

# **TOWNSHIP OF LAKEWOOD**



**OCEAN COUNTY , NEW JERSEY**

**1990  
MASTER PLAN**

TOWNSHIP OF LAKEWOOD  
OCEAN COUNTY, NEW JERSEY

1990  
MASTER PLAN

LAKEWOOD PLANNING BOARD  
APRIL, 1990

ADOPTED APRIL 17, 1990

# Township of Lakewood

OFFICES OF INSPECTION DEPT., HEALTH DEPT. AND PLANNING BOARD  
212 FOURTH STREET LAKEWOOD, NEW JERSEY 08701 201 364-3760



April 18, 1990

To the Governing Body and Citizens of the  
Township of Lakewood:

On behalf of the Lakewood Planning Board, it is my pleasure to present to you the Master Plan for the Township of Lakewood. It is the considered result of more than three years of study involving the Planning Board, municipal departments, and the Township's professional planning consultants. Countless hours have been spent in developing and reviewing the recommendations set forth in this document.

The adopted Master Plan should serve as a workable guide to the overall development of Lakewood. It should not be thought of as a rigid blueprint, but rather a series of goals which are constantly re-examined in light of changing circumstances. The Board believes that if implemented properly, the plan will ensure a healthy, safe and functional community in the near and distant future.

The Planning Board would like to express its sincere appreciation to the Mayor, Township Committee, various municipal agencies and all organizations and individuals that have aided in the preparation of this Master Plan.

Respectfully submitted,

Michael T. Gavan  
Chairman  
Lakewood Planning Board



# Township of Lakewood

OFFICES OF INSPECTION DEPT., HEALTH DEPT. AND PLANNING BOARD  
212 FOURTH STREET LAKEWOOD, NEW JERSEY 08701 201 364-3760



## RESOLUTION

April 17, 1990

WHEREAS, N.J.S.A. 40:55D-28 provides that a Master Plan shall be a composite of one or more mapped and written proposals recommending the physical development of the municipality which the Planning Board shall adopt either as a whole or severally after public hearings; and

WHEREAS, the Planning Board of Lakewood Township, Ocean County, New Jersey, has prepared a comprehensive Master Plan as set forth in the Master Plan report of April, 1990 and in the Master Plan Land Use Map dated April 17, 1990 and adopted April 17, 1990, and does propose to adopt the same and has advertised and held a public hearing in accordance with the law;

NOW, THEREFORE, BE IT RESOLVED by the Planning Board of Lakewood Township, Ocean County, New Jersey, that the aforesaid Master Plan be and it is hereby adopted as the Master Plan of Lakewood Township.

MICHAEL T. GAVAN, CHAIRMAN

FRANCES A. FALVELLA, SECRETARY



Master Plan - April 17, 1990

I certify the attached is a true copy of the resolution adopted by  
the Planning Board at the meeting held Tuesday, April 17, 1990.

LAKEWOOD PLANNING BOARD

*Frances A. Falvella*

Frances A. Falvella  
Secretary

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# INTRODUCTION

## I.) INTRODUCTION

This plan represents the fifth revision of the Lakewood Township Master Plan Program, initiated in 1958 when the first Comprehensive Master Plan was adopted. Lakewood Township has undergone considerable growth and change during this period. Also, the enabling legislation on which the Master Plan is based has been substantially amended since 1958. The 1958 plan was updated in 1968, 1976 and 1982. The 1990 Master Plan reflects the development and changes that have occurred in the Lakewood land use pattern over the past 8 years. It is formulated with consideration of the Ocean County Master Plan, transportation and infrastructure policies, as well as the Coastal Areas Facilities Review Act (CAFRA) and the State Development and Redevelopment Plan policies. In all, there are 11 master plan elements that are contained herein.

When adopted the new Master Plan will be in full compliance with the Laws of the State of New Jersey, Chapter 291, the Municipal Land Use Law.

**MASTER PLAN  
ASSUMPTIONS  
GOALS & OBJECTIVES**

## II.) MASTER PLAN ASSUMPTIONS, GOALS AND OBJECTIVES

Article 3 of the Municipal Land Use Law (N.J.S.A. 40:55D-28) states that a master plan must provide a statement of assumptions, goals and objectives providing a basis for recommendations outlined in the plan. The following list of assumptions are based upon the background studies conducted prior to the preparation of the master plan document.

The goals and objectives of the plan are intended to achieve a desirable balance among land uses, circulation, community services, economic development and environmental issues. Goals are general statements outlining the overall intent of a policy, while objectives are specific steps to achieve that intended goal.

## ASSUMPTIONS

- \* That development pressure will continue as a result of Lakewood's desirable living environment, reflected in increased demand for housing development.
- \* That the demand for industrial development and other specialized commercial development will continue as a result of locational assets and infrastructure capacity such as excellent regional access provided by the Garden State Parkway, N.J. Route 9 and N.J. Route 70.
- \* That utility capacity such as sanitary sewer service and water is available or planned to allow for future growth of the Township.
- \* That environmental factors such as extensive floodplains and wetlands exhibited in the Township will have considerable impact on development.
- \* That the dualization of Route 70 will provide improved access to the southern portion of Lakewood, encouraging commercial, industrial and residential development in that area.
- \* That road improvements will be required in designated areas of the Township in order to adequately handle traffic movement for current and future development.
- \* That the Township will meet its fair share of low and moderate income housing as mandated by the New Jersey Fair Housing Act.
- \* That the New Jersey Preliminary State Development and Redevelopment Plan delineates the entire land area of Lakewood in a "Tier 1" classification, that would further encourage continuation of redevelopment activities currently being conducted by the Township.
- \* That the entire portion of the Township, southeast of the Southern New Jersey (Conrail) right-of-way, falls within the jurisdiction of the Coastal Area Facilities Review Act (CAFRA). With the exception of site specific requirements, this jurisdictional requirement would not substantially inhibit Lakewood's projected development pattern.

## GOALS AND OBJECTIVES

### 1.) Land Use

#### Goal

To provide a balanced variety of land uses with consideration to available infrastructure capacity, transportation access, and environmental constraints.

#### Objectives

- a.) Through land development regulations, preserve viable residential neighborhoods by promoting sensitive infill development following existing patterns.
- b.) Encourage the use of flexible zoning mechanisms such as planned developments in order to gain desired community amenities and to preserve environmentally sensitive land areas.
- c.) Modify commercial zoning in the northern portion of the Township, reflecting changes in planned County road expansions.
- d.) Channel growth into areas presently served with municipal infrastructure.
- e.) Continue acquisition program for "wildcat" subdivisions to develop utilizing modern planning standards.

### 2.) Housing

#### Goal

To provide a balanced mix of housing opportunities to meet current and future population needs.

#### Objectives

- a.) Continue and expand current housing rehabilitation programs.
- b.) Through land development regulations, rezone areas to allow for higher density residential development, after careful consideration of transportation access and infrastructure capacity.
- c.) File mandated affordable housing plan with the N.J. Council on Affordable Housing.

### 3.) Circulation

#### Goal

To improve the existing circulation system for all roads in the Township in accordance with the Ocean County Transportation Plan.

#### Objectives

- a.) Establish a functional classification system for all roads in the Township in accordance with the Ocean County Transportation Plan.
- b.) Facilitate local road improvements and alignments in order to create a unified local circulation system.
- c.) Coordinate plans for State and County road improvements with land use proposals.
- d.) Vigorously support future public mass transit improvements, including the re-institution of passenger rail service, by denoting areas for a proposed public transportation center in the Township.

### 4.) Community Facilities

#### Goal

Encourage the expansion and improvement of community facilities to serve the needs of existing and projected population of the Township.

#### Objectives

- a.) Coordinate plans for expanded school and library facilities with the land use plan.
- b.) Denote areas for new fire protection services in areas of projected growth.

### 5.) Utilities

#### Goal

Expand the Township's infrastructure system to serve present and future residential and non-residential uses.

#### Objectives

- a.) Coordinate proposed expansions of the water distribution and sewer system with the proposed Land Use Plan.
- b.) Provide new utility capacity to targeted acquisition areas.

## 6.) Conservation

### Goal

To promote the conservation of environmentally sensitive lands and overall energy conservation in the Township.

### Objectives

- a.) Establish measures, through land use controls, that will protect the Township's environmentally sensitive areas, such as wetlands, floodplains, and aquifer recharge areas as set forth in the Natural Resource Inventory of the Township.
- b.) Promote the expansion of passive open space areas in feasible areas that exhibit environmentally sensitive characteristics as a method of conservation.
- c.) Encourage energy conservation to the greatest extent possible through subdivision and site plan regulations and other governmental actions.

## 7.) Recreation

### Goal

To provide for both active and passive recreation facilities to serve existing and projected population of the Township.

### Objectives

- a.) Encourage the preservation of the established Green Belt complex along the Metedeconk River to be utilized for passive recreational purposes.
- b.) Promote the upgrading of existing facilities to address more intensive use by projected population.

## 8.) Economic Development

### Goal

To enhance and expand the City's economic base by promoting the growth of business and industry, employment opportunities and increased tax ratables.

### Objectives

- a.) Promote industrial infill of the Township's existing industrial parks.
- b.) Promote the development of future industrial parks to achieve further expansions in the employment base.



- c.) Promote the continued revitalization of the Central Business District to encourage mixed use development and examine the possibility of implementing design standard requirements for private sector development in accordance with standards existing for assisted renovation.

## 9.) Historic Preservation

### Goal

Protect and preserve significant historic sites within the Township.

### Objectives

- a.) Locate all registered historic sites within the Township and promote land use patterns that would not adversely affect these sites.
- b.) Provide a mechanism for designation of potential historic sites to State or Federal Registers.

## 10.) Recycling

### Goal

Implement the New Jersey Mandatory Source Separation and Recycling Act.

### Objectives

- a.) Promote the maximum practical recovery and recycling of materials from municipal solid waste through practices designed to implement State regulations.

# **BACKGROUND TO THE PLAN**

### III.) BACKGROUND TO THE PLAN

Basic studies for the 1990 Master Plan commenced in late 1987. The objective of these studies was to note all pertinent changes of circumstances affecting development in the Township, including current transportation plans, mapping of approved developments, utility service extensions, population estimates and planned community facilities.

This section outlines major land use changes and population characteristics of Lakewood. Background information of other aforementioned topics are contained in the individual plan elements.

#### 1.) GENERAL LAND USE PATTERN AND TRENDS

Since the adoption of the 1982 Master Plan, Lakewood has experienced very strong development activity. This has consisted of residential, commercial and industrial growth, reflected in Table III-1. As it indicates, in 1980, a total of 7,180 acres were developed, compared to 7,871 in 1987, representing an increase of 1,428 acres or 8.6 percent of total land area since 1973. Broken down to land use categories, it is apparent that the largest gain was in residential uses. This reflects continuing residential subdivision activity by land developers, recognizing Lakewood as a desirable place of residence and employment. There also has been a gradual infilling of vacant lots interspersed in various portions of the community.

Commercial growth consisted of new stores, restaurants and several moderately sized shopping centers within the Route 9 corridor in the HD-6 and HD-7 zones. Also, considerable commercial growth has occurred along Route 88 and Route 70.

Industrial growth has also continued reflected in almost full occupancy of the first phase of the Lakewood Industrial Park development, while the second phase north of Cedar Bridge Avenue is beginning to fill in. Light industrial activity has also continued along James Street and Prospect Street.

Changes have also taken place in the urbanized areas of the community. The decline in the hotels as a dominant land use type has continued, reflecting trend away from "resort" facilities in the Township, giving way to year-round permanent residency and office development. The second most dramatic change, although not reflected in land use statistics, is the revitalization of the downtown commercial district, funded through a combination of Community Development Block Grant funds, municipally financed bonds, and most recently from a grant from the Ocean County Freeholders. The results of this program are reflected in new brick paved streets and sidewalks, decorative lighting and the construction of a new public plaza adjacent to the municipal building. Further, property owners and business persons in the district have received assistance in facade renovations and new signage. All alterations are controlled following adopted design guidelines with the intent of creating a unified design image in the downtown area.

TABLE III-1

LAND USE COMPARISON 1973, 1980, 1987  
TOWNSHIP OF LAKEWOOD

<u>Land Use Category</u>	<u>Acres Developed</u>		<u>1987</u>	<u>Absolute Change 1980-87</u>
	<u>1973</u>	<u>1980</u>		
Residential	2,365	2,700	3,027	327
Commercial	214	380	460	80
Industrial	303	500	640	140
Public	897	950	990	40
Quasi-Public	814	750	754	4
Roads & Railroads	1,850	1,900	2,000	100
Total Developed	6,443	7,180	7,871	691
Vacant	10,069	9,332	8,641	(641)
Totals:	16,512	16,512	16,512	

## 2.) POPULATION CHARACTERISTICS

### a.) State and Regional Trends

The growth rate for New Jersey between 1970 and 1980 was 2.7% increasing from a population of 7,171,112 persons in 1970 to 7,364,823 persons in 1980. This was the slowest growth rate for the state in this century and one of the few decades in the state's history where its growth rate was lower than the U.S. average. This trend is projected to change to one of strong growth. Conservative projections suggest that New Jersey's 1990 population will be 7,840,300 persons, an increase of 6.5% over the decade.

Much of New Jersey's post World War II growth has occurred in Ocean and surrounding counties. All of the older urban counties (except Bergen) of the northeastern section of the state have had marginal population increases or declines. This trend should continue albeit somewhat slower as suburban and rural land is developed. In 1940 Ocean County represented 0.9% of the State's population; this has increased to 4.7% in 1980.

### b.) Ocean County Population and Components of Increase

Ocean County had the highest County growth rate and total population increase in the State between 1970 and 1980. The County had a population of 208,470 persons in 1970 and 346,038 in 1980. This amounted to a growth rate of 66.0% or an increase of 137,568 persons.

Analyzing the components of Ocean County population increase, statistics on births and deaths reveal a net natural increase (excess of births over deaths) of 7,606 persons between 1970-1980, and 6 persons net natural base between 1980-1985. Had out-migration and in-migration been equal over this period (1970-1985), the County's population would have been 216,064 persons. This would have amounted to a 3.6% increase over a 15 year period. The difference between the 216,064 net natural population and the estimated 1985 population of 383,300 is the result of net in-migration of 167,236 persons or an increase of 77.4% over the last decade and a half. Much of the net natural population has occurred in the senior (65+) age group.

c.) Lakewood Township Population  
and Components of Increase

Lakewood Township has grown 352.4% since 1940 when the Township's population was 8,502 persons. The greatest percentage of this growth occurred from 1960 to 1980 when the population went from 16,020 persons to 38,464 persons. Lakewood population now represents a lower share of Ocean County's population. In 1940 Lakewood Township represented 22.5% of Ocean County's population, decreasing to 11.1% in 1980.

Analyzing the components of Lakewood Township's population increase, statistics on births and deaths reveal a net natural increase of 2,769 persons between 1970 and 1980. Had out-migration and in-migration been equal over this time period, the

Township's population would have been 27,992 persons. This would have been a 9.9% increase over the 1970 population. The difference between the net natural population figure and the estimated 1985 figure of 41,043 persons is the result of a net immigration of 13,051 persons or 31.8% over the last 15 years.

d.) Population Characteristics

Table III-2 outlines population characteristics of Lakewood Township. Of 38,464 in total population, 34,102 persons were in developed urbanized areas, which included both centralized areas and suburbanizing areas of the Township. Although Lakewood is a significantly mature community, a sizable portion of the population resided in rural areas in 1980.

Households totalled 14,489 in 1980 with an average household size of 2.56 persons, which is below both the County and State average. This is consistent with national trends in household size reduction.



TABLE III-2  
POPULATION CHARACTERISTICS - 1980

Total Population	38,464
Population in urbanized areas	34,102
Population in rural areas	4,362
Number of Households	14,489
Persons Per Household	2.56
Males	17,790
Females	20,674
Persons by Race:	
White	31,327
Black	5,406
Other	1,731
Hispanic Origin*	3,252

Source: U.S. Census of Population & Housing

\* - by definition, persons of hispanic origin  
may be members of any race

e.) Population Density

With a total land area of 24.4 square miles, the Township's 1980 population density was 1,576 persons per square mile. As Table III-3 shows, population densities in adjacent municipalities vary considerably, from the 2,031 persons per square mile in Brick Township to the 256 persons per square mile in Jackson Township.

TABLE III-3

1980 Population Density  
(Persons Per Square Mile)

<u>Municipality</u>	<u>Persons Per Square Mile</u>
LAKEWOOD TOWNSHIP	1,576
Brick Township	2,031
Dover Township	1,549
Jackson Township	256

Source: N.J. Department of Labor & Industry

The population density in Jackson Township is low because a large percentage of the Township is in the Pinelands. Population densities in Lakewood, Dover and Brick Townships are classified as suburban densities. Given the large amounts of vacant land in these Townships, population densities within each Township vary greatly as one moves from the older developed core areas to the periferies of these municipalities.

f.) Income

A very important measure of a municipality's economic state is that of average incomes of its residents. Income data at the municipal level is available from the 1980 Census. In 1980, Lakewood's median household income was \$14,150 compared to \$16,817 for Ocean County as a whole. Overall, incomes are slightly lower in Lakewood relative to the County income levels. This is reflected in Table III-4.

TABLE III-4  
ANNUAL HOUSEHOLD INCOME  
1980

	Lakewood		Ocean County	
	<u>TOTAL</u>	<u>%</u>	<u>TOTAL</u>	<u>%</u>
TOTAL HOUSEHOLDS	7,598	100.0%	120,615	100.0%
Less than \$5,000	1,432	18.8%	13,295	11.0%
\$5,000-\$7,499	812	10.7%	11,459	9.5%
\$7,500-\$9,999	749	9.9%	12,366	10.3%
\$10,000-\$14,999	1,158	15.2%	21,521	17.8%
\$15,000-\$19,999	983	12.9%	19,980	16.6%
\$20,000-\$24,999	823	10.8%	9,772	8.1%
\$25,000-\$34,999	1,018	13.4%	19,906	16.5%
\$35,000-\$49,999	448	5.9%	9,341	7.7%
\$50,000 or Greater	175	2.3%	2,975	2.5%
MEDIAN INCOME	\$14,150		\$16,817	

Source: U.S. Census of Population and Housing

Regarding poverty level status, in 1980, 934 families or 16.4% of total families were below the poverty level. Of these, 35 families had a householder of 65 years or older. Individuals 65 years or older below the poverty level, which is exclusive of the tabulations for families, totalled 397 (Table III-5).

TABLE III-5  
FAMILIES BELOW POVERTY LEVEL  
LAKEWOOD TOWNSHIP - 1980

TOTAL FAMILIES	5,704
-----	-----
FAMILIES BELOW POVERTY LEVEL	934
PERCENT OF TOTAL	16.4%
-----	-----
FAMILIES WITH HOUSEHOLDER 65+	35
PERCENT OF TOTAL FAMILIES	0.61%
-----	-----
UNRELATED INDIVIDUALS 65 YEARS OR OLDER BELOW POVERTY LEVEL	397

SOURCE: U.S. Census Of Population and Housing

More recent estimates on income levels reflect a 55.4% increase in per capita income between 1980 and 1985, as shown in Table III-6. Compared to the County and adjacent municipalities, Lakewood's income levels have not expanded as extensively. In 1985, Lakewood's per capita income ranked 22nd of 33 municipalities in the County, down from 18th in 1979.

TABLE III-6  
PER CAPITA INCOME  
1979-1985

<u>Municipality</u>	<u>1979</u>	<u>1985</u>	<u>Percent Change</u>	<u>1985 Rank in County</u>
LAKESWOOD	\$6,895	\$10,716	55.4%	22
Brick Township	7,162	11,841	65.3	16
Dover Township	7,297	11,913	63.3	15
Jackson Township	6,676	11,225	68.1	19
Ocean County	7,009	11,455	63.4	*

Source: Rutgers Regional Report  
Volume I, 1989

g.) Population Projections

Population projections were prepared using a linear regression model of past population growth. This model was then calibrated using New Jersey Department of Labor & Industry data on housing units authorized by building permits and U.S. Department of Commerce data regarding average migration rates.

As shown in Table III-7, the 1987 population estimate for Lakewood Township was 44,940. Population is expected to increase to 48,500 by 1990 and to 56,700 by 2000. These figures are comparable to population projections for Ocean County prepared by the Ocean County Planning Board.

TABLE III-7  
POPULATION PROJECTIONS

	<u>1980</u>	<u>1987</u>	<u>% Increase</u>	<u>1990</u>	<u>% Increase</u>	<u>2000</u>	<u>% Increase</u>
LAKEWOOD	38,464	44,490	17%	48,500	8%	56,700	17%
Ocean County	346,038	-	-	471,100	36%	560,400	19%

Source: Ocean County Planning Board  
E. Eugene Oross Associates

Lakewood Township's surrounding municipalities will all follow a similar growth pattern; the average percentage population increase for all towns in the area between 1980-2000 is projected to be 57.6%.

TABLE III-8  
COMPARISON GROWTH

	<u>1980</u>	<u>1990</u>	<u>2000</u>	<u>Percent Change between 1980-2000</u>
LAKEWOOD TOWNSHIP	38,464	48,500	56,700	47.4%
Brick Township	53,629	63,000	65,000	21.2
Dover Township	64,455	75,000	85,000	31.9
Jackson Township	25,644	40,000	60,000	130.1

Source: Ocean County Planning Board  
E. Eugene Oross Associates

Lakewood's future growth rate will surpass its suburban neighboring municipalities but will have a slower growth rate than Jackson Township, a rural town.

# LAND USE ELEMENT

#### IV.) LAND USE PLAN ELEMENT

The Land Use Plan Element consists of 19 individual land use categories grouped under 5 major categories: residential, office professional, commercial, industrial, and public/quasi-public. The delineation of these land use types was based upon existing development patterns, the existence and capacity of utility service, the extent of environmental sensitive lands, and the capacity of the local transportation network. The overall strategy and intent of each category is outlined as follows:

##### 1. RESIDENTIAL

###### a.) Low Density

The low density category corresponds to one and two acre development that currently exists in the Township. These lands include areas to the west of New Hampshire Avenue and in the westernmost areas of the Township.

Low density areas are targeted for preservation of existing development patterns in more rural areas of the Township, reflecting environmentally sensitive features such as wetlands and floodplains and further based upon limited utility service in these areas. This would include the recently adopted "Estate" zoning, the Crystal Lake Preservation Zone located to the Southwest of Lake Carasaljo, and the A-1 Agricultural Zone.

The low density category is also targeted for areas of premature subdivisions which is discussed further below.



b.) Medium Density

The medium density residential land uses are generally targeted for areas extending out from higher density residential and business areas to the east and west of Route 9 and further within the Northwest, Northeast and Southeast quadrants of the Township, reflecting existing conventional subdivision patterns and existing and approved planned communities in the R-40, R-20, R-15, R-12 and R-12A Zones.

The medium density category is the predominant type of residential land use outlined in the plan. Recommended density ranges would be up to approximately three (3) units per acre for conventional subdivisions.

In order to provide for increased amenities, preservation of environmentally sensitive features, and the application of modern planning techniques, it is recommended that planned residential communities be allowed as a permitted use at a maximum density of six (6) units per acre; all requiring site plan approval under Section 18-8.1 Zoning Ordinance of Lakewood Township.

The Township is presently engaged in a blight study for the area south of Pine Street to Oak Street as depicted on the Master Plan. It is recommended that following acquisition of these lands through this process, the area be targeted for residential development, specifically as planned residential development options at densities described above.

The medium density category also includes the "special planning district," delineated to the south of Route 88. The Township's zoning ordinance requires special criteria for clustering and access to these properties via this principal arterial road at a maximum density of nine units per acre. It is recommended that this area be delineated on the Township zone plan as a mapped zone.

c.) Medium/High Density

A new land use category is recommended under the plan in the form of medium/high density residential. This development type is targeted for areas to the south of the existing B-5 zone to the southern zone line on Route 70 to Dover Township line. In recognition of Route 70 as a major corridor within the Township, the existence of public utilities in the area, and the existence of several higher density residential uses in the area, this land use category was created as a transitional area away from the more intensive permitted uses along Route 70. Recommended maximum density for this category is 10 units per acre.

d.) High Density/Multi-Family

High density development consists of smaller lot single family and double family development and multi-family/garden apartment/townhouse development in the central portions of the Township, corresponding to the R-10, R-7.5, R-M and B-1 Zones. Higher density development is intended to allow for the aforemen-

tioned uses consistent with prevailing lot sizes and densities in the area, located within short distances to services available in the central business district. A great deal of rehabilitation activity has occurred in these areas in order to preserve and upgrade the existing housing stock. High density areas are recommended for densities up to 5 units per acre for smaller lot conventional single-family subdivisions whereas multi-family areas correspond to a density up to 18 units per acre and 22 per acre in the B-1.

Recognizing a number of isolated vacant parcels in these areas, the land use plan recommends sensitive "infilling" of townhouse development at a maximum density of 10 units per acre.

e.) Highway Development/Residential Option

A new land use category has been designated for B-5 zoned lands along the south side of Route 70 from New Hampshire Avenue west to the Dover Township boundary. As discussed earlier, this area has developed as a "mixed use corridor," with primary access to the Garden State Parkway and to areas to the east and west. Therefore, the land use plan designates this area as a mixed business/residential area with a maximum residential density of 17 units per acre.

f.) Overall Strategies

i.) Premature Subdivisions

Many of the existing low density residential areas in the Township are overlaid by premature or "wildcat" subdivisions established in the 1920's. These paper subdivisions consist of gridiron street systems with lot sizes of 10,000 square feet or smaller in diverse ownership. These areas, for the most part, are not served by public streets or utilities. Because the costs associated with providing these areas with public services would inhibit development, it is recommended that these lands be "reserve" areas until medium density residential land areas have completely filled in.

As part of a sequential development plan, the Township is engaged in an active acquisition process to assemble these lands through the blight process. Because of this, it is recommended that lot size variances for these areas be discouraged in the interim with an objective of development under comprehensive redevelopment plans.

ii.) Planned Residential Communities

In recognition of several environmentally critical features of lands in the Township, such as wetlands and floodplains, coupled with an objective of creating desired amenities such as increased open space and recreational facilities, it is recommended that the Township continue to encourage the use of

flexible zoning standards such as planned recreational communities and planned retirement communities as a permitted use and required site plan approval within medium density residential areas. Such standards encourage the preservation of natural features more effectively than conventional zoning techniques. Special care should be administered in establishing standards that would coincide with existing development patterns around such developments.

## 2.) OFFICE-PROFESSIONAL

### a.) Office-Transitional

Along County Line Road to West Kennedy Boulevard, a office-transitional zone was established in the 1970's. The major objective of the district was to provide a transition between more intensive uses to the north and medium-density residential uses to the south of County Line Road. No change is recommended under the Land Use Plan.

### b.) Residential-Office Professional

A new land use category was established for the present hotel district along Route 9 abutting the central business district. With the decline of the Township as a center of resort facilities, the continuation of such zoning would not take advantage of its full development opportunities. Therefore, the land use plan recommends a transition to a new residential-office district, with the intent of encouraging new mixed high density residential and

professional office development, which would support uses currently located in the central business district and take full advantage of its locational assets along Route 9.

c.) Office-Professional Services

An office-professional service district was previously established along Airport Road, south of Cedar Bridge Avenue, to permit office park developments adjacent to airport facilities and having easy access to the Garden State Parkway. The Land Use Plan recommends similar uses to the east of the Parkway between Route 70 and Cedar Bridge Avenue. This area has previously undergone a blight study and is now being assembled by the Blight Acquisition Office of Lakewood. The study recommended that the optimum use of this area would be for corporate style headquarters facilities.

3.) COMMERCIAL

a.) Neighborhood Commercial

Neighborhood commercial areas are designated to serve small scale local commercial needs to immediate residential areas. No changes are recommended under the current plan.

b.) Central Business District

The Central Business District, delineated around the downtown area of the Township, has undergone substantial revitalization activities in the form of renovated facades financed through

grants, new sidewalks and decorative street lighting, and new public spaces. All facade renovations in the district funded through the rehabilitation program must conform to design guidelines adopted for the Downtown Redevelopment Agency. It is recommended that an examination be given to establishing similar design standards to all private development in the district, to provide a unified design concept, further enhancing the economic vitality in the area.

c.) General Commercial

The general commercial category includes essentially what comprises the B-3 community business zone, which is intended for larger commercial facilities along Route 9, north of Kennedy Boulevard and on Cedar Bridge Avenue. The zone requires minimum lot sizes of one half acre. No change is recommended under the plan.

d.) Special Commercial

The special commercial category is primarily intended for various wholesale operations and auto sales and is situated along the Conrail right-of-way in the vicinity of County Line Road and along Route 88 east of New Hampshire Avenue. The areas included in the category are primarily developed and no expansion of the zone is recommended.

e.) Highway Development

The last of the commercial category includes highway development, which comprises the B-5, HD-6 and HD-7 districts under current zoning, distinguished by minimum lot size provisions outlined in the ordinance. Land uses in these areas reflect regional access to major thoroughfares such as Route 70 and Route 9.

Three major changes are recommended under the land use plan. The first involves the lands along Kennedy Boulevard East, currently zoned B-5. As a result of a change in County plans regarding increasing traffic capacity along the Kennedy Boulevard extension, the feasibility of B-5 development is questionable. Further, residential development has occurred adjacent and within the zone over the past years, making the occurrence of land use conflicts possible. Therefore, it is recommended that the area be designated for medium density residential uses, specifically the R-15 category, conforming to development patterns of surrounding uses.

The second of these changes involves the aforementioned blight area to the east of the Garden State Parkway between Cedar Bridge Avenue and Route 70, which is currently zoned B-5. As discussed earlier, it is recommended that this be changed to an office-professional service district.

Finally, as discussed under residential uses, the southerly side of the B-5 zone between New Hampshire Avenue and the Dover



Township boundary is designated for a new highway development option to encourage mixed uses along the Route 70 corridor, allowing residential densities of 17 units per acre.

#### 4.) INDUSTRIAL

Lakewood had the foresight in the 1960's to establish a major industrial park east of New Hampshire Avenue, north of Route 70, administered by the Lakewood Industrial Commission. The park is now comprised of various light industrial and distribution facilities. The Township has instituted a second park north of Cedar Bridge Avenue which was implemented utilizing federal grant monies.

The Southwest Acquisition Area, Tract 1 blight study has been completed for a "wildcat" subdivision area bounded by Cedar Bridge Avenue, Pine Street, New Hampshire Avenue and Vine Avenue. The study recommended the area to be designated as a future M-1 district.

A new zone district (M-2) was established to the south of Pine Street, requiring lower intensity industrial uses. The objective of this zoning was to establish a transition from industrial uses to the north of Pine Street and anticipated residential uses within the Southwest Acquisition Area, Tract 2.

#### 5.) AIRPORT HAZARD ZONE

Pursuant to the "Airport Safety and Hazardous Zoning Act of 1983" (C.6-1-80 et seq. as amended), an airport hazard zone has

been delineated on the land use plan. It is the intent of this act to provide special standards in this area to avoid conflicts between airport operations and future surrounding land uses.

#### 6.) PUBLIC AND QUASI-PUBLIC

All existing publicly owned and quasi-public lands have been denoted on the land use plan. Public lands include all parks, schools, community facilities, and other publicly owned facilities. Quasi-public areas include areas that generally operate as public facilities, however, are not publicly owned, such as churches, hospitals, clubs and fraternal organizations, and country clubs.

# **HOUSING PLAN ELEMENT**

## V.) HOUSING PLAN ELEMENT

N.J.S.A. 40:55D-28(3) and N.J.S.A. 52:27-310 require that all New Jersey municipalities prepare and adopt a housing element as part of its municipal master plan. Under the statute, a housing element is designed to ". . . achieve the goal of access to affordable housing to meet present and prospective needs, with particular attention to low and moderate income housing."

This element presents data on the existing housing stock of Lakewood, outlines the "fair share" housing calculation as determined by the Council on Affordable Housing (COAH), and sets forth policies to further the provision of adequate housing in the Township.

### 1.) HOUSING STOCK CHARACTERISTICS

The 1980 Census of Population and Housing reported a total of 15,276 housing units in the Township of Lakewood. This represented a 62.9% increase in total units since 1970. The majority of these units (71.9%) were in single family dwellings, followed by structures of two to nine units. Single family dwellings increased by the greatest percentage of total housing units between 1970 and 1980, reflecting on-going residential subdivision activity in the Township. These totals are outlined in Table V-1.

TABLE V-1  
TOTAL UNITS BY HOUSING TYPE  
LAKEWOOD, NEW JERSEY 1970-80

<u>HOUSING TYPE</u>	<u>1970</u>		<u>1980</u>	
	<u>UNITS</u>	<u>%</u> <u>TOTAL</u>	<u>UNITS</u>	<u>%</u> <u>TOTAL</u>
SINGLE	5,057	53.7%	10,981	71.9%
2-9 UNITS	3,207	34.1%	2,785	18.2%
10 OR MORE	1,149	12.2%	1,496	9.8%
MOBILE HOMES	NA	NA	14	0.1%
TOTAL:	9,413	100.0%	15,276	100.0%

Source: 1970 and 1980 U.S. Census of Population and Housing

Table V-2 outlines housing stock characteristics exhibited in the U.S. Census. Of total units, 787 units were reported as vacant or seasonal, calculating to an overall vacancy rate of 5.15%. The majority of units in the Township were owner occupied (68.9%), while renter units represented 31.1% of occupied units. The median value of owner occupied units was \$51,100 and median contract rent for renter occupied was \$286 per month.

Two surrogates of housing deficiency include units with an occupancy of more than 1.01 persons per room and units lacking complete plumbing facilities for exclusive use. In 1980, units with more than 1.01 persons per room totalled 3,935 units, while units lacking complete plumbing facilities equaled 180.

TABLE V-2  
HOUSING STOCK CHARACTERISTICS

TOTAL UNITS	15,276
VACANT UNITS	787
VACANCY RATE	5.15%
TOTAL OCCUPIED UNITS	14,489
OWNER OCCUPIED	9,985
RENTER OCCUPIED	4,504
MEDIAN VALUE OWNER	\$51,100
MEDIAN CONTRACT RENT	\$286
MORE THAN 1.01 PER ROOM	3,935
UNITS LACKING COMPLETE PLUMBING FACILITIES	180

Source: 1980 U.S. Census of Population and Housing

2.) CURRENT HOUSING COSTS

Recently published estimates of median sales prices show sharp increases in the price of owner occupied housing in the Township. As shown in Table V-3, for sale housing costs has increased by 151.4% since 1980. However, in relative terms to adjacent communities, the median sales price of units in Lakewood remains lower than the County as a whole, with a 1988 County rank of 29th out of 33 municipalities.

TABLE V-3  
MEDIAN HOUSING SALES PRICE\*  
1980-88

	<u>1980</u>	<u>1988</u>	<u>% Change 1980-88</u>	<u>1980/88 County Rank</u>
LAKEWOOD TOWNSHIP	\$37,000	\$93,000	151.4%	27/29
Brick Township	\$41,500	\$118,750	186.2%	22/17
Dover Township	\$48,900	\$133,500	132.1%	14/14
Jackson Township	\$50,500	\$120,505	138.6%	12/16

\* - figures shown include units for sale at the time of the survey, distinguished from the median value of all units as listed in Table V-2.

Source: Rutgers Regional Report  
Vol. II - New Jersey Home Prices

### 3.) RESIDENTIAL DEVELOPMENT ACTIVITY

Table V-4 outlines residential building permits authorized between 1980 and 1988. As shown, Lakewood has exhibited substantial residential development activity in the period. Between 1980 and 1988, 3,155 residential building permits were authorized in Lakewood, or an average of roughly 350 units per year. Development activity peaked in 1987, with a total of 1,115 units authorized. Units authorized were predominantly in the "5 or more unit" housing type category, reflecting recent trends in townhouse and planned developments in the Township. This was closely followed by single family development.

TABLE V-4  
RESIDENTIAL BUILDING PERMITS AUTHORIZED  
1980-88

<u>YEAR</u>	<u>TOTAL</u>	<u>HOUSING TYPE</u>		
		<u>SINGLE</u>	<u>2-4 UNIT</u>	<u>5 OR MORE</u>
1980	251	70	-	181
1981	59	50	-	9
1982	126	46	4	76
1983	122	110	-	12
1984	343	140	18	185
1985	81	81	-	-
1986	566	180	40	346
1987	1,115	423	181	511
1988	492	171	28	293
<hr/>				
TOTAL:	3,155	1,271	271	1,613

Source: N.J. Department of Labor and Industry

#### 4.) EXISTING LAKEWOD HOUSING PROGRAMS

##### a.) Public Housing

The Township, through the auspices of the Lakewood Housing Authority, owns and maintains 268 units of public housing in four public housing projects. The location and type of units existing is exhibited in Tables V-5 and V-6. All units are administered utilizing U.S. Department of Housing and Urban Development (HUD) guidelines for income eligibility.



TABLE V-5  
PUBLIC HOUSING  
LAKEWOOD, NEW JERSEY

<u>NAME</u>	<u>LOCATION</u>	<u>UNITS</u>	<u>UNIT RESTRICTION</u>
John F. Kennedy Apts.	Cedarbridge Ave.	62	Family
John J. Curry Apts.	E. 4th Street	106	Elderly/Disabled
Peter Ward Towers	Woehr Ave.	62	Elderly/Disabled
Lulu Duffy Cottages	Sampson Ave.	38	Elderly/Disabled
TOTAL UNITS		268	

Source: Lakewood Housing Authority

TABLE V-6  
PUBLIC HOUSING BY UNIT TYPE  
LAKEWOOD, NEW JERSEY

TOTAL UNITS	268
Efficiencies	99
One bedroom	104
Two bedroom	35
Three bedroom	26
Four bedroom	4

Source: Lakewood Housing Authority

b.) Rental Assistance Program

Three separate agencies administer HUD Section 8 rental assistance programs in Lakewood Township. The program provides subsidies to private landlords for rental payments of income qualified households. Tenants pay a maximum of 30% of their income toward a HUD established "fair market" rent, with the balance being covered by the rent subsidy. The following is a breakdown of administering agencies:

Lakewood Housing Authority

Currently operates 245 units restricted to elderly or disabled households.

Lakewood Township Rental Assistance Program (L.T.R.A.P.)

Currently operates approximately 700 units open to families, elderly, and disabled persons. Administered by the Lakewood Township Tenants Association.

N.J. Department of Community Affairs - Rental Assistance Program (RAP)

Currently assists approximately 400 households in Lakewood Township, including families, elderly and disabled persons. Program is administered county-wide.

c.) Other Assisted Housing

In addition to the above mentioned programs, there are two additional apartment complexes that are regulated by HUD, the Lakewood Plaza (I and II), having a combined total of 457 assisted units, and the Eleanor Levovitz Apartments, having a total of 150 elderly/disabled units. Both complexes are administered separately from the above mentioned purposes.

d.) Rehabilitation Programs

There are currently two active housing rehabilitation programs operated in Lakewood Township. The objective of these

programs is to correct safety and building code violations to units occupied by low and moderate income households.

The first of these is the HUD Section 8 Moderate Rehabilitation Program administered by the Lakewood Housing Authority. To date, 84 units have been rehabilitated under this program. Of this total, 77 units were occupied by low and moderate income families, with the remaining 7 units occupied by elderly or disabled households of low/moderate income.

Further, the Township participates in the Ocean County Housing Rehabilitation Program, funded through the County's entitlement of the HUD Community Development Block Grant Program. To date, 46 units in Lakewood have been rehabilitated under the program.

#### 5.) HOUSING PLAN

##### a.) New Jersey Council on Affordable Housing (COAH) Requirements

In 1985, as a result of the "Fair Housing Act" (NJSA 52:27D-310, 311 & 329), COAH divided the state in six "housing regions." The Council has adopted a methodology to estimate affordable housing need for each municipality within these regions, based upon demographic and economic projections. Lakewood, within Housing Region 4 (including the counties of Ocean and Monmouth) yields a "Pre-Credited Need" of 0 dwelling units for the period of 1987-1993 as follows:

### Housing Need Type

1.)	Actual Deteriorated Units	251
2.)	Indigenous Need	251
3.)	Reallocated Present Need	0
4.)	Present Need (lines 2+3)	251
5.)	Prospective Need	0
6.)	Total Need (lines 4+5)	251
7.)	Adjustments:	
	a.) Demolitions	40
	b.) Filtering	291
	c.) Conversion	0
	d.) Spontaneous Rehabilitation	0
		<hr/>
8.)	Pre-Credited Need (lines 6+7a-7b-7c-7d)	0

It should be noted that Lakewood was exempt from the "Reallocated Present Need" or "Prospective Need" calculations because the Township is designated "Urban Aid" municipality, following COAH substantive regulations.

### b.) Credits

Because Lakewood's pre-credited need is 0, the Township may not credit any additional affordable units created between 1980 and 1987, as outlined in COAH's substantive regulations (NJAC 5.92-6.1).

### c.) Techniques to Achieve Overall Housing Objectives

Although the Township's affordable housing need is 0 as determined by COAH, the Township claims the right to credit additional units created toward the next period of COAH affordable need calculations. The intent of this objective is to provide a

wide variety of housing types to all income groups where it is consistent with sound land use policies. The Lakewood Housing Authority and housing advocate groups have recommended that the following strategies should be examined for implementation of housing objectives.

i.) Regional Contribution Agreements

Under the Fair Housing Act, once a municipality has determined its "fair share" as described earlier, it may propose to transfer up to 50% of its obligation to another municipality within its Housing Region, through a contractual agreement between the "sending" and "receiving" municipality. Such a contract is termed a Regional Contribution Agreement or "RCA." COAH maintains a listing of municipalities which have stated an intention to enter into an RCA as a "receiving" municipality and attempts to match them with appropriate sending municipalities. Receiving municipalities may enter into more than one RCA with sending municipalities.

It should be clarified that under COAH rules, municipalities which are exempt from present reallocated and prospective need are also exempt from the "occupancy preference cap," which only allows municipalities to restrict up to 50% of new affordable units created to persons residing or employed within the municipality (NJAC 5:92-15.2). In essence, all units created in Lakewood via an RCA could be restricted to Lakewood residents and workers as a first preference. It was therefore recommended that

the Township examine this type of mechanism to create additional funding sources for the creation of affordable housing.

ii.) Lease/Purchase Housing

The concept of "lease/purchase" housing is a relatively new concept that has been implemented in some New Jersey municipalities to expand moderate income housing opportunities. This mechanism is based upon the premise that one of the major obstacles to entering the housing market is attaining the financial resources for the initial downpayment on a first home. A lease/purchase program is, simply put, a "lease with an option to buy" system for owner-occupied housing. A prospective homeowner pays a nominal fee for the leasing of a unit, and maintains a set lease payments (normally for three to five years) where payments made are held in escrow (subtracting out annual maintenance costs) to accumulate toward the downpayment on the purchase of the unit at the end of the specified period.

The lease/purchase mechanism is normally implemented through a private developer who actually builds the units to be sold to a municipal agency or non-profit corporation. The agency or non-profit corporation then acts as "landlord" to administer the lessee selection process, project maintenance, and escrow accounts. As units are "bought out" at the end of lease period, the administering agency establishes a homeowner's association to continue maintenance of the project. Upon full buyout, the administering agency, as would a private developer, allows the project to operate independently.

There are several major impediments to implementing such a program, such as solicitation of an interested private developer to construct a project, creation of a funding source for an administering agency to purchase the completed units, and further, securing funding sources to lower project costs to create quality units, while making the "lease/purchase" arrangement financially feasible. However, the mechanism has been successfully implemented in other municipalities. Therefore, the Housing Authority recommends the promotion of this mechanism to further housing objectives, assisted through an RCA, municipal bonds, NJDCA programs, or a combination thereof.

### iii.) Senior Accessory Units

An accessory housing unit is defined as a unit created within excess space in single family homes which is generally incidental to the dwelling capacity of the unit. Many municipalities have implemented accessory apartment ordinances to allow new affordable senior citizen housing units to be created.

This type of housing serves two purposes. First, units are usually created utilizing excess bedroom space in single family units, creating additional income streams for owner occupied housing maintenance. Secondly, seniors who would conceivably occupy such units normally have increased security and help in living with an established household, compared to living in a conventional rental unit. Therefore, the Housing Authority recommended an examination of implementing this strategy to expand senior housing opportunity.

iv.) Two Family Development

The Housing Authority further recommended the promotion of two family housing development to expand the rental housing stock in the Township. Two-family development provides both home ownership opportunities with a built in subsidy in the form of the rental income, while expanding the rental stock. Further, it could be developed in a compatible manner so as not to conflict with adjoining residential land uses.

v.) Redevelopment Areas

The Housing Authority recommended the examination of a 10% land set aside in the Southwest Acquisition Area - Tract 1, currently planned for a new industrial park facility under its redevelopment plan, to be developed with compatible multi-family residential development areas allowing housing opportunities in close proximity to places of work. Such a proposal would require an amendment to the redevelopment plan.

vi.) Higher Density Housing Areas

Finally, the Housing Authority recommended the examination of allowing higher density residential development outside the "core" area of the Township, after careful consideration of appropriate infrastructure capacity of areas targeted. The Land Use Plan outlines this strategy for the Route 70 corridor and adjacent land areas.



# **CIRCULATION PLAN ELEMENT**

## VI.) CIRCULATION PLAN ELEMENT

The circulation element of the Master Plan provides one basis for land use, economic, social and aesthetic potential of the municipality. The efficiency of the transportation system and its satisfactory service to the community are central concerns of the Circulation Element.

The transportation facilities can take many forms and serve many diverse needs. To best serve the populace, they should form a coordinated system. As different portions of the existing transportation facilities are governed by different jurisdictions (State, County, Township), the Transportation Master Plans for all entities should be coordinated to ensure coordination of the facilities proposed.

This section will review the existing system and present local road improvement plans and the State and County Transportation Plans and their relationship to Lakewood Township.

### 1.) ROAD JURISDICTION

The road system in Lakewood Township falls under the jurisdiction of three levels of government: State, County and Township. The breakdown of these jurisdictions is depicted on Map 1 - "Road Jurisdiction." As can be seen by the map, all of the major road networks fall under the jurisdiction of the State or County. Although this absolves the municipality of the finan-

cial responsibility of the road, it also means that the planning and improvements take place according to the capital program schedule of the respective agency.

In Lakewood Township the jurisdictions are as follows:

STATE:     Garden State Parkway  
           Route 70  
           Route 88  
           Route 9

COUNTY:    Route 526 East County Line Road  
                 Lanes Mill Road  
                 West County Line Road  
           Brook Road  
           Ridge Avenue  
           Joe Parker Road  
           County Line Road  
           Fourteenth Street  
           Kent Road  
           Hope Chapel Road  
           Miller Road  
           Central Avenue  
           Whitesville Road  
           James Street  
           Sunset Road  
           Route 528 - Cedar Bridge Avenue/Central Avenue  
           New Hampshire Avenue  
           Chestnut Street  
           Forest Street  
           Vermont Avenue  
           Cross Street  
           Prospect Street

## 2.) FUNCTIONAL CLASSIFICATION

The highway system is comprised of a hierarchy of roads exhibiting a range of size, design features and traffic carrying capacity. These include arterials, collectors and locals, and each performs a distinct function according to its design capacity and relationship to the street and highway system as a whole.

For purposes of determining eligibility for federal funding, counties and municipalities must designate a classification to all roads. The functional classification is divided into rural and urban classifications. Lakewood's system is based on the 1980 Census of Population, and considers the degree of urbanization, intensity of development and population density.

All roadways within Ocean County have been classified according to the functional classification system developed by the Federal Highway Administration. The Federal Highway Act sets forth the definition for each roadway designation according to functional use. The classification procedure considers the highway or street as part of the overall travel network. The majority of vehicle trips impact a number of roadways having different design capacities. Traffic congestion or unsafe conditions usually indicate that the affected roadway is being utilized for a function not originally intended. By measuring existing conditions against the recommended standards for that classification of road, the adequacy of the circulation system can be evaluated and recommendations made for road improvement.

The 1990 Functional Classification of Highways is shown on Map 2 - "1990 Functional Classification of Roads." This classification system is in accordance with the recently published classification system of the Ocean County Planning Board dated December 10, 1985.

#### a.) Freeways

A freeway is an arterial roadway designed to provide a high level of service to its users and the communities it serves. Roadway access to abutting properties is limited and traffic movement is rapid. Freeways usually link the metropolitan centers of a region and/or serve as center-city bypass routes for through traffic.

The design features of a freeway include separation of traffic by a center median, full access control and grade separation at intersections. The interchanges are generally widely spaced. Because of the limited access allowed both onto and crossing it, a freeway physically divides the land and forms a basic factor in land planning.

With regard to Lakewood Township, the Garden State Parkway is placed in this designation and provides the major north-south access to the Township. To the north of Lakewood in Howell Township, a freeway was recently completed known as I-195. It traverses the State in an east-west direction from Route 206 in Trenton to Route 34 in Wall Township.

#### b.) Principal Arterials

Principal arterials perform a number of functions:

- \* A connector road having trip length and travel density characteristics indicative of substantial statewide or intercounty travel.
- \* An access road to freeways.

- \* Land service roads to abutting properties. However, service to abutting land should be subordinate to the provision of travel service to major travel movements.

State highways Route 70, Route 9, County Line Road (Route 526) and Route 549 (Lanes Mill Road) are designated in this category.

#### c.) Minor Arterials

Minor arterials form a middle link between the principal arterials and the collector roads. In this capacity, they serve the following functions:

- \* Connector roads between cities and towns and other traffic generators, such as major resort areas.
- \* Augment and provide access roads to the principal arterials and freeways. Link higher road classifications with local development concentrations.
- \* Provide service for trips of moderate length with relatively high overall travel speeds, with minimum interference to through movement.
- \* Places more emphasis on land access than higher road classifications and consequently a lower level of traffic mobility.

The following roads are classified as minor arterial roads: Route 528, Route 88, Route 639 (Hope Chapel Road), Squankum Road, Ridge Avenue, Route 528, Cedar Bridge Avenue, Central Avenue and 4th Street.

#### d.) Collector Roads

Collector roads serve travel that is intra-county and travel trips that are shorter than those of arterial routes. Consequently, speeds are typically slower.

Collector roads may enter developed areas in order to distribute traffic from the arterial or higher road systems to the ultimate destination on a local or collector system. Conversely, the collector roads serve to connect traffic from local streets to the arterial system.

This road category functions in a mixed urban-rural area such as Lakewood Township to provide primary access to small developed areas, individual traffic generating land uses and to provide bypasses or alternate connections to the larger concentrations.

The following roads have been classified as major collectors:

New Hampshire Avenue	Route 623
Joe Parker Road	
Ridge Avenue	
Clifton Avenue	
Monmouth Avenue	
South Lake Drive	
North Lake Drive	
Miller Road	
Central Avenue (western portion)	
Cross Street	
Massachusetts Avenue	
Prospect Street	
14 Street	
Pine Street	
Hope Chapel Road	
Farraday Avenue	

e.) Local Streets

The local road system is generally characterized by the following:

- \* Serves primarily as a means of access to adjacent lands. Through traffic is generally discouraged.
- \* Provides travel service over relatively short distances.
- \* Provides access to the higher order systems.

- \* Serves as a corridor for utility installations.

All roads not otherwise indicated on the Functional Classification Map are considered local streets.

### 3.) PAPER STREETS

Due to the premature or "wildcat" subdivision activity that occurred in Lakewood Township in the 1920's, there are numerous "paper" streets. In fact, as the base maps indicate, most of the central portion of Lakewood Township consists of paper streets and small lots. The Township, through an active blight determination program, has assembled these subdivisions and vacated the paper streets and diverse ownerships. A good example is the Lakewood Township industrial park on the east side of New Hampshire Avenue which originally consisted entirely of paper streets.

### 4.) ROAD RIGHTS-OF-WAY

The road right-of-way (R.O.W.) refers to the actual width of the property for a public street as shown on the Lakewood Township Tax Maps.

The right-of-way includes not only the paved area of a street but also an area beyond the pavement up to the property



line (ie. street line). This area could be used for possible street widening or other improvements. The functional classification system indicates the possible additional future rights-of-way that the County and State will be requiring for their respective roads. This system has also created a uniform road classification across the entire State so that the road widths are coordinated among municipalities and counties.

The County has established the following right-of-way requirements as part of its new transportation plan as shown in the table below and outlined on Map 3 - "Road Rights-of-Way."

<u>Road Name</u>	<u>Right-of-Way</u>
John F. Kennedy Boulevard	120
New Hampshire Avenue	80'
Cedar Bridge Avenue	80'
Hope Chapel Road	80'
Central Avenue	80'
County Line Road	66'
Cross Street	66'
Massachusetts Avenue	66'
Prospect Street	66'

#### 5.) ROAD IMPROVEMENTS

Since the major roads in the community are under the jurisdiction of higher levels of government, it is important to list the scheduled improvements so that they can be coordinated into the municipal master plan. Presented below are the listed improvements of the State and County.

State Improvements:

- \* New Jersey Route 70 from Brick Township to U.S. Route 9  
Short range dualization and construction of jughandle at  
New Hampshire Avenue
- \* New Jersey Route 88.

County Road Improvements:

Ocean County Capital Improvement Plan, 1988-1993  
(Road Segments in Lakewood Township)

<u>Year</u>	<u>Project/Municipality</u>	<u>County Route Number</u>
1988	Lanes Mills Road Reconstruction (1) (Lakewood/Brick)	549 (north)
1989	Cedar Bridge Avenue Widening (Lakewood) New Hampshire Avenue Widening (Lakewood) Kennedy Boulevard Dualization (Lakewood)	528 623 new
1990	Chambers Bridge Road Divider (II) (Brick/Lakewood) New Hampshire Avenue Widening (Lakewood) Kennedy Boulevard Dualization (Lakewood)	549 (south) 623 new
1991	New Hampshire Avenue Extension (Lakewood) Fischer Boulevard Extension (II) (Dover/Lakewood)	623 new
1992	County Line Road Dualization (Lakewood/Jackson) Kennedy Boulevard Improvement to 2 Lanes	526 new
1993	Kennedy Boulevard Improvement to 2 lanes (Lakewood)	new

The Kennedy Boulevard project is currently being designed by the Ocean County Engineering Department as a two lane road that will terminate at Ridge Avenue.

## 6.) GARDEN STATE PARKWAY

As a major limited access arterial roadway running the length of the State and passing through Lakewood Township, the Garden State Parkway is both a significant factor in the overall traffic patterns of the Township, and an indicator of overall traffic growth.

Lakewood Township is served by three interchanges from the Garden State Parkway. They are as follows:

- \* Interchange 91 - Northbound entrances and southbound entrances and exit; connector road - Ocean County Route 526 and 549. This is designed to favor traffic to and from the New York metropolitan area.
- \* Interchange 90 - Southbound entrance and northbound exit; connector road - Ocean County Route 549.
- \* Interchange 88 - Southbound exit and northbound entrance; connector road - NJ Route 70.

Review of the average daily traffic utilizing the Garden State Parkway Interchanges relative to Lakewood indicate that traffic has grown at a steady rate with significant increases between 1984-1986. This increase in traffic will also be reflected on local roads. The planned dualization of Route 70 will be a major aid in handling this traffic volume in the southern portion of the Township.

## 7.) GARDEN STATE PARKWAY ACCESS PLANS

Long range plans derived from discussions held with the N.J. Highway Authority pertain to interchange 91 and 90 of the

Garden State Parkway. The present plan calls for a service road system to run parallel to the Garden State Parkway and connecting interchange 91, 90, 89 and 88. This service road would interconnect with all major local roads and thereby provide access to the Garden State Parkway both in a northbound and southbound direction.

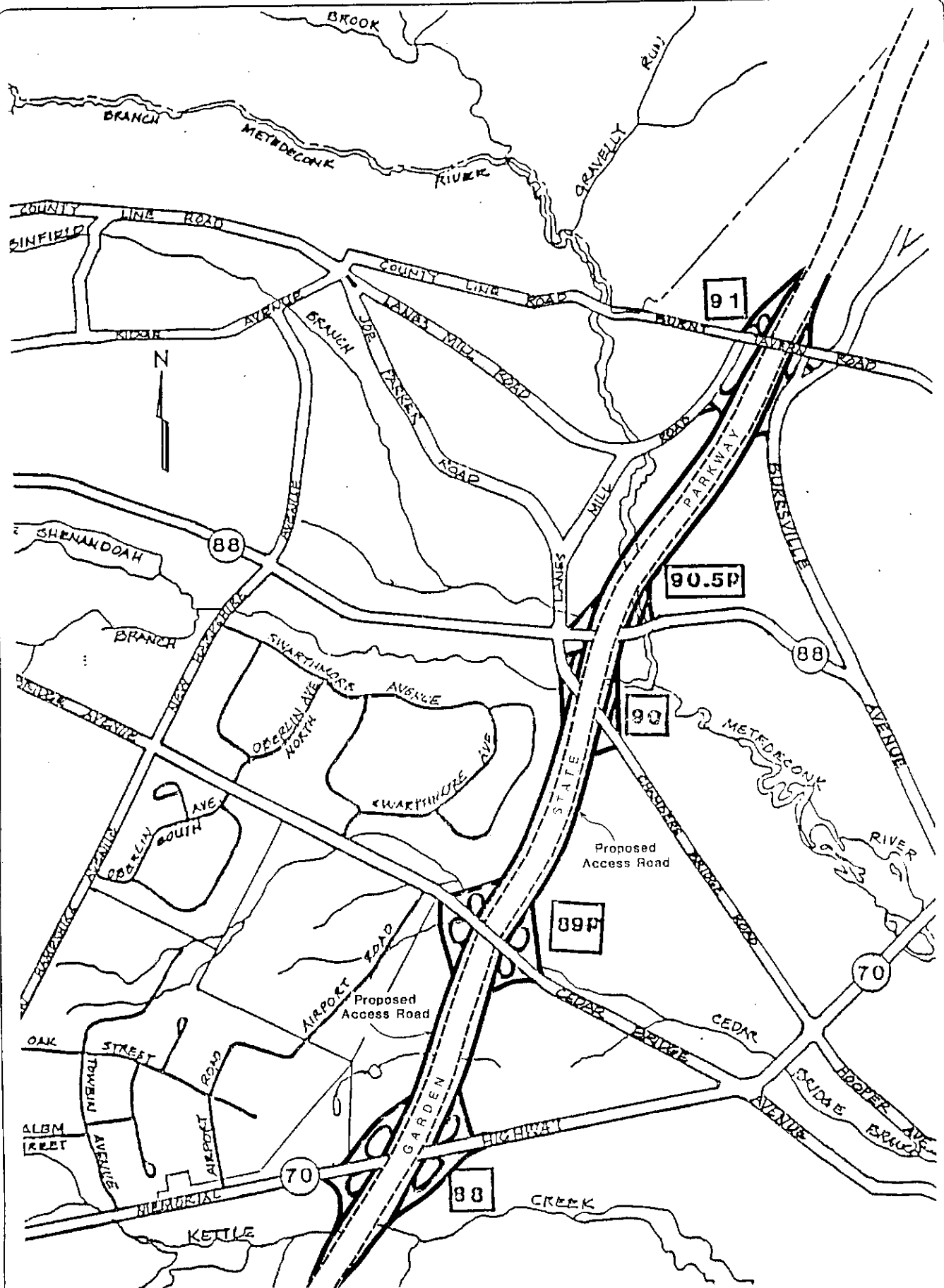
It should be noted that this service road should relieve the pressure on New Hampshire Avenue which now represents one of the major north-south connections near the Parkway in Lakewood Township.

#### 8.) COUNTY TRANSPORTATION PLAN

The Ocean County Planning Board has formulated a transportation plan. The plan consists of the road classifications, road improvements, the bikeway plan, the airport and the proposed transportation center and future rail center. The plan is shown on the Map 4 - "Transportation Plan."

##### Lakewood Transportation Center

The Transportation Center was proposed by the Lakewood Redevelopment Commission. Such a center would combine the functions of the current bus system and terminal on Ocean Avenue and the future possibility of passenger rail service. In fact, the Ocean County Planning Board recently published a report entitled "Restoration of Passenger Rail Service - An Update of Corridor Growth," March, 1986. The extensive report concludes that "there



**SCHEMATIC LAYOUT**  
**Proposed**  
**Garden State Parkway**  
**Interchange and Access Road**

**FEB., 1988**

**ILLUSTRATION**  
**NOT TO SCALE**

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is sufficient existing and potential ridership in the study area to justify the restoration of passenger rail service to Lakewood Township." This proposed passenger rail facility would extend from Lakewood through Farmingdale to the North Jersey Coast Line in Red Bank. A Freehold secondary line is also proposed that would proceed from Farmingdale to Freehold and then to Matawan and the North Jersey Coast Line.

The Master Plan has included the plans for the Lakewood Transportation Center. Its implementation is now in compliance with the Master Plan.

# UTILITIES PLAN ELEMENT

## VII. UTILITIES PLAN ELEMENT

A community's ability to supply adequate public utility and capacity is one of the pre-requisites to the type and scale of development it is able to support. The following element outlines the extent of existing and proposed utility service in Lakewood Township that provided input into the land use proposals listed in the Land Use Element, inclusive of water and sanitary sewer facilities.

### 1.) FRANCHISE AREAS

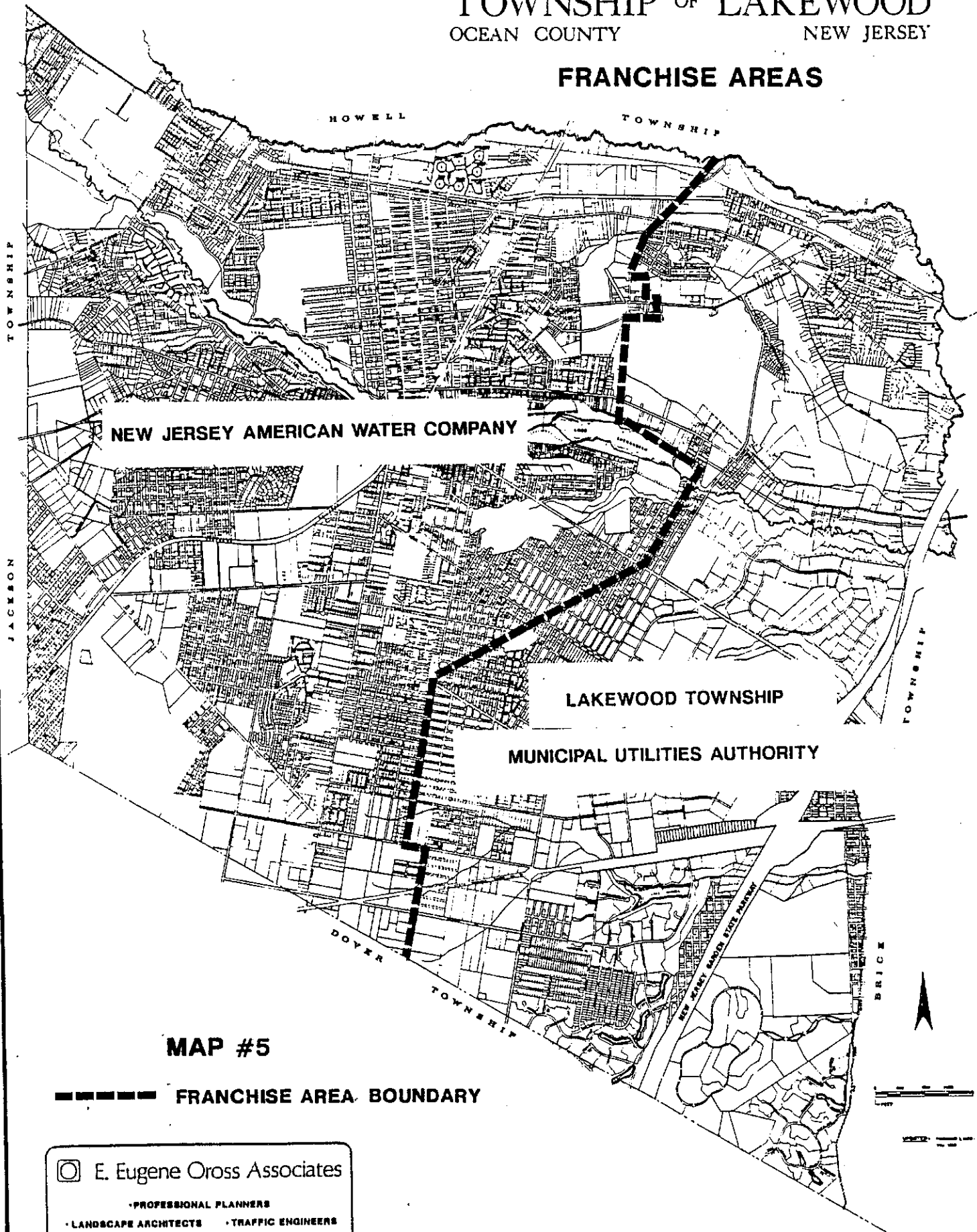
Lakewood is presently served by two public utilities companies, the New Jersey American Water Company, a private corporation, and the Lakewood Township Municipal Utilities Authority (LTMUA), a municipally chartered public authority. Generally, the areas west of New Hampshire Avenue fall within the franchise area of the New Jersey American Water Company, while the areas east of this roadway are serviced by the LTMUA as depicted on Map 5. Both entities supply water and sewer service, therefore these subjects are discussed separately for each company.



# TOWNSHIP OF LAKEWOOD

OCEAN COUNTY NEW JERSEY

## FRANCHISE AREAS



## 2.) NEW JERSEY AMERICAN WATER COMPANY

### a.) Sanitary Sewer Service

In providing sewer service to its respective franchise area, the New Jersey American Water Company operates collection mains and eight pumping stations, depicted on Map 6. The locations of these stations are as follows:

- \* the southern end of Route 9 near Chestnut Avenue
- \* the northern end of Monmouth Avenue
- \* Sunset Road, south of Central Avenue
- \* 9th Street, near Princeton Avenue
- \* Tanglewood Lane
- \* the north end of Teaberry Court
- \* Regent Drive
- \* Lousburg Square

In 1981, as a response to problems associated with operating capacity of the sanitary sewerage system, the company tied into the Ocean County Sewer Authority (OCSA) system. This alleviated any capacity problems previously exhibited in the system. The company presently reports adequate sewer capacity for growth in its franchise area.

### b.) Water Service

Water service is provided within the company's franchise area at an average total daily capacity of 4.5 million gallons. The company operates seven wells, six of which tap the Englishtown Formation, the remaining well tapping the Raritan Formation on Somerset Road, requiring extensive treatment including iron removal. The location of these facilities are depicted on Map 6.

The following presents a breakdown and capacity of the six wells tapping the Englishtown Formation:

<u>Well Location</u>	<u>Capacity</u>
Hatfield Avenue	360,000 GPD
South Clifton Avenue	600,000 GPD
West County Line Road	360,000 GPD
East End Street	600,000 GPD
River Avenue	600,000 GPD
Sunset Road	2,000,000 GPD
Total	4,520,000 GPD

GPD - Gallons per Day

Source: New Jersey American Water Company

The company uses two stand pipes, one having a capacity of one million gallons and one a capacity of 2.1 million gallons. Also, the system includes a steel ground storage reservoir which has a capacity of 500,000 gallons.

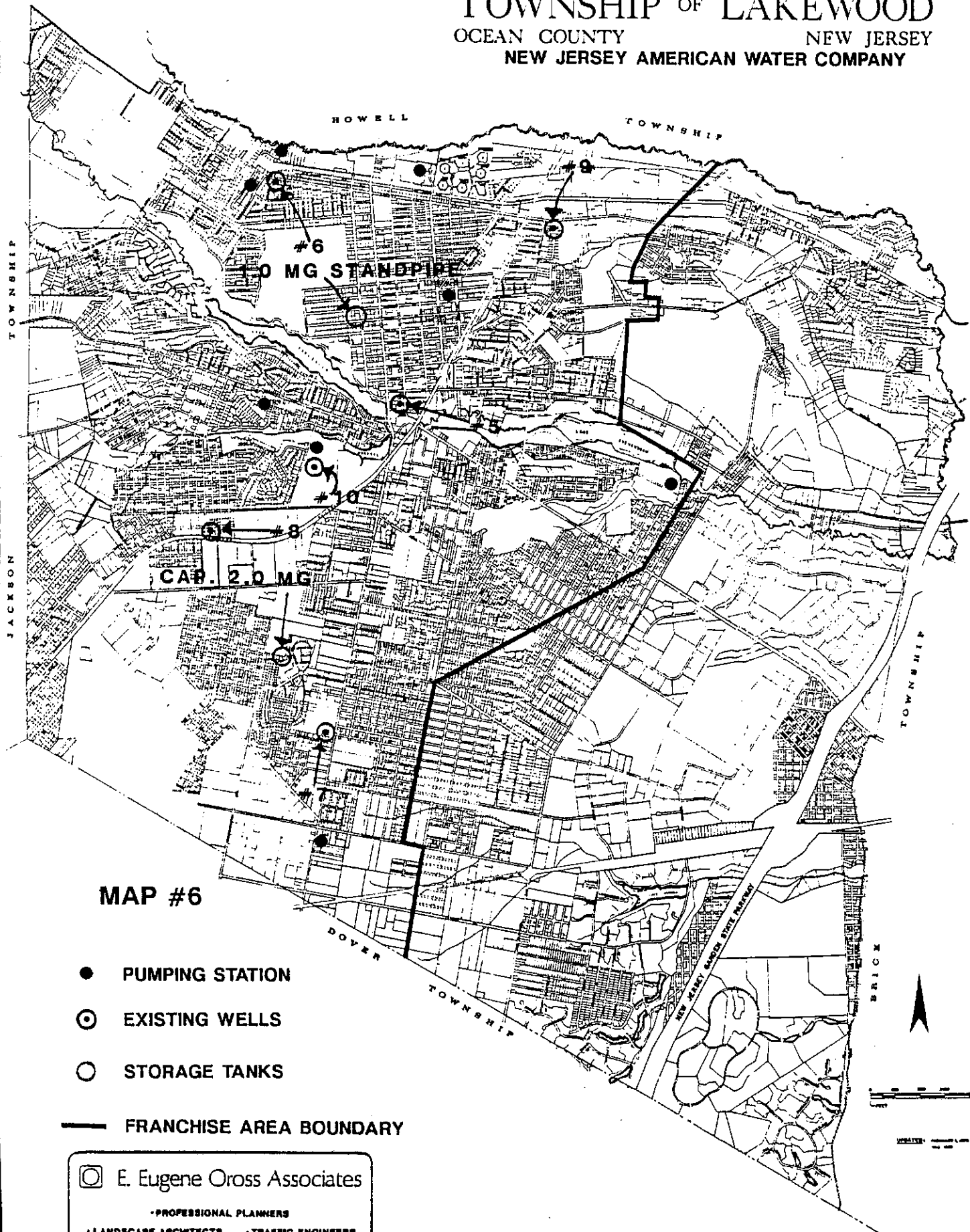
Based on the above, the company reports that there is adequate water capacity within its franchise to service future growth in the Township. No major expansions of service are planned at this time.

# TOWNSHIP OF LAKEWOOD

OCEAN COUNTY

NEW JERSEY

NEW JERSEY AMERICAN WATER COMPANY



MAP #6

● PUMPING STATION

⊙ EXISTING WELLS

○ STORAGE TANKS

— FRANCHISE AREA BOUNDARY

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### 3.) LAKEWOOD TOWNSHIP MUNICIPAL UTILITIES AUTHORITY

#### a.) Sanitary Sewer Service

The LTMUA sewer system consists of over 200,000 linear feet of gravity sewer mains ranging in size from six to twenty-four inches in diameter. The Authority operates two pump stations, one at Leisure Village East on Shorrock Street near Shetland Drive, the other in the Woodlake off Pinehurst Drive in the Tivoli area of the development. The system connects with the OCSA collection system, specifically to the Beaver Dam, Metedeconk, and Kettle Creek interceptors.

The system is generally in good operating condition and has only required routine annual maintenance, such as the removal of blockages as a result of tree roots entering the lines.

Recent expansion of the sewer system has included the following:

- \* installation of an 18 inch trunk line along Route 70 from Buckingham Drive to New Hampshire Avenue.
- \* installation of two trunk lines in the southeastern service area, one running along Shorrock Street, the second operating as a spur line of the Kettle Creek interceptor.

These facilities are depicted on Map 7.

The Authority has proposed expansion plans within its franchise area including internal collection systems for the Four Seasons development, the Briarwood development and also several small developments along Ridge Road near East County Line Road.

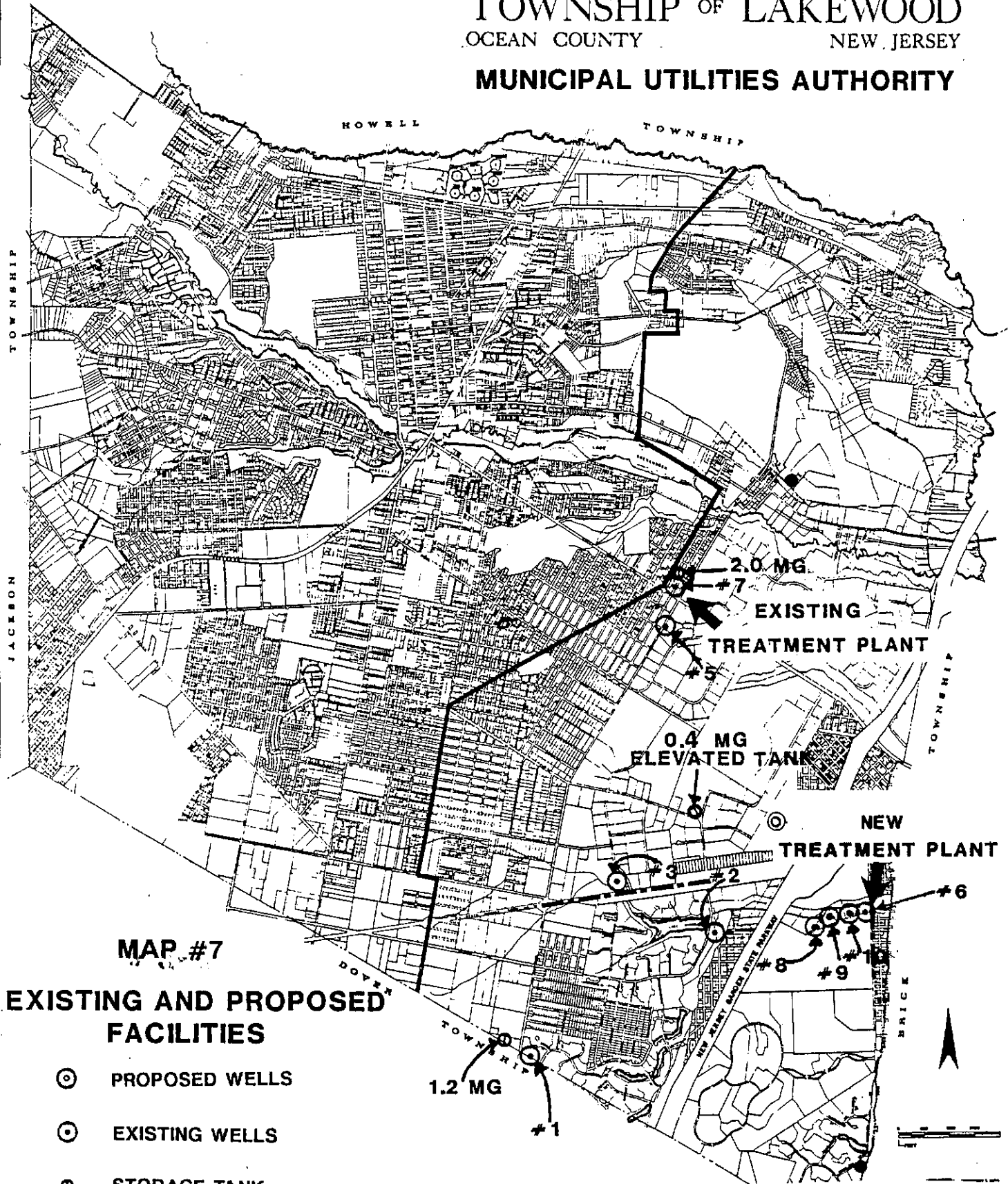
According to Authority records, pressure is adequate throughout the system.

A new treatment facility is currently under construction on Shorrock Street that will treat water drawn by wells #6, 8, 9 and 10. Proposed future facilities include providing water service to the new industrial park described above and the construction of seven new wells tapping the Cohansey formation that the Authority reports will be needed by 1992.

# TOWNSHIP OF LAKEWOOD

OCEAN COUNTY NEW JERSEY


## MUNICIPAL UTILITIES AUTHORITY



**MAP #7**

### EXISTING AND PROPOSED FACILITIES

- ⊗ PROPOSED WELLS
- ⊙ EXISTING WELLS
- STORAGE TANK
- FRANCHISE AREA BOUNDARY
- - - SEWER SYSTEM EXPANSION
- PUMPING STATION

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# **COMMUNITY FACILITIES PLAN ELEMENT**



## VIII.) COMMUNITY FACILITIES PLAN ELEMENT

The need for future community facilities and services is based upon factors such as projected population growth, land area, types of land uses to be served, and the sufficiency and life expectancy of existing facilities. These facilities represent an integral part of a municipality's operation, measuring to what extent it is viable and has a high quality of life.

Existing facilities and specific proposals and recommendations for future expansion are presented regarding fire protection, water and sewer service, schools, hospitals and library facilities. These are reflected on the Community Facilities Plan Maps which is an overlay on the Land Use Plan.

### 1.) FIRE PROTECTION

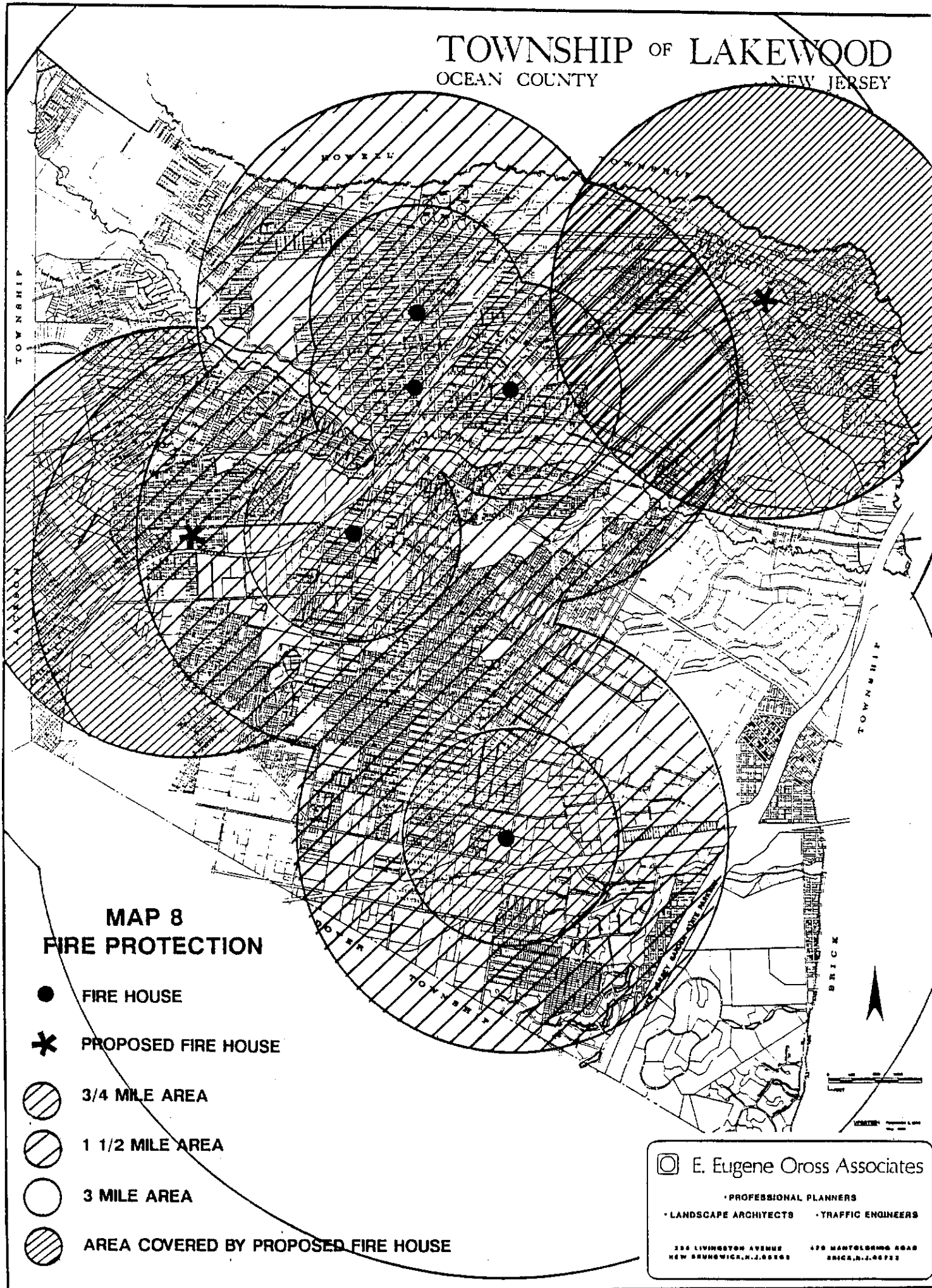
Lakewood Township is currently served by five volunteer fire companies. These are depicted on Map 8:

<u>Company</u>	<u>Location</u>
Hook & Ladder Co. No. 1	Eight Street & Monmouth Avenue
Hose Company No. 1	First Street & Monmouth Avenue
Hose Company No. 2	Clover Street & East Fourth St.
Hose Company No. 3	New Hampshire Avenue (between Chestnut & Salem)
Hose Company No. 4	River Avenue near James Street

Map 8 also delineates the approximate area of service for each fire station, according to the guidelines set forth by the New Jersey Fire Insurance Rating Organization.


# TOWNSHIP OF LAKEWOOD

OCEAN COUNTY NEW JERSEY



**MAP 8  
FIRE PROTECTION**

- FIRE HOUSE
- \* PROPOSED FIRE HOUSE
- 3/4 MILE AREA
- 1 1/2 MILE AREA
- 3 MILE AREA
- ◐ AREA COVERED BY PROPOSED FIRE HOUSE

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Where an area is predominantly residential, a fire station should be located within a 1.5 mile travel distance of all points within its service area. When residential density is below 3 dwelling units per acre, the service area can be increased to a three mile radius. Further, to be listed as a "protected fire zone," a property must be within 600 feet of a fire hydrant which is capable of supplying a fire flow of 200 gallons per minute.

As shown on Map 8, the central area of the Township as well as the industrial areas have adequate fire coverage. An additional station is planned to be located in the vicinity of Joe Parker Road in proximity to the areas of extensive development. In addition, a planned facility is located in the western portion of the Township.

## 2.) MUNICIPAL BUILDING

The present municipal building was constructed in 1969, consisting of roughly 33,000 square feet of building space. A 7,344 square foot addition was completed in 1978.

With the exception of the Planning Board, Inspection Department, and the Welfare Office, the municipal building houses all Township departments. The Planning Board and Inspection Department are located in the municipal annex building on Fourth Street. The Welfare Office is located at 121 Second Street.

The Township also acquired over the last 10 years all the land on the block housing the municipal complex and additional

land across Third Street which is used for parking. There are no expansion plans at the present time.

### 3.) SCHOOL FACILITIES

The Lakewood Township school system began operation in 1869 with the opening of the first public school. By 1939, the system was expanded to three schools with a total enrollment of 1,722 students. By 1976, the system included a total of six schools with an enrollment of 6,076 students. An additional elementary school has been constructed since that time on Oak Street and total enrollment equalled 5,313 by 1986.

Total enrollment of each individual school is listed in Table VII for 1989. As is shown, the present school system has sufficient capacity for current enrollment levels.

TABLE VIII-1

School Enrollment-1989/90

<u>School</u>	<u>Grade Level</u>	<u>Enrollment</u>
Spruce Street School	K-6	772
Clifton Ave. School	K-5	619
Ella G. Clarke School	K-5	534
Oak Street School	K-5	575
Princeton Ave. School	Grade 6	404
Lakewood Middle School	7-8	779
Lakewood High School	9-12	1,450
Ocean Co. Voc. School		73
Total Enrollment:		5,206

\*as of February, 1990

For the purposes of long range planning, it is proposed by the Lakewood Township School System that a additional site for a

new elementary school be located in the western portion of the Township, being that this area is not presently served by school facilities. The general location of the site is presented on the Community Facilities Plan.

#### 4.) LIBRARY FACILITIES

The present Lakewood Public Library was constructed in 1916 with assistance from the Carnegie Foundation. In 1970, an addition to the original building was completed, resulting in a complex of roughly 12,500 square feet.

Population growth in the Township now constitutes an additional need for library space and upgrade facilities. In view of this, the Lakewood Library Board of Trustees retained a library consultant to analyze the projected need and review the present facilities. The findings of this analysis concluded that the present facilities could not feasibly be expanded on site to serve the future needs of the community. Therefore, a series of sites were evaluated for the construction of a new library.

The study resulted in a selection of a site on Lexington Avenue, between Third and Fourth Streets, east of the municipal complex. The site is approximately 33,500 square feet in area and would accommodate a one-story building of roughly 27,500 square feet with adjacent parking for 45-50 vehicles. Any future expansion might include an additional story to the building, or an addition onto the existing building, which would require the

acquisition of land to the east of the site. This new site is delineated on the Community Facilities Plan.

#### 5.) HOSPITAL FACILITIES

The Township is presently served by the Kimball Medical Center which is located on Route 9. The hospital has had two major expansions, one in 1971-72, which increased capacity to 235 beds, and one in 1984, which resulted in a total capacity of 354 beds.

In addition, the 1984 expansion also included the demolition of the old North wing and the construction of the new "Heritage Wing." All facilities were upgraded and a "cat-scan" facility was added. Parking facilities were also increased to 714 spaces.

Future plans include a second floor addition to the South wing. This expansion request has been submitted to the N.J. Department of Health for review.

Additional adjacent facilities include a day care center on the opposite side of Route 9 and a medical building which is operated under a separate corporation.

#### 6.) REFUSE COLLECTION

The Township collects refuse through its public works department and uses the Ocean County landfill in Manchester Township. The Township's own landfill was closed by the state in March of 1984.

The Township utilizes a County operated recycling center located on New Hampshire Avenue for the separation of glass, aluminum cans and newspapers. All recyclable items are prepared for market at this facility. This is further outlined in the Recycling Plan Element.

At present no alterations are proposed for refuse collection, nor are any new sites being contemplated for landfill facilities.

# **RECREATION PLAN ELEMENT**



IX.) RECREATION PLAN ELEMENT

1.) EXISTING FACILITIES

Presented below is a listing of the Township and County recreational facilities. The location of these facilities are indicated on Map 9 - "Recreation Areas." Recreational facilities in Lakewood Township presently include parks, playgrounds, community center, regional parks and special recreational facilities.

TABLE IX-1

Township Parks and Recreational Facilities

<u>Location</u>	<u>Acreage</u>
Community Center	0.30
Canterbury Park	0.80
School St. Park	1.70
Campbell Park	0.58
Sunset Street Park	2.10
Cedar Bridge Park	64.00
John St. Park	1.40
Hearthstone Park	5.40
Larry D'Zio Park	5.00
Crystal Lake	<u>153.31</u>
Subtotal:	234.59

Major Parks (Lake/Water Parks)

<u>Location</u>	<u>Acreage</u>
Lake Carasaljo	176
Lake Manetta	16.2
Pine Park	<u>149.75</u>
Subtotal:	341.95

## School & Recreation Areas

<u>Location</u>	<u>Acreage</u>
Clifton Avenue School Playground	1.9
Princeton Avenue School Playground	2.0
Spruce Street School Playground	7.0
Clark School Playground	8.3
Subtotal:	19.2

## County Parks (Regional)

<u>Location</u>	<u>Acreage</u>
Ocean County Park	565.0
Lake Shenandoah	124.9
Subtotal:	689.9

Total Acreage:	1285.64
----------------	---------

## 2. RECREATION NEEDS

### a. Recreation Need Criteria

An acceptable standard for the amount of recreation and open space area to serve a given population is 10 acres per 1,000 people. With the current population of approximately 45,000 people, the Township should have 450 acres of land designated for recreation and open space. With the municipality total of 595.74 acres, and an overall total of 1,285 acres, the Township of Lakewood meets the above criteria.

As the year 2000 approaches, the increase in population will result in a need for additional open space. Using the projected population figure of 56,700 people, the Township of Lakewood would require 567 acres of land designated for recreation and open space. The Township's Master Plan proposes 1285.64 acres of open space. This is more than double the recommended amount required.

Additional areas of open space are naturally designated in areas inhabited by wetlands, as well as areas of high potential for floodwater. These areas all form locations for various types of recreation, while preserving the beauty of the natural vegetation and landscape of the Township.

### b.) Green Belt/Lake Complex

The Green Belt system in Lakewood Township is essentially complete, creating a continuous green corridor along the Metede-

conk River from Pine Park on the western Township boundary to the Garden State Parkway on the eastern boundary. This corridor is interrupted only by the developed land between Madison Avenue and the railroad. The greenbelt system of the Township and County park lands and the Township-owned flood plains encompasses Pine Park, Lake Carasaljo, Lake Shenandoah County Park, and flood plain lands between Ocean Avenue and Swarthmore Avenue (Industrial Park).

c.) Crystal Lake Preservation Area

The Crystal Lake Preservation Area consists of 153.31 acres of land located southwest of Lake Carasaljo. The area is predominantly forested land, with Pine and Oaks dominating the vegetation types. A proposed ordinance will protect and preserve this area while preventing any type of residential development from occurring on this tract of land. As the population increases, the presently unimproved Crystal Lake area may be expanded and developed as a recreational area by the Township or simply left undisturbed with a main focus on passive recreation.

d.) Conclusion

Although there is sufficient park area within Lakewood Township, several existing sites need to be upgraded. Due to the increasing population and greater use, the sites can no longer accommodate the need for increased parking or athletic uses. As the Township grows, recreation and open space uses must also expand.

Several areas may be considered for future development in the form of active or passive recreational uses. The lake complex may be upgraded for more efficient use of its paths and trails, bird sanctuary, and water dependent activities. Pine Park has available space for additional athletic fields while preserving its natural scenic areas. Crystal Lake may also become an area where future active recreation can occur.

# **CONSERVATION PLAN ELEMENT**

## X.) CONSERVATION PLAN ELEMENT

Lakewood Township has several parcels of land that are best suitable for conservation and open space preservation purposes. As development in the Township increases, this land will become increasingly important in providing the people of the Township with the necessary amount of open space needed to maintain a favorable quality of life. The majority of this land is located near the various lakes and streams that inhabit the Township and exist in the wetlands and flood hazard areas. As a result, it is vital that these areas be preserved and incorporated into the Master Plan to further ensure this amenity for the Township's future use.

### 1.) NATURAL RESOURCE INVENTORY

The primary environmental techniques in determining conservation and open space land is through the use of the Natural Resource Inventory.

The Natural Resource Inventory (NRI) is a complete physiographic portrait of a municipality. Developed in 1976 and updated to 1988 as part of this Master Plan program for the Township Environmental Commission, the NRI designates critical areas pertaining to floodplain, flood hazard, soils, hydrology, wetlands, vegetation, and topography. The NRI also includes numerous man-made factors, such as land use and historic sites, which have a direct influence on the environment. Though all

these factors play an important role in identifying the environmentally sensitive areas of Lakewood Township, the floodplains and wetlands are the two environmental categories included in the Conservation and Open Space Plan Element.

## 2.) FLOODPLAINS

Floodplains are areas with the natural capacity to absorb rain and floodwater. A substantial amount of this absorbed moisture is returned to the water table with any runoff being released slowly into the rivers. The current flood hazard boundary for Lakewood Township is indicated on the Master Plan. The areas are designated because of the unsuitability for development as a result of flood hazard potential, water storage capacity and poor drainage characteristics.

Lakewood Township presently has an adopted floodplain ordinance, based upon soil survey information, which regulates the development of any floodplain lands. However, in view of the poor quality of the soils associated with the floodplains, and considering the normal functions these soils perform, it is desirable to use the floodplain areas as open space and conservation areas within the overall Master Plan for Lakewood Township.

## 3.) WETLANDS

Another factor of significant importance to the Township of Lakewood is the freshwater wetlands. Wetlands exist between



upland areas and open water bodies, and act as filters in removing pollutants, sediments, nutrients, and heavy metals from runoff water before they enter the rivers, streams and lakes. The wetlands also contribute in the production of oxygen and food, which support aquatic life and thus improves the quality of water utilized by the human population. Another function of the wetlands is to assist in the detention of floodwaters by reducing their velocities and peak flow levels. This causes the floodwaters to discharge their sediment loads and as a result less downstream erosion occurs.

Realizing the importance of the wetlands issue, the New Jersey State legislation passed in July of 1987 "The Freshwater Wetlands Protection Act." The main purpose of this Act was to further protect the wetlands from any type of needless destruction. The Act also allows the New Jersey Department of Environmental Protection to assume regulatory control over activities in the wetland areas as of July 1, 1988. This will allow for more stringent control over the wetlands than those which previously existed under the federal jurisdiction. This act now prohibits virtually any activity except hunting, fishing, hiking, and camping from occurring in these areas. Beginning July 1, 1989, any proposed construction adjacent to wetlands, depending upon the designated "resource value" of that particular wetland is subject to buffer requirements of up to 150'.

The Natural Wetlands Inventory Map is approximately 80-90% accurate and represents a general guide to areas in which

wetlands may be found. In the overall master planning process, wetlands are used to determine areas of environmental sensitivity or unique natural characteristics.

#### 4.) PLANNING ISSUES

All the above factors mentioned, especially the wetlands and flood hazard areas form the foundation of the Conservation and Open Space Plan Element and have been incorporated into the Master Plan. These areas are protected by state regulations and pose severe development restrictions which the Planning Board must take into consideration if any affected area is proposed for development.

The Conservation Element consists of the current Township and County parks, school recreation areas, and critical areas described earlier. With the delineation of the wetlands, poor soil, and flood plain areas, an overall Conservation and Open Space Plan Element has been developed which preserves these areas in their natural state and somewhat connects major parks and lakes creating a greenspace linkage throughout the Township.

# **ECONOMIC PLAN ELEMENT**

## XI. ECONOMIC PLAN ELEMENT

The Economic Plan Element has the goal of enhancing the Township's economic base by providing increased employment opportunities through the growth of business and industry, thus providing increased tax ratables and new markets for housing and retail services within the Township. This element will outline some indicators of present employment activity in the Township and outline economic objectives that provide input into the land use plan.

### 1.) EMPLOYMENT ACTIVITY

Table IX-1 outlines employment change in Lakewood between 1980 and 1986. As shown, there has been substantial growth in most of the major employment categories. The largest absolute growth was exhibited in the manufacturing and service sectors of the economy, while the greatest percentage growth occurred in finance, insurance, and real estate (FIRE). Declines were exhibited in agriculture and communications/utilities, however, these were marginal compared to overall growth.

TABLE XI-1  
COVERED EMPLOYMENT  
LAKEWOOD TOWNSHIP  
1980-1986

<u>Category</u>	<u>1980</u>	<u>1983</u>	<u>1986</u>	<u>% Change 1980-86</u>
Agriculture	*	64	*	*
Mining	*	*	*	*
Construction	397	410	628	58.2
Manufacturing	2,441	3,367	3,665	50.1
Transportation	113	*	305	169.9
Communications/Utilities	283	258	*	(100)
Wholesale Trade	389	458	601	54.5
Retail Trade	2,264	2,442	2,530	11.7
FIRE	328	376	1,119	241.2
Services	3,827	4,574	5,051	32.0
Totals	<u>10,042</u>	<u>11,949</u>	<u>13,899</u>	<u>38.4</u>

Notes: \* Not disclosed

Source: NJ Dept. of Labor and Industry  
Covered Employment Trends

Overall, Lakewood's employment base expanded by 38.4%, an average of more than 6% annually over the period examined.

Another indicator of the impact of this job growth is reflected in the place of work of the resident labor force. As exhibited in Table XI-2, Lakewood residents have a general propensity to work within the Ocean County region rather than to commute out of the region to work. As the local employment base

expands, this is expected to create new markets for housing in the region.

TABLE XI-2  
PLACE OF WORK  
LAKEWOOD TOWNSHIP  
1980

	<u>#</u>	<u>%</u>
Total Resident Work Force	7,310	100
Worked in Ocean County	4,121	56.4
Worked outside Ocean County	2,469	33.8
Not Reported	720	9.8

Source: U.S. Census of Population and Housing

## 2.) ECONOMIC OUTLOOK

### a.) Industrial Parks

Continued employment growth is expected to be within the light industrial and service sectors of the economy. The Lakewood Industrial Park currently houses 181 firms with a total estimated employment of 11,000 workers. Further, a second industrial park is currently planned on Cedar Bridge Avenue resulting from a determination of blight for the 400 acre area.

### b.) Downtown District

In attempting to curb the decline of the downtown area, the Lakewood Redevelopment Agency instituted a downtown revitalization plan. The first phase of the plan has included public investment totally 6.5 million dollars. Monies have been spent

on streetscape improvements such as new brick sidewalks, decorative lighting, landscaping, and most importantly, a commercial facade renovation program. All facade renovations through the program are completed following adopted design guidelines to achieve a unified design concept in accord with historic elements exhibited in downtown structures. In order to continue these objectives, it is recommended that the Township examine the possibility of implementing similar design control mechanisms for all private development in the downtown district.

The circulation plan element outlines a proposed County transportation facility to be located in the downtown district. This facility is proposed in conjunction with the re-institution of passenger rail service along the Conrail ROW running through the Township. Such a facility would further establish the downtown district as both a service and transportation "hub" within the region, which would be exhibited in increased pedestrian activity and retail/service growth in the district. Therefore, it is recommended that the Township vigorously support the proposed facility as both a needed transportation improvement and as an economic development tool.

# **HISTORIC PLAN ELEMENT**



## XII.) HISTORIC PLAN ELEMENT

Lakewood Township has a fine and rich history. From its early beginnings to the 1900's when the Rockefellers and Goulds made this a world famous resort, the community has changed extensively. A recent publication by the Lakewood Heritage Commission in 1987 entitled "Lakewood in the Pines - A Backward Glance" gives a full history of this era of Lakewood. Many of the historic buildings, such as the hotels or mansions have been demolished or have burned. The George J. Gould estate still remains which is Georgian Court College today. Also, of historical significance is the Ocean County Park on Route 88 which was the former estate of John D. Rockefeller.

The New Jersey Department of Environmental Protection, Historic Sites Section, has inventoried and recorded sites and structures throughout the state for inclusion in the State Register of Historic Places based upon historical, archeological, architectural, or cultural merit.

Georgian Court College and the Strand Theater are two buildings and sites that have been placed on the National and State Register of Historic Places. The Rockefeller Estate, now the Ocean County Park, has received a determination of eligibility, but has not been nominated to either register.

It is recommended that through proper surveys, if buildings of historic merit exist, that they be nominated for the State and Federal Historic Register.

# **RECYCLING PLAN ELEMENT**

### XIII.) RECYCLING PLAN ELEMENT

The Township of Lakewood has adopted an ordinance establishing a mandatory program for recyclable materials. The ordinance went into affect on October 1, 1988.

The ordinance sets forth the recycling requirements for all residential, commercial and industrial properties. The items to be separated are newspapers, paper, cardboard, glass, aluminum, and cans (metal, tin or steel). The ordinance also regulates all service stations and construction, demolition and land clearing activities with regard to the waste that may be produced.

The ordinance also established a recycling coordinator who shall establish the rules and regulations for the effectuation of the program.

The collection of all material shall be carried out by persons or organizations designated by the Township Committee or by the Superintendent of Public Works. All such material will be sold if market for such products exists.

This ordinance, therefore, presents the recycling plan element for Lakewood Township and may be referred to for more specific information.

# **COMPARISON TO STATE, COUNTY & LOCAL PLANS**

## IXX.) COMPARISON TO STATE, COUNTY, & LOCAL PLANS

Article 3, Section 12d of the New Jersey Municipal Land Use Law (NJSA 40:55D-28) states that a master plan "shall include a specific policy statement indicating the relationship of the proposed development of the municipality as developed in the master plan to (1) the master plans of contiguous municipalities, (2) the master plan of the County in which the municipality is located, . . . (3) the State Development and Redevelopment Plan, . . . and (4) the district Solid Waste Management Plan . . .".

The Lakewood Master Plan was prepared in consideration of all state, regional, county and contiguous municipal plans. The following is a summary of these comparisons.

### 1.) CONTIGUOUS MUNICIPALITIES

Lakewood Township is contiguous to four municipalities; Dover Township, Jackson Township and Brick Township situated in Ocean County; and Howell Township within Monmouth County. Land uses proposed under the Master Plan along municipal borders include predominantly low and medium residential land uses, with some areas designated for medium/high density, office professional and commercial uses. No major land use conflicts are anticipated as a result of proposals in the land use plan.

### 2.) OCEAN COUNTY MASTER PLAN - 1988

The most recently adopted County Master Plan was completed by the Ocean County Planning Board in 1988. The plan provides a

basic framework for all pertinent planning considerations in land development, such as population characteristics, transportation, the environment, as well as infrastructure capacity. The land use plan serves as a general guide, not intended to be precise with respect to the location and extent of land use activities, but rather representing basic goals and objectives for the County's future growth.

Land uses outlined in the Lakewood Master Plan are consistent with the County Master Plan. In fact, many of the proposals contained herein were based upon transportation and infrastructure plans outlined within the County plan.

### 3.) NEW JERSEY STATE DEVELOPMENT AND REDEVELOPMENT PLAN

As a result of passage of the "State Planning Act," the NJ State Legislature established the State Planning Commission, having the primary duty to develop a long term state development and redevelopment plan. The plan was intended to guide expenditures of state resources on infrastructure improvements and expansions, promote a coordinated planning process between state, county and municipal government, and to recommend administrative and legislative measures to ensure sound growth management policy in the State.

The Preliminary State Development and Redevelopment Plan, completed in November, 1988 is designed to promote a balance between development and environmental conservation objectives. The

primary goals of the plan include revitalization of New Jersey's urban areas, provision of adequate public services at a reasonable cost, provision of affordable housing opportunities, conservation of the state's natural resource base and protection of the environment, preservation of historic, recreational, and open space resources, and promotion of integrated planning statewide.

The Plan established a set of subareas or "tiers," each having a specific set of policy objectives. This tier system includes seven separate growth management areas as follows:

- Tier 1:    Redeveloping Cities and Suburbs
- Tier 2:    Stable Cities and Suburbs
- Tier 3:    Suburban and Rural Towns
- Tier 4:    Suburbanizing Areas
- Tier 5:    Exurban Reserve Areas
- Tier 6:    Agricultural Areas
- Tier 7:    Environmentally Sensitive Areas

The designation of these tier areas is based upon such factors as the existence and capacity of infrastructure systems, existing patterns and intensity of development, and the existence of environmentally critical areas such as wetlands and steep slopes.

The entire land area of Lakewood is designated Tier 1. The proposals set forth in this master plan as well as on-going development activities in the Township are consistent with the State Development and Redevelopment Plan.

It should be noted that the State Planning Act provides for county and local review of the policies included in the State Plan. The current plan is preliminary; following the completion of the "cross acceptance" process," the term denoting this review, the plan will be modified to address local concerns. The Township anticipates no major conflicts regarding the cross acceptance process.

#### 4.) COASTAL AREAS FACILITY REVIEW ACT

In 1973, the NJ State Legislature adopted the "Coastal Areas Facilities Review Act" (CAFRA) (NJSA 13:19-1 et seq.), which established a review mechanism for certain facilities proposed in coastal areas in the State. In CAFRA jurisdictions, any residential development consisting of at least 25 units (or its equivalent) requires special review and approval under the Act. The Legislature is currently examining the possibility of amending the Act to also include developments of less than 25 units to be subject to a CAFRA review process.

Almost half the land area of Lakewood falls under the jurisdiction of CAFRA, generally including all land areas to the east of the Southern New Jersey (Conrail) right-of-way. Under the Act, Lakewood's CAFRA area falls under the designation of a "Development Region," which includes areas that for the most part are fully developed. In general, because most development in these areas will involve infilling of existing lands, CAFRA's overall policies favor development in these areas over new deve-



lopment in other CAFRA regions. From this perspective, the policies set forth in the Lakewood Master Plan are consistent with CAFRA.

#### 5.) SOLID WASTE MANAGEMENT ACT

The Solid Waste Management Act, as amended in April, 1984, requires each County in New Jersey to develop a long range solid waste management plan. Lakewood Township is in compliance with the Ocean County Solid Waste Management Plan as outlined in the Recycling Plan Element.

## **PROJECT TEAM**

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