Dover Mall Redevelopment Area
- Ciba Geigy Redevelopment Area
- Downtown Toms River Redevelopment Area
- Route 37 Redevelopment

Strengthen the downtown area as a center of commerce and community focus through encouragement of the continued development and redevelopment of the downtown. Encourage Redevelopment of the Ciba Geigy property in line with the Lakehurst-Toms River Route 37 Economic Vision Plan to create employment opportunities for Toms River residents and the region.



## **GOAL 2: CONSERVE THE STATE'S NATURAL RESOURCES AND SYSTEMS**

The revised Toms River Master Plan

The WQMP and SSA

There are three (3) county parks where people swim, fish, bike and play tennis, along with two (2) public golf courses; and ten (10) municipal playgrounds.

Toms River has several County and local parks and recreation areas, including Lake Shenandoah and Lake Carasaljo and identified conservation areas, including the Crystal Lake Preserve and the Shorrock Open Space area, as well as recreation areas at Pine Park and the John F. Patrick Sports Complex.

The SGP encourages:

- Compact development in appropriate locations to minimize infrastructure costs
- Redevelopment and infill development to reduce the need to extend water and sewer services

It also proposes the following:

- Research innovative finance solutions for new facilities and maintenance to lessen local public costs
- Adopt green building standards for new construction and neighborhoods to increase energy efficiency and reduce infrastructure load
- Consider the adoption of a Water Conservation Plan that promotes water conservation and addresses future demand and supply issues

### ***GOAL 3: PROMOTE BENEFICIAL ECONOMIC GROWTH, DEVELOPMENT AND RENEWAL FOR ALL RESIDENTS OF NEW JERSEY***

More than 43,000 people work in Toms River. According to the 2015 US Census Bureau, American Community Survey (ACS) 17.2% of the people employed in Toms River work in the Healthcare and Social Assistance industry given that the RWJ Barnabas Community Medical Center is located in Toms River.

While 2 million square feet of office space has been constructed in more than 400 buildings throughout the Township, only a few properties are considered Class A. This means that most office buildings are smaller and older than typical new construction.

There is one industrial park in Toms River. Throughout the Township there are 59 industrial buildings with more than 1.2 million square feet of space.

Downtown Toms River is the not-for-profit organization specially designated to promote and implement the economic revitalization of the Downtown Toms River business district. The Central Business District is home to numerous community activities throughout the year. The SGP recognizes the importance of development and redevelopment in the downtown.

As the Ocean County Seat, Toms River is home to more than 400 retail properties, including the 890,000 square foot Ocean County Regional Mall. According to the ACS more than 15% of those employed work in retail.

The SGP proposes a series of centers, cores and nodes where center-based development and redevelopment. This center-based approach is designed to revitalize Toms River Township's downtown, sustain and support its existing regional employment centers and provides areas for infill development and redevelopment based on smart growth principles in cores of development along the Township's regional highway corridors.

#### ***GOAL 4: PROTECT THE ENVIRONMENT, PREVENT AND CLEAN UP POLLUTION***

The most significant brownfield site is the approximately 1,400 acres, former Ciba Geigy Redevelopment site that has been identified as a Federal Super Fund site. Ciba Geigy has spent more than \$300 million to treat groundwater and clean up toxic waste on top of millions more setting three different lawsuits. The property is now owned by BASF. The Township declared the site and Area in Need of Redevelopment in 2006, while the cleanup and monitoring continues. Planning continues on how best to redevelop the site, but all agree that a portion of the site that will remain sealed to protect the area from further environmental problems. The EPA also cleaned the former Reich Farm where a trucking firm dumped toxic chemicals in the 1970's.

The Toms River Smart Growth Plan encourages targeted areas for development and redevelopment that can benefit from greater density while preserving prioritized open space areas for preservation through non-contiguous clustering.

The SGP sets forth the Township's Environmental Preservation Strategy by maintaining and enforcing Ordinances pertaining to restricted use of wells in areas that have delineated ground water contamination; encouraging redevelopment plans to include consideration of Green Building Standards and LEED Certification standards and studying ways to make the Toms River more resilient to future storms.

## **GOAL 5: PROVIDE ADEQUATE PUBLIC FACILITIES AND SERVICES AT A REASONABLE COST**

There are fifteen (18) municipal parks and recreational facilities.

Ocean County Parks Department is responsible for four parks facilities in Toms River:

- Cattus Island County Park 497 Acres
- Parks Administrative Offices 35 Acres
- Riverfront Landing County Park 3 Acres
- E.B Leone Conservation Area 45 Acres

A branch of the Ocean County Library is located in Toms River.

Summertime activities in the parks include activities for children, golf and water sports.

There are shared service agreements between the Township, County and other municipalities, as follows:

- Toms River with Borough of Lavellette joint use of Public Safety system
- Toms River with Borough of Island Heights for document shredding services
- Toms River communication System with Toms River Fire Commission
- Toms River with the Toms River Regional Board of Education
- Toms River with Ocean County for Homeland Security
- Toms River sought Public Safety Grant with Lakewood from US Justice Department

According to the SGP approximately 2,630 acres or 9.8% of the land in Toms River is preserved for municipal/county recreational parkland or private/governmental land for environmental and conservation purposes.

As part of Toms River's overall preservation strategy, the Township will continue to pursue open space and recreation acquisitions and improvements to existing facilities as recommended by the 2016 Open Space, Recreation and Conservation Plan. The Township will continue to utilize non-contiguous clustering and modify its cluster ordinance to require 50% preservation in the following land use zones: R/C-3, R-800 and R-400C. The non-contiguous clustering ordinance will remain as a voluntary option.

## ***GOAL 6: PROVIDE ADEQUATE HOUSING AT A REASONABLE COST***

Since 2007, the Township has been under the jurisdiction of the State Superior Court to determine their affordable housing compliance. The Township continues to pursue and foster affordable housing opportunities resulting in the creation of a substantial number of additional affordable units and adopted an amended Housing element of the Master Plan on October 2, 2014. The Township under the direction of the Honorable Marlene Lynch Ford, A.J.S.C. dated September 18, 2015 in the matter of the application for declaratory judgement by the Township of Toms River (Docket No. OCN-L-1867-15) the Township is required to submit a preliminary housing element and affordable housing plan to the Court on or before December 8, 2015.

Toms River prepared a Preliminary Housing Element of the Master Plan dated December 7, 2015, which was submitted to the Ocean County Courts intended to demonstrate satisfaction of the Township's prior round obligation and present a viable and realistic plan to address its third round obligation and receive continued immunity from those who might sue under. The Township Council at the end of October of this year approved an agreement between the Fair Share Housing Center and Dover Shopping Center Associates to allow the construction of 1,285 units of affordable housing through 2025. The agreement will be submitted to court for a hearing at the end of November 2016.

The SGP states the need for a variety of housing options to best accommodate the anticipated population growth and their PIA notes the need to continue to adequately address affordable housing.

## **GOAL 7: PRESERVE AND ENHANCE AREAS WITH HISTORIC, CULTURAL, SCENIC, OPEN SPACE AND RECREATIONAL VALUE**

The following properties are listed on the National Register of Historic Places:

August John House and Solomon Guttman Farm (ID#156)	Horner House (ID#2291)
Captain Amos Birdsall House (ID#2285)	Late Archaic/Early Woodland prehistoric archaeological site (ID#4365)
A.A. Brant House (ID#2286)	New Jersey Southern Railroad Historic District (ID#4836)
Camp Osborn Historic District (ID#3404)	Ocean Beach Historic District (Units 1, 2, and 3) (ID#5023)
Samuel Carpenter Site (28-Oc-82) (ID#3406)	Ocean County Court House (ID#2292)
Crawford House (ID#2288)	Ocean County Jail (ID#2293)
Cedars Motel (ID#155)	Stewart House (ID#2294)
Crawford House (ID#2288)	Stoutenburgh-Minturn House (ID#2295)
80 East Water Street (ID#2289)	Toms River Main Street Historic District (ID#3408)
Garden State Parkway Historic District (ID#3874)	Toms River Motor Vehicle Inspection Station (ID#3558)
Captain George W. Giberson House (ID#2290)	Williams House (ID#2296)

The SGP also strengthens community, promotes sustainable development policies, preserves open space and promotes environmental protection in a comprehensive planning framework. In addition, the Township will continue to utilize non-contiguous clustering and modify its cluster ordinance to require 50% preservation in the following land use zones: R/C-3, R-800 and R-400C. The non-contiguous clustering ordinance will remain as a voluntary option.

The Open Space, Recreation and Conservation Master Plan Element will be incorporated into the 2016 Toms River Township Master Plan. The Township will implement the Open Space, Recreation and Conservation 2016 Master Plan Element Recommendations to ensure continued preservation of open space.

## **GOAL 8: ENSURE SOUND, INTEGRATED PLANNING AND IMPLEMENTATION STATEWIDE**

Toms River is working with Ocean County and with neighboring communities on planning issues related to transportation, county and state highways, and 911 issues. They are also working with the NJTPA and DOT along with the County and Toms River to address highway access management issues. By working together, they can keep traffic moving along Routes 9, 70 and 37 .

Toms River participated in the Ocean County, 2014 Multi-Jurisdictional All-Hazard Mitigation Plan that was also updated in 2015 and 2016.

The Township is recognized as part of New Jersey's coastal planning efforts since most of the Township is under the jurisdiction of the DEP CAFRA.

Continue to coordinate with federal and state agencies, Ocean County, Manchester and Berkeley Townships, and Lakehurst Borough for implementation of Toms River-Lakehurst Route 37 Economic Corridor Vision Plan.

## STAFF RECOMMENDATION:

The planning vision of Toms River Township is consistent with the State Plan as defined in the State Planning Rules. The Toms River Smart Growth Plan looks to the State Plan as a guide to help deal with the growth that has occurred over the past few decades and is expected as they rebuild the many properties that were destroyed during Superstorm Sandy. While the State Plan is a guide, it is Toms River's responsibility to follow through by implementing the SGP to address the growth before it occurs.

Implementation begins with Toms River updating its zoning ordinances to address where growth is encouraged and to be consistent with the proposed State Plan Map changes with the Regional Centers and Cores as outlined in this report. Toms River worked with Ocean County and DEP to on the WQMP that was adopted by DEP in December 2015. After the zoning ordinance is amended, OPA will update the State Plan Map. Toms River also needs to work with the DEP as outlined in the PIA before receiving CAFRA Consistency. Toms River needs to work with the DEP as outlined in the PIA before receiving CAFRA Consistency. Toms River also needs to recognize that there are no plans at this time to widen State Highways and must work with the State DOT, NJ Transit and the NJTPA to seek solutions to effectively move people on public transportation and on local and State roads. One way will be to address Access Management on State roads.

While these steps must be taken to provide growth options in Toms River, the SGP recognizes the need to develop with resiliency and sustainability in mind to ensure longterm success for the Township. This means implementing the recommendations from the local and county Hazard Mitigation plans and to work toward redevelopment of major assets like the former Ciba Geigy property. The SGP also recognizes the need to preserve open space by implementing the recommendations of the Open Space, Recreation and Conservation 2016 Master Plan Element.

This recommendation recognizes the collective efforts made by the Public Stakeholders, Planning Board, Township Committee, Ocean County and Toms River's Planning staff and Consultants. Together they have forged a plan that works toward the vision of the 2001 State Development and Redevelopment Plan as well as the 2012 Draft State Strategic Plan. OPA and our State Agency Partners look forward to working with them to further their planning efforts and the realization of their current planning efforts.

## **PLANNING AND IMPLEMENTATION AGENDA**

See the attached PIA.