

***Lakewood Township
Ocean County, New Jersey***

Master Plan Amendment

Land Use Plan Element

Adopted: April 8, 2014

Prepared by:



ASSOCIATES

11 Tindall Road

Middletown, NJ 07748

Stanley C. Slachetka, PP, AICP
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*The original of this document was signed and sealed
in accordance with New Jersey Law.*

Lakewood Township Planning Board

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Introduction

The purpose of this amendment to the Land Use Plan Element of the Master Plan of Lakewood Township is to establish an updated comprehensive land use plan for the residentially zoned areas in the southwestern portion of the township ("study area") depicted in Figures 1 and 2. The amendment to the Land Use Plan Element will provide a basis for future amendments to the zoning regulations in this area of the Township. The study area includes all or parts of the following blocks: 11.06; 251; 251.01; 251.02; 251.03; 321; 322; 334; 338; 339; 340; 341; 343; 344; 363; 368; 370; 375; 376; 377; 378; 492; 493; 494; 495; 496; 497; 497.01; 498; 499; 500; 501; 502; and, 508.

This amendment was precipitated, in part, by two separate requests for rezoning that were submitted to the township in 2013. The first of these requests was made in the form of a petition dated October 3, 2013, and signed by a group of 20 residents and property owners. This petition requested that a portion of the existing R-40 zone district located within the study area be rezoned to R-7.5. The second request was submitted to the Township on October 24, 2013, by Brian Flannery, P.E., of FWH Associates, P.A., on behalf of himself and Rabbi Shlomo Katz. Mr. Flannery and Rabbi Katz requested that the existing R-12 zone district that is located within the study area be rezoned to R-10A. The areas for which rezoning was requested are depicted in Figure 1.

At the direction of Lakewood Township, T&M Associates, the Township's planning consultant, reviewed the two rezoning requests. On December 19, 2013, T&M submitted two separate planning memoranda addressing each of the requests. The memoranda recommended that any rezoning of the study area be based on a comprehensive review of the Land Use Plan Element of the Township's Master Plan. The Township Committee concurred and requested that the Planning Board undertake such a review. T&M was authorized by the Township to prepare the amendment at the direction of the Board in February 2014.

Subsequent to the issuance of the December 19, 2013, planning memoranda by T&M and before the Planning Board began preparing the proposed amendment, Mr. Flannery, in consultation with the original petitioners, revised their original request to include variety of proposed new zone districts to replace the existing R-40 zoning in the area. The updated request for rezoning is depicted in Figure 2.

The Planning Board conducted an informal discussion of the proposed amendment at its February 18, 2014, meeting and provided further direction regarding its perspective and concerns about the proposed amendment. Specifically, the Board made the following comments and recommendations:

Lakewood Township

2014 Amendment to the Land Use Plan Element

- The Board was generally supportive of changes to the land use plan that would promote the creation of additional housing consistent with the recommendations in the Township's Smart Growth Plan. However densities in the areas previously zoned R-40 should not be higher than those permitted in the R-12A or R-15 Districts.
- Any rezoning should not adversely affect the objectives of the Smart Growth Plan and specifically the Cross Street Core.
- Duplexes should be on a minimum lot size of 12,000 square feet in those areas of the existing R-40 District proposed to be rezoned.
- Any decision to rezone the study area must be made in light of the limited roadway capacity in the area. The Board was particularly concerned about the impact of school bus traffic on local roads.
- The zoning in the area must be designed to support the extension of sewer infrastructure to the area, with the Board expressing specific concern about recent approvals of schools in the area that were being served by septic systems. The Board expressed "zero tolerance" regarding having schools on septic systems.
- Although Cross Street is a County Road and under County jurisdiction, the Board indicated that it supported the widening of Cross Street with curbs and sidewalks. Other additional circulation improvements were discussed by the Board at the April 8, 2014, public hearing and are incorporated in the recommendations section of this amendment.
- There is a need to provide commercial development in the area proximate to new residential development. As discussed at the April 8, 2014, public hearing, this commercial development would be in the proposed Cross Street Core previously recommended as part of the Township's Smart Growth Plan.

Background

The study area comprises a total of approximately 355 acres, and is located in the southwestern part of Lakewood Township, along the municipal border with Jackson Township. Among other roadways, the study area has frontage on James Street, Cross Street (Ocean County Route No. 626), and East Veterans Highway (Ocean County Route No. 528). These roadways connect the study area with the surrounding environs and the remainder of the Township.

As indicated by current property tax records, 2007 land use/land classification data from the NJDEP, and the most recent aerial photography, the study area consists largely of rural and low-density residential uses, and forested areas. There are also some instances of agricultural and light industrial uses. The existing land use of the study area is depicted in Figure 3.

As shown in Figure 4, the study area is currently located in the R-40, R-20, and R-12 zone districts. At the time of the 2010 Census, the study area contained about 86

housing units. Based on the current zone plan, the 2030 build-out of these areas is projected to be approximately 225 housing units.

With regard to the population of the study area, the 2010 US Census reports that the blocks that are wholly or partially within the study area exhibit a combined population of 800 residents, when this figure is adjusted to account for areas that are outside of the study area, an estimated study area-specific population of approximately 274 residents would result. The 2010 US Census also reports that the average gross residential density of the census blocks within the study area is approximately 0.65 units per acre. By comparison, the average gross residential density of all populated census blocks within the township was 4.50 units per acre in 2010.

The 2010 US Census reported an average household size within the blocks located in the study area size of 3.17 persons per household, whereas the average household size of the township is 3.73 persons per household. It is anticipated that future development would have a larger relative household size than exhibited in the 2010 Census.

The study area is mostly free of mapped environmental constraints. According to digital geographic data from the NJDEP, there are wetland areas in the northeastern part of the study area adjoining the Crystal Lake Preserve. These wetland areas are associated with Watering Place Brook, which is a Category 1 waterway that extends for approximately 500 feet in the northern part of the study area and continues into the Crystal Lake Preserve. There are no flood hazard areas and known contaminated sites within the study area. These constraints and required regulatory buffers impose limited and site specific restrictions on the development of the study area. Mapped constraints are shown in Figure 5.

Further practical limitations to development result from the lack of sewer infrastructure and limited road capacity. While the study area is within a sewer service area, sewer infrastructure has not yet been extended to the area. The extension of sewer infrastructure and increasing roadway capacity (e.g., through the widening of Cross Street [Ocean County Route No. 626], which has been identified as a potential improvement in the township's Smart Growth Plan, will increase the study area's capacity for development.

There have been two major residential subdivision approvals in the area. The first approval is for 19 units on Block 251.01, lots 32 and 88. The second approval is for 21 units on Blocks 251, lots 1, 10, 12, 13, 13.01, 15 and 21.3. In addition to these subdivisions, a total of six schools have been approved within the study area. Figure 6 displays the location of these subdivisions and school sites.

Relationship to Other Plans and Initiatives

A number of township plans have been adopted over the last several years that have changed the planning context of the study area since the adoption of the last master plan reexamination report in 2008, which are relevant in evaluating the appropriate zone plan for the area. These plans and initiatives are discussed in the following subsections.

2013 Smart Growth Plan

In 2009, the Township Committee adopted the Lakewood Township Smart Growth Plan as the township's future vision plan for the community. In 2013, the Lakewood Township Planning Board adopted an updated version of the Smart Growth Plan, as an amendment to the Master Plan that supplemented and revised the Land Use Plan Element of the Master Plan. The Smart Growth Plan promotes center-based development to accommodate the township's growing population. Among the areas identified in the plan for such center-based development are the Downtown Regional Center; Cedarbridge Town Center; Oak Street Neighborhood; Cross and Prospect Street Core; and three separate Highway Cores. The Smart Growth Plan also identifies the two Township industrial parks as Industrial Nodes, but foresees no additional residential development in these areas.

As noted in the Smart Growth Plan, it is not unreasonable to expect that Lakewood's population will reach 220,000 by 2030. This represents an increase of about 130,000 residents over the 2010 population. Although the areas targeted for growth that are identified in the Smart Growth Plan are able to accommodate a significant part of the township's future population, they are unable to accommodate all of the projected population growth. The Smart Growth Plan proposes over 10,000 new housing units in various centers, cores and nodes throughout the Township. However as noted in the Plan:

“While this is a significant amount of new housing, additional long-range planning efforts will be needed to ensure that a sufficient amount and variety of housing is available to meet the needs of Lakewood's growing population.”
(2013 Smart Growth Plan, p. 5)

By rezoning the study area to accommodate more housing units and a larger population, the township would be making a proactive effort to accommodate its growing population consistent with the overall objectives of the Smart Growth Plan. It is, however, important that rezoning of the study area or any other area of the township not compromise the center-based approach of the Smart Growth Plan. One of the key ways that this would be done is by ensuring that the proposed densities in the Cross Street Core are higher than in the study area. This is addressed in further detail later in this report.

Expansion of Sewer Service Area

Since the last master plan reexamination report was adopted in 2008, the Township's sewer service area has been revised and expanded in the study area. Figure 7 shows the sewer service area at the time of the last master plan reexamination report. Figure 8 shows the current extent of the sewer service area in the study area and surrounding area of the Township. The purpose for the change was to provide for significant environmental benefits by reducing the number of residential units on septic systems and to encouraging new sewer connections.

While the study area is now wholly within the expanded sewer service area, extending sewers into the area would require a significant public investment. Rezoning of the study area to accommodate additional residential development will allow the Township to stimulate private investment in area and, in turn, private funding of the extension of sewer lines and the expansion of sewer infrastructure within the area.

Revisions to State Planning Areas

As part of the Township's smart growth planning efforts, the Township has applied to the New Jersey State Planning Commission (SPC) for Plan Endorsement. The Township's application is currently under review by the Office of Planning Advocacy (OPA) and various State agencies and is expected to be acted on shortly. As part of its application, the Township has proposed revisions to the delineated state planning areas within the study area. State planning areas correspond to various statewide land use planning policies presented in the New Jersey State Development and Redevelopment Plan (SDRP) and are used as a guide for land use policy at all governmental levels.

As provided in the current SDRP, the study area is located within the suburban and fringe planning areas (PA 2 and PA 3 respectively). The existing state planning areas are depicted in Figure 9. The Township has proposed that the State Plan planning area map be revised to include the study area within PA2. The proposed state planning area map is depicted in Figure 10. A report prepared by OPA and submitted to the SPC indicates that the state planning staff is supportive of the proposed changes to planning areas.

The objectives of the Suburban Planning Area (PA 2) are to: provide for much of the state's future development; promote growth in centers and other compact forms; protect the character of existing stable communities; protect natural resources; redesign areas of sprawl; reverse the current trend toward further sprawl; and revitalize cities and towns. PA2 areas have infrastructure to support growth and are anticipated to accept a significant amount of the State's future development. By rezoning the study area to accommodate a higher number of units, the zoning will

be consistent with the objectives and statewide planning policies of the Suburban Planning Area (PA 2).

Development Approvals

As has been previously described and is shown in Figure 6, there have been two major residential subdivision approvals in the study area. The first approval is for 19 units on Block 251.01, lots 32 and 88. The second approval is for 21 units on Blocks 251, lots 1, 10, 12, 13, 13.01, 15 and 21.3. In addition to these subdivisions, a total of six schools have been approved within the study area.

By rezoning the area to accommodate a higher densities and a larger number of units, the township will encourage the expansion of sewer infrastructure within the area through private investment. This is particularly important not only for future development capacity, but also for the study area's capacity to support the previously-approved residential subdivisions and school sites that are described in this master plan amendment.

Recommendations

It is the recommendation of this master plan amendment that the study area be rezoned as is depicted in Figure 11. As part of this recommendation, four new zones would be created, namely: the R-10B zone, the R-12B zone; the R-20A zone; and, the R-40A zone. The key features of these zones are described below:

- **R-10B zone:** The standards for the R-10B zone would be based on and mimic those of the R-10A zone, but with two-family and duplex housing as conditional uses in the zone on a minimum tract area of 100,000 square feet and a minimum lot size of 10,000 square feet. Sewer would be required.
- **R-12B zone:** The standards for the R-12B zone would be based on and mimic those of the R-12A zone, but would add two-family and duplex housing as conditional uses in the zone on a minimum tract area of 120,000 square feet and a minimum lot size of 12,000 square feet. Sewer would be required.
- **R-20A zone:** The standards for the R-20A zone would be based on and mimic those of the R-20 zone, but delete places of worship (incl., parish houses and classrooms) and public and private schools from the list of principal permitted uses. The R-20A zone would also be distinguished from the R-20 zone by the removal of all conditional uses, as well as the removal of home occupations from the list of permitted accessory uses. Removal of these principal permitted, conditional, and accessory uses from the R-20A zone will help to ensure the ability of roadway capacity to support development.

- R-40A zone: The standards for the R-40A zone would be based on and mimic those of the R-40 zone, but delete places of worship (incl., parish houses and classrooms), public and private schools, and planned affordable residential development from the list of principal permitted uses. The R-40A zone would also be distinguished from the R-40 zone by: the removal of all conditional uses; the removal of home occupations from the list of permitted accessory uses; and, the removal of options for cluster development. Removal of these principal permitted, conditional, and accessory uses from the R-40A zone will help to ensure the ability of roadway capacity to support development.

The removal of schools as a permitted use in the areas proposed for rezoning to R-20A and R-40A would recognize the limited road capacity of the local road network in these areas and limit school bus traffic to the regional road network and more highly trafficked roads in the area. In addition, areas within both the R-40A and R-20A Districts are currently developed with low density residential uses on septic. Given the character of the existing development in these areas, it is unlikely that sewer infrastructure will be extended into these neighborhoods south of Cross Street.

Block 494, Lot 2.01, which contains an existing school, and the front portion of Block 494, Lot 56 are proposed to remain the R-40 zone, which would permit schools. Both of these lots have frontage only on Cross Street and not on an existing local street.

In summary, this amendment to the Land Use Element of the Master Plan as depicted in Figure 11 revises the Township's Land Use Plan Map and proposes to rezone the study area as follows:

- The rezoning of areas that are currently zoned R-12 to R-10B (new zone);
- The rezoning of areas that are currently zoned R-20 to R-20A (new zone);
- The rezoning of areas that are currently zoned R-40 to R-40A, R-20A, R-12B, which are new zones, and R-12 as shown in Figure 11.

The permitted lot sizes and densities of the zones that are recommended for the study area are presented in the following table:

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	Single Family		Duplex		
	Minimum Lot Size (Sq. Ft.)	Permitted Density (Units/Acre)	Minimum Lot Size (Sq. Ft.)	Permitted Density (Units/Acre)	Minimum Tract Area (Sq. Ft.)
R-10B	10,000	4.36	10,000	8.71	100,000
R-12	12,000	3.63	N/A	N/A	N/A
R-12B	12,000	3.63	12,000	7.2	120,000
R-20 & R-20A	20,000	2.18	N/A	N/A	N/A
R-40 & R-40A	40,000	1.09	N/A	N/A	N/A

In addition, to support general consistency of design in the development of new two-family and duplex development the Planning Board recommends that two-family units and duplexes permitted in the R-10B and the R-12B zones should be conditional uses requiring a minimum tract size equivalent to the area required for 10 duplexes. This would be 100,000 square feet (approximately 2.3 acres) in the R-10B zone and 120,000 square feet (approximately 3.1 acres) in the R-12B zone. Any new two-family and duplex development must also have public sewer.

The recommended rezoning will result in an estimated build-out of 399 housing units. This is 175 housing units more than would be permitted under the current zone plan. Increasing the densities and total permitted units in the areas proposed for higher densities would help to encourage the extension of sewer infrastructure into the study area.

The basis of this recommendation to rezone the study area is the need to accommodate the township's growing population. Since 1980, the township's population has grown exponentially. From 1980 to 1990 Lakewood's population increased by approximately 6,500 persons. Between 1990 and 2000, it grew by 15,000, and, between 2000 and 2010, it grew by an additional 32,000. This corresponds to a population growth rate of more than 141 percent between 1980 and 2010.

Based upon historic trends and anticipated future development in the township, it is anticipated that Lakewood's population will continue to grow. As provided in the township's 2013 Smart Growth Plan, Lakewood's population is expected to increase by another 50,000 between 2010 and 2020 (approximately 5,000 per year) and yet another 80,000 between 2020 and 2030, for a total increase over the next two decades of 130,000 persons, resulting in a total population of 220,000 by 2030.

Though a portion of this population increase will be accommodated in the centers, cores, and nodes that are described in the Smart Growth Plan, these areas are unable to accommodate all of population increase. Thus, it is necessary to evaluate other areas of the township for their suitability to accommodate the township's growing population. This master plan amendment is the result of the township's comprehensive evaluation of the suitability of the above-described study area to accommodate a portion of the township's growing population.

As has been previously noted, however, it is important that rezoning of the study area not compromise the center-based approach of the Smart Growth Plan. It is, therefore, noted that the recommended rezoning of the study area will result in a gross residential density that is less than the gross residential densities of relevant smart growth planning areas (e.g., Cross and Prospect Street Core). This is demonstrated by the fact that the gross residential density of the study area would be, at build-out and with the recommended zoning in place, approximately 1.12 units per acre, whereas the gross residential densities of the Cross Street Core would be 4.27 units per acre. Thus, rezoning of the study area in the manner that is recommended in the master plan amendment will not compromise the implementation of the township's Smart Growth Plan.

	Study Area	Cross and Prospect Street Core
Total Housing Units at Build-out	399	2,363
Gross Density at Build-out (units/acre)	1.12	4.27

Recommended Circulation Improvements

The Planning Board recognizes that the proposed changes to the zoning in this area of the Township and resulting increase in residential densities must be supported by corresponding improvements to the local and County road network in the area. Necessary improvements to the road infrastructure in the area include:

- A light at the intersection of James Street and Ridgeway Avenue;
- Widening of the collector roads known as White Street, Neiman Road, Drake Road (a.k.a., Ridgeway Avenue), including provisions for sidewalk and no on-street parking; and
- Upgrades to Cross Street, including a light at the intersection with White Street.

The recommended improvements are shown in Figure 12. These proposed improvements constitute an amendment and supplement to Figure 6.2, "Township Wide Circulation Improvements," in the Township's Smart Growth Plan adopted by the Planning Board in June 2013.

The Planning Board further recommends that proposed infrastructure improvements identified in this plan should be funded through impact fees charged for new development consistent with the Board's recommended strategy in the adopted Smart Growth Plan.

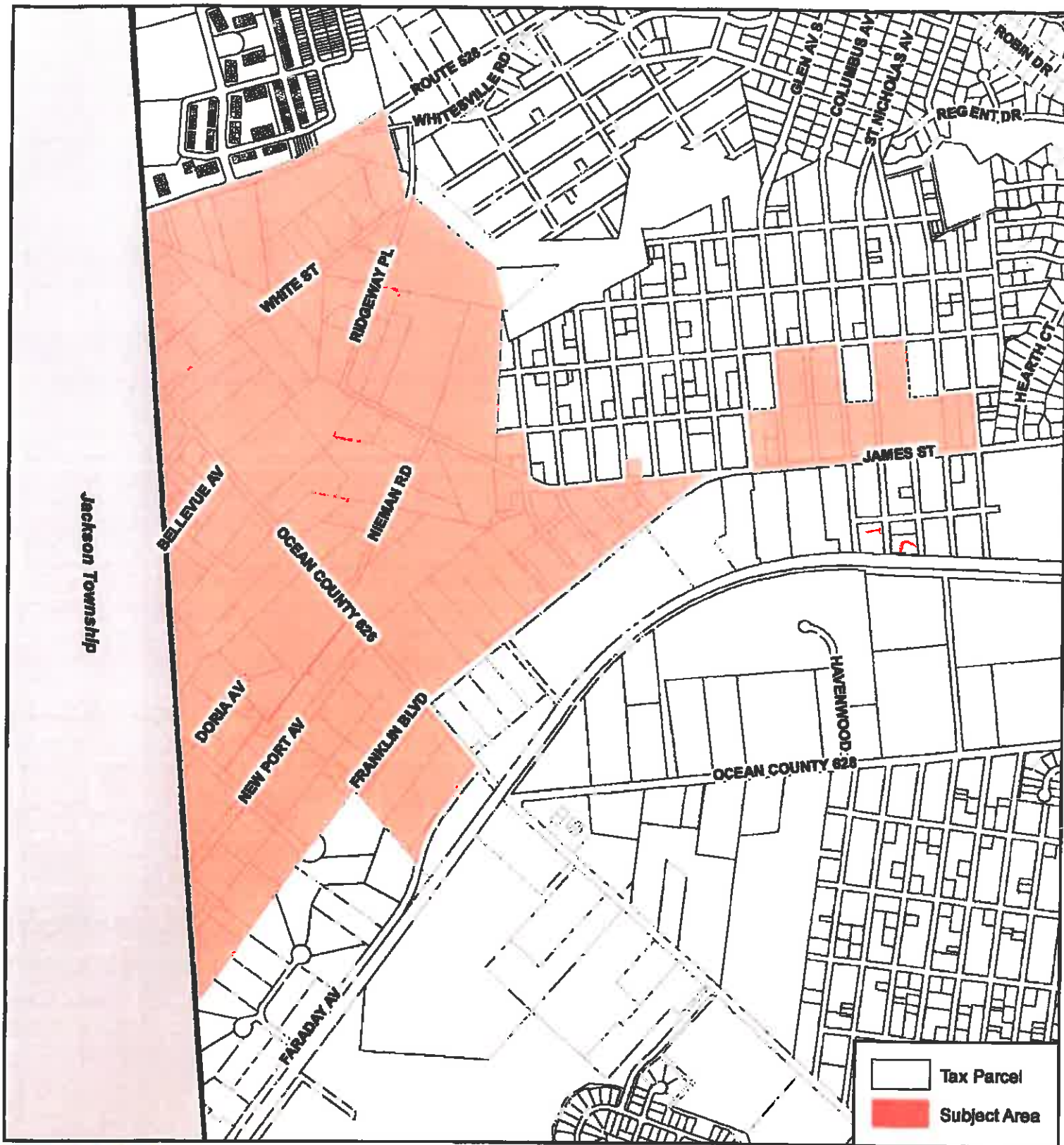
Additional Rezoning Requests

At the Planning Board hearing, a property owner requested that properties along Newport Avenue be rezoned to R-12 rather than the R-40A zoning proposed in the amendment to the Master Plan. The Board recognizes that any new request for rezoning should be submitted to the Township Committee. The Planning Board will review any proposed rezoning if requested to do so by the Township Committee.

Summary

This master plan amendment has described the need to accommodate Lakewood's growing population and presents a set of recommendations for rezoning the study area based on changes that have occurred since the 2008 Master Plan Reexamination Addendum Report. The recommendations for rezoning that are described in this master plan amendment and depicted in Figure 11 will help the township to accommodate its growing population and provide needed infrastructure in the area in a manner that is both consistent with its Smart Growth Plan and related township plans and initiatives.

Figure 1: Study Area



T&M 11 Tindall Road
Middletown, NJ 07748-2782
Phone: 732-671-6400
Associates Fax: 732-671-7385

0 500 1,000 2,000
Feet

Subject Area March 2014 Land Use Plan Amendment Lakewood Township, New Jersey

Prepared by: RED, 03-01-14
Source: Ocean County GIS, NJDOT, NJDEP, T&M
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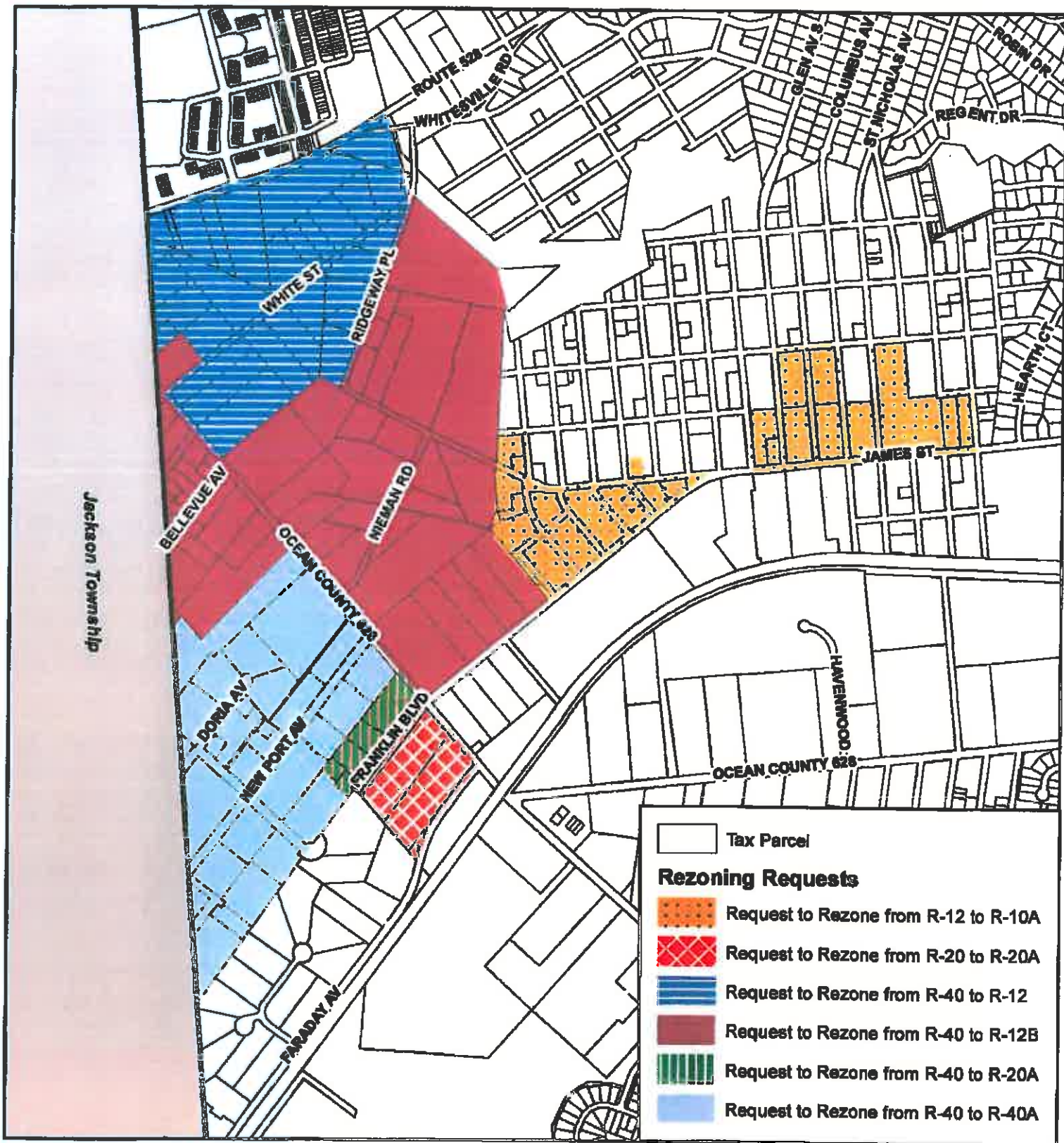
NOTE: This map was developed using New Jersey Department of Environmental Protection Geographic Information System digital data, but this secondary product has not been verified by NJDEP and is not State-authorized.

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Figure 2: Areas of Rezoning Requests



11 Tindall Road
Middletown, NJ 07748-2792
Phone: 732-671-8400
Fax: 732-671-7365

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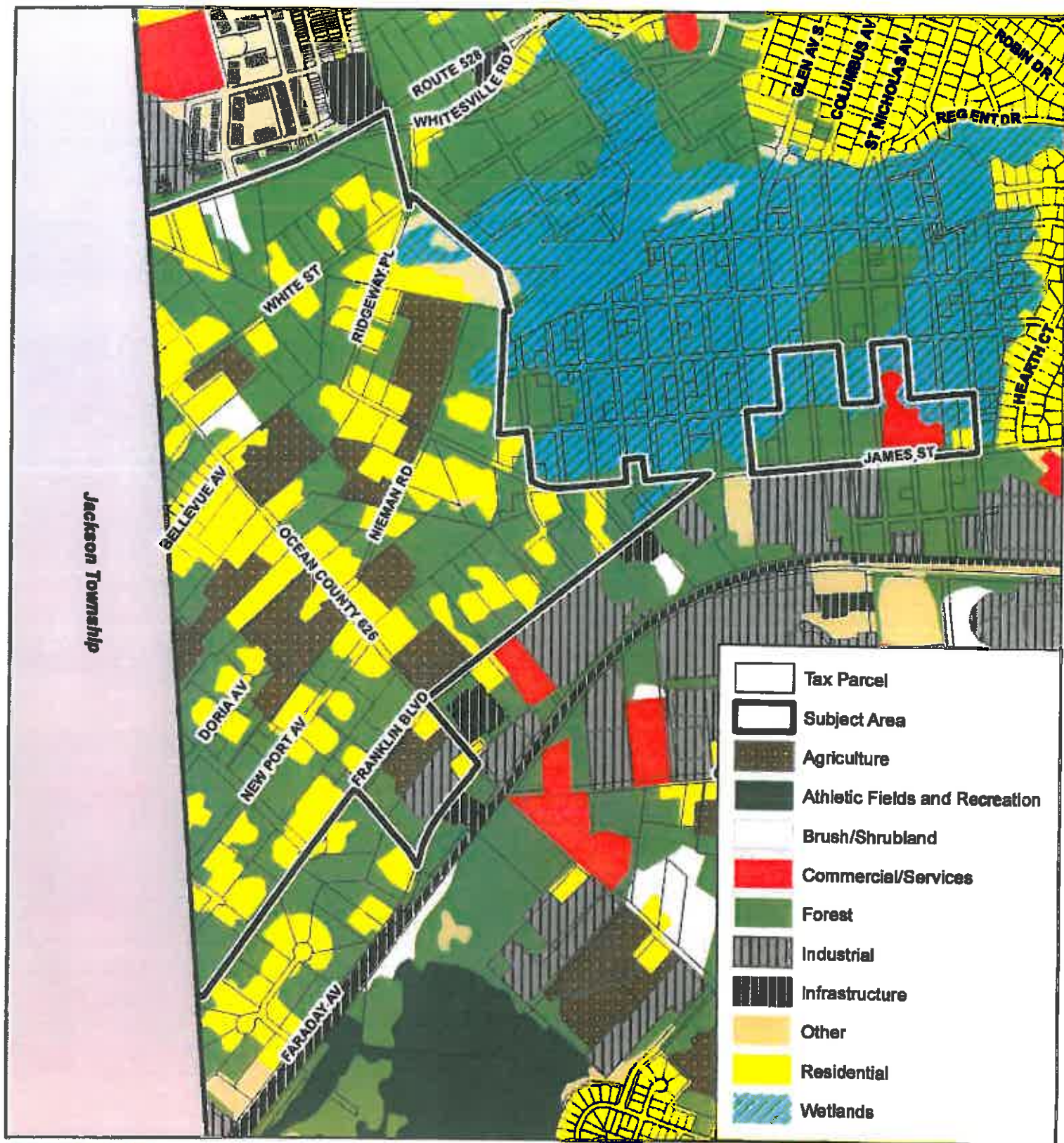
Revised Rezoning Requests (January 2014) March 2014 Land Use Plan Amendment Lakewood Township, New Jersey

Prepared by: RED, 03-01-14
Source: Ocean County GIS, NJDOT, NJDEP, T&M
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Figure 3: Existing Land Use



T&M
 ASSOCIATES
 11 Tindall Road
 Middletown, NJ 07748-2792
 Phone: 732-671-6400
 Fax: 732-671-7365

0 500 1,000 2,000
 Feet

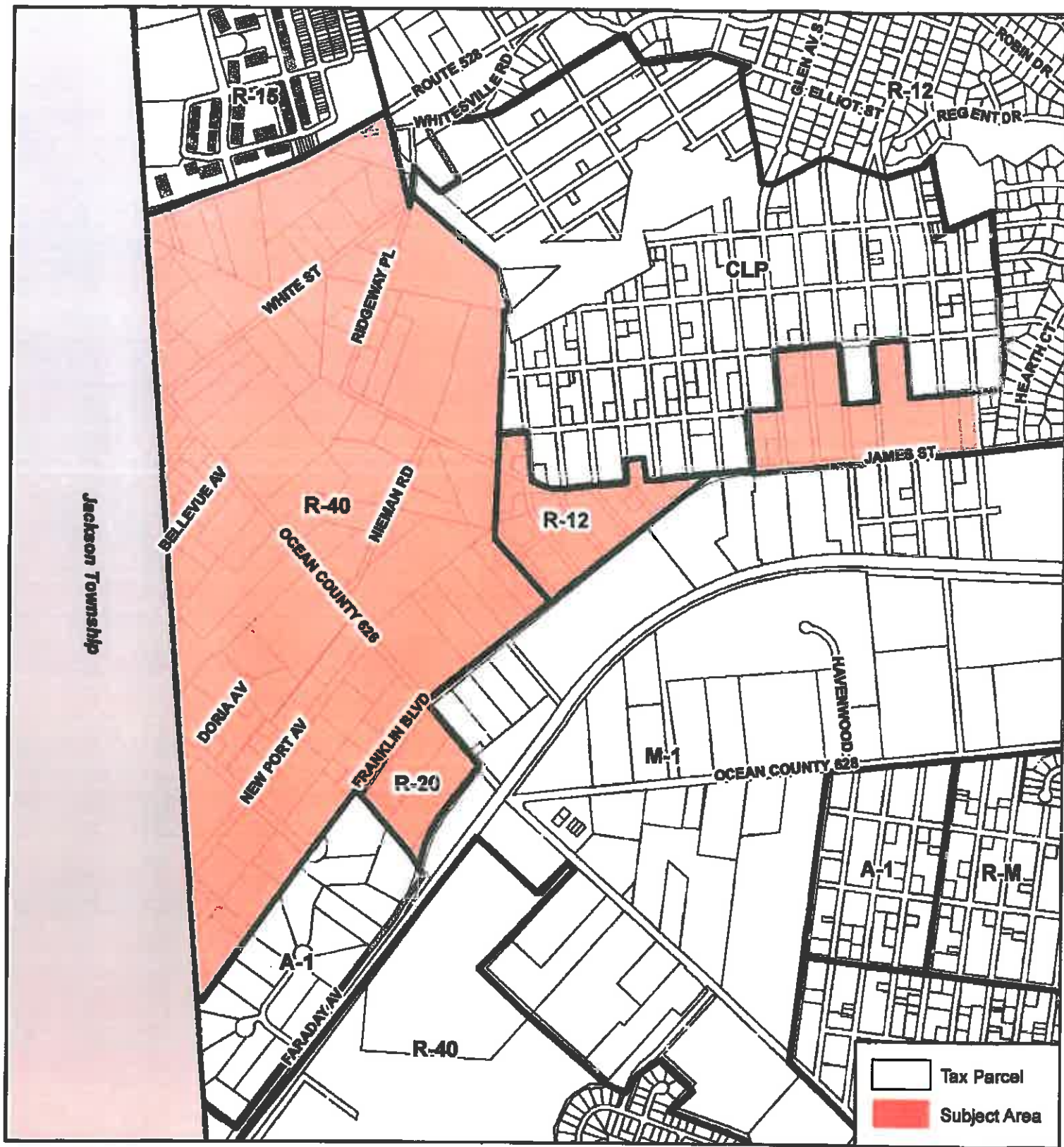
2007 Land Use/Land Cover **March 2014 Land Use Plan Amendment** **Lakewood Township, New Jersey**

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Figure 4: Existing Zoning



T&M 11 Tindall Road
 Associates Middletown, NJ 07748-2792
 Phone: 732-671-8400
 Fax: 732-671-7365

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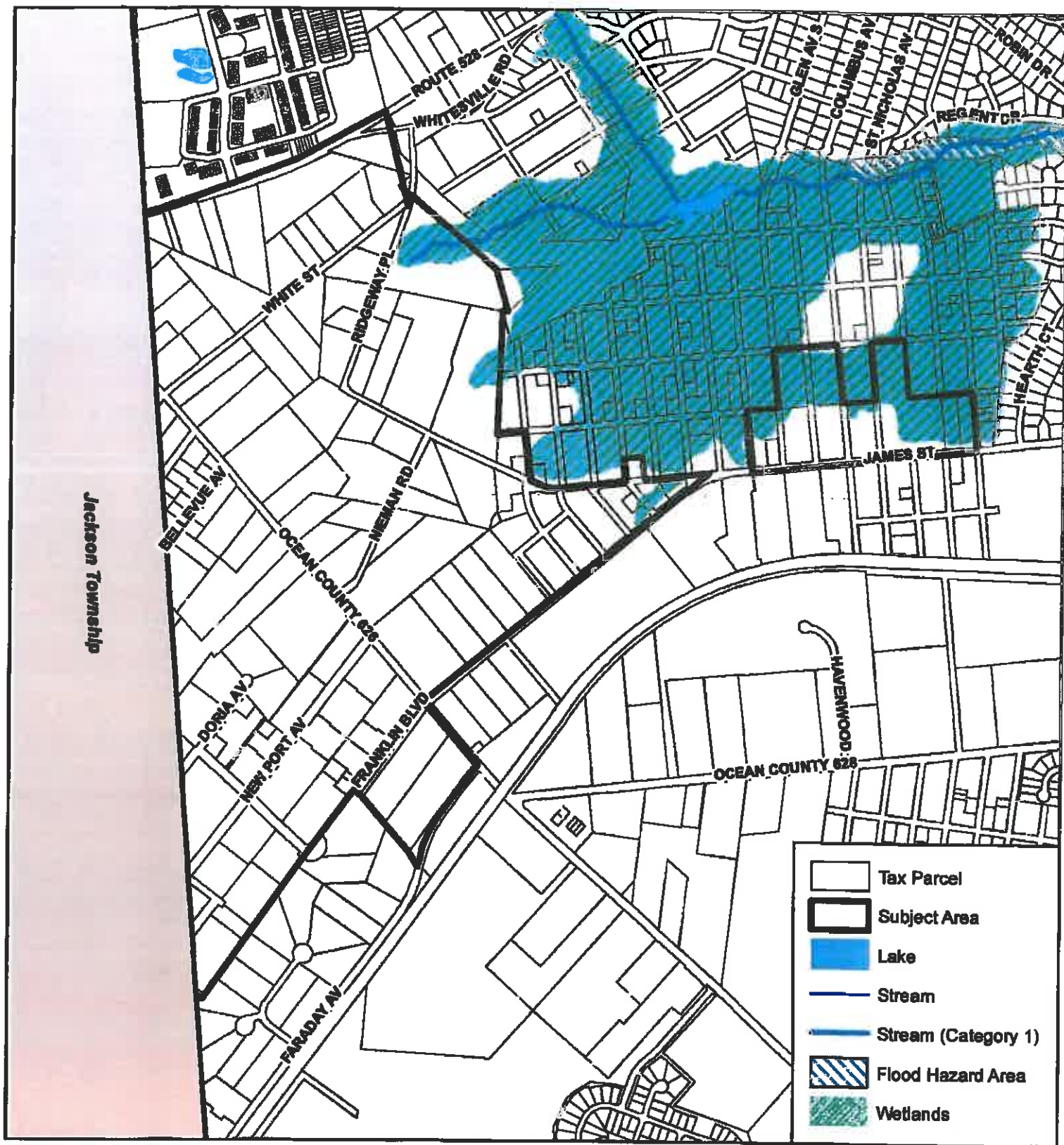
Existing Zoning March 2014 Land Use Plan Amendment Lakewood Township, New Jersey

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Figure 5: Environmental Constraints



T&M 11 Tindall Road
 Middletown, NJ 07748-2782
 Phone: 732-671-6400
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 Feet

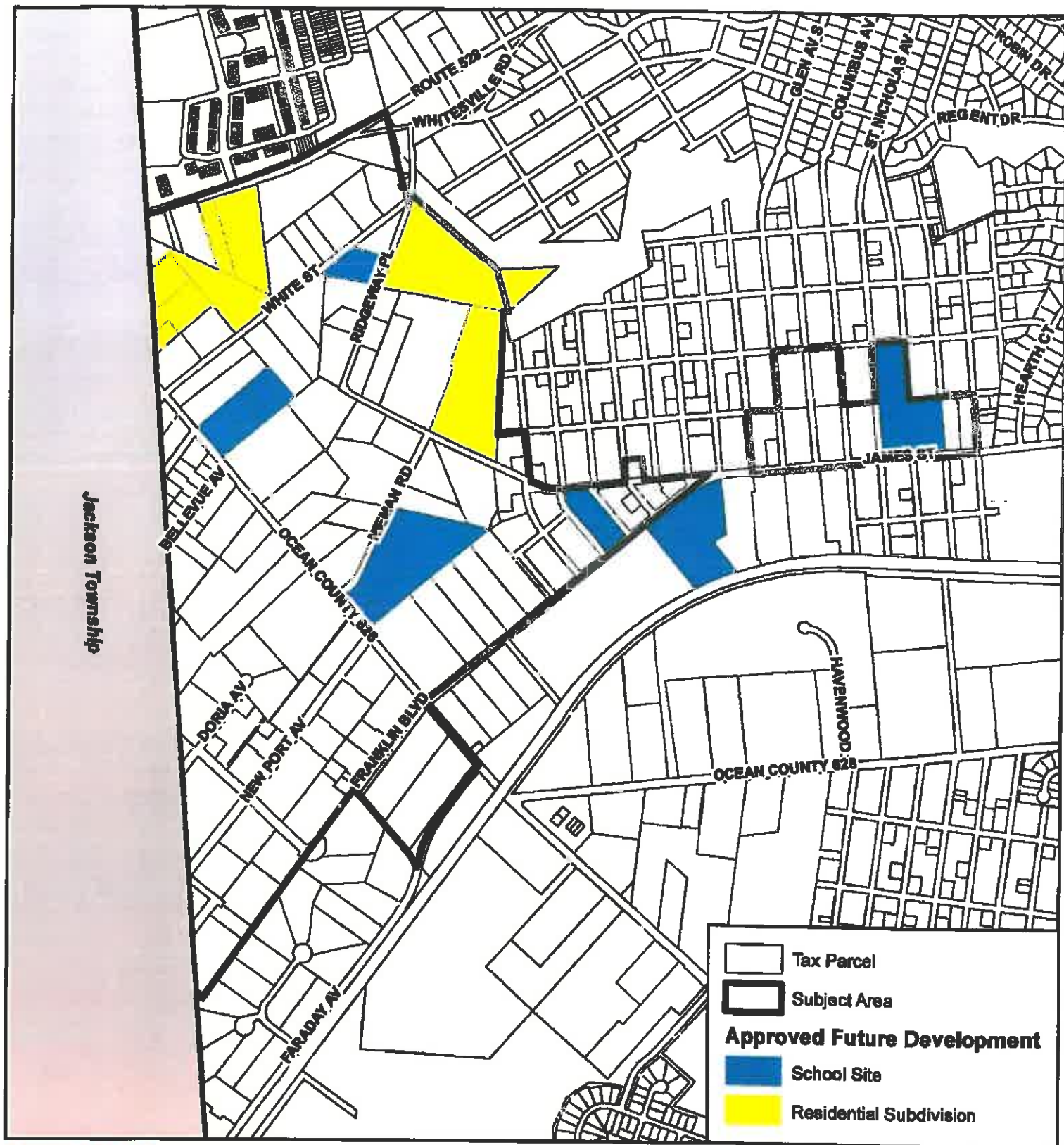
Environmental Constraints March 2014 Land Use Plan Amendment Lakewood Township, New Jersey

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 Source: Ocean County GIS, NJDOT, NJDEP, T&M
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Figure 6: Approved Future Development



T&M 11 Tindall Road
 Middletown, NJ 07748-2792
 Phone: 732-671-8400
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0 500 1,000 2,000
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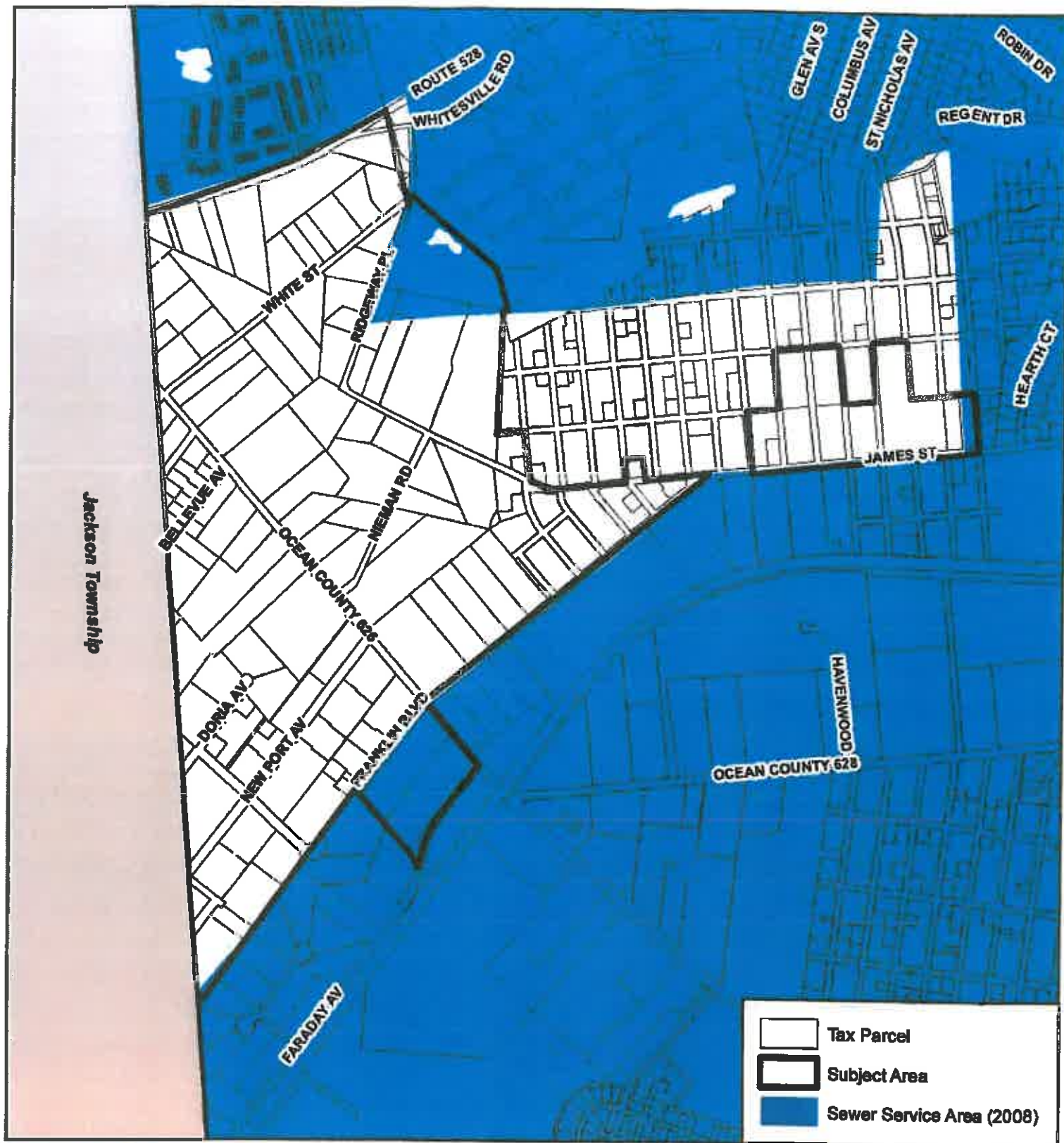
Approved Future Development **March 2014 Land Use Plan Amendment** **Lakewood Township, New Jersey**

Prepared by: RED, 03-01-14
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Figure 7: Sewer Service Area (2008)



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 11 Tindall Road
 Middletown, NJ 07748-2792
 Phone: 732-671-6400
 Fax: 732-671-7365

0 500 1,000 2,000
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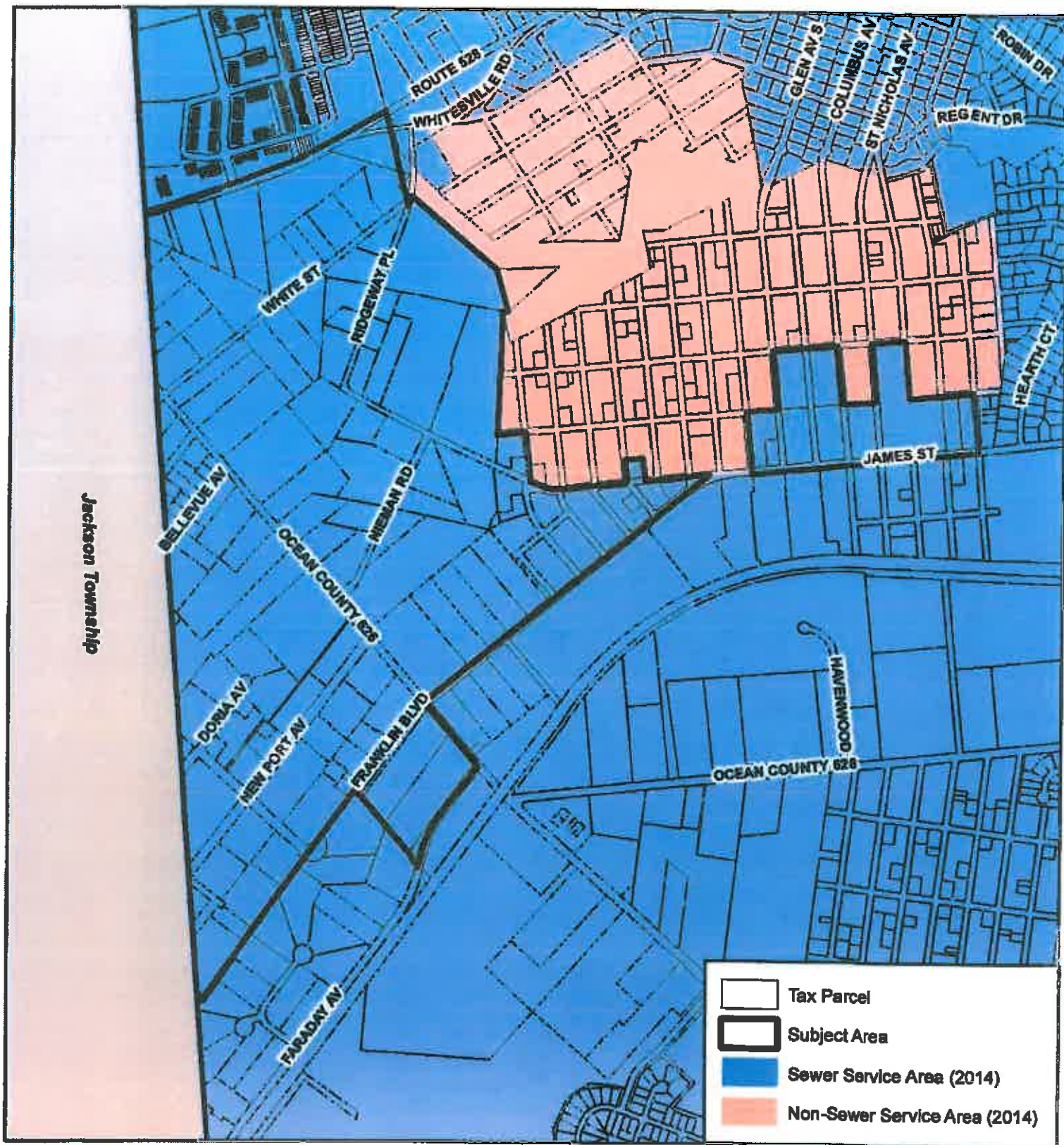
Sewer Service Area (2008) March 2014 Land Use Plan Amendment Lakewood Township, New Jersey

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Figure 8: Sewer Service Area (2014)



T&M
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11 Tindall Road
Middletown, NJ 07748-2792
Phone: 732-671-6400
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Feet

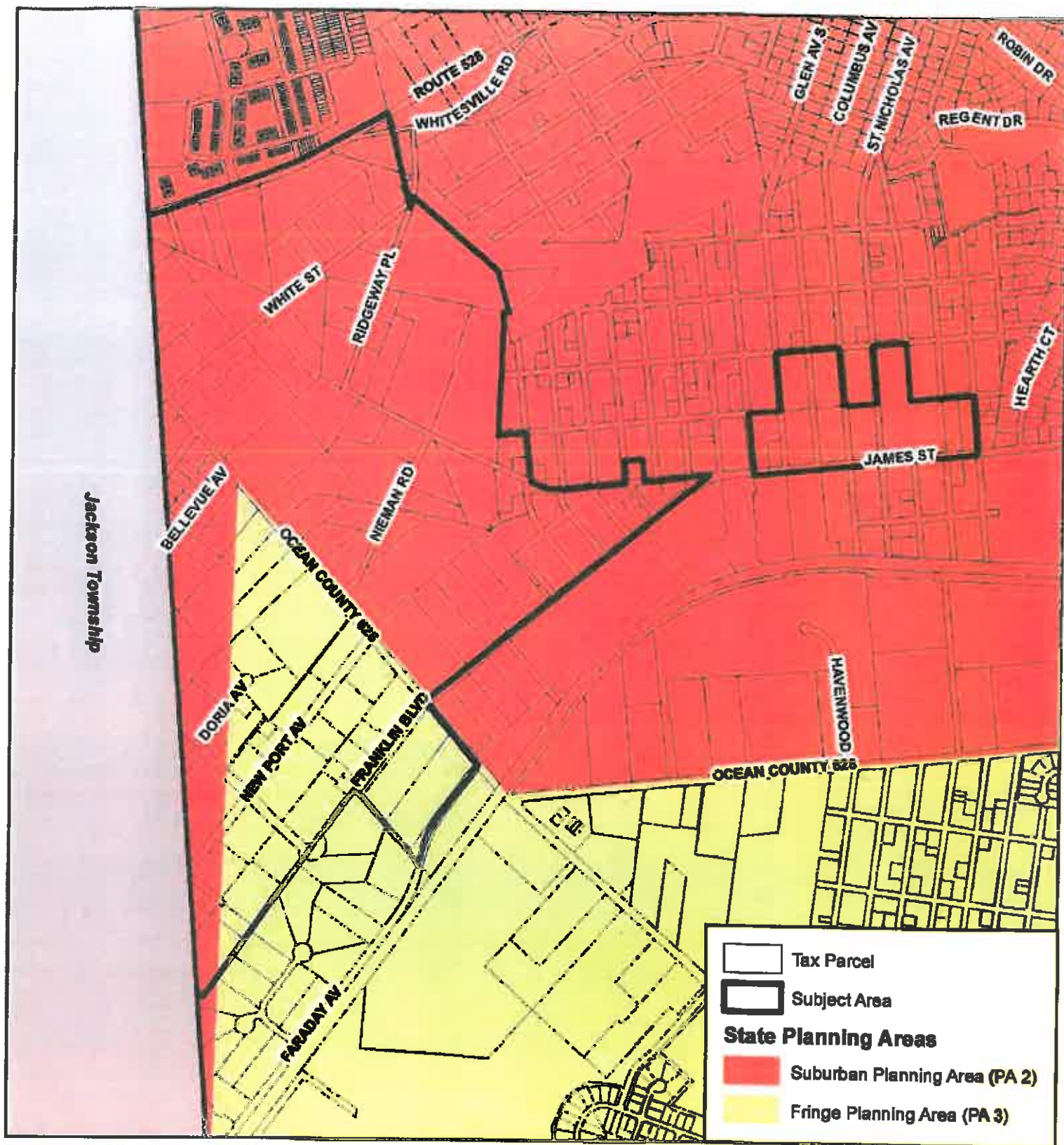
Sewer Service Area (2014) March 2014 Land Use Plan Amendment Lakewood Township, New Jersey

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Figure 9: State Planning Areas (Existing)



T&M 11 Tindall Road
 Associates Middletown, NJ 07748-2792
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 Fax: 732-671-7365

0 500 1,000 2,000
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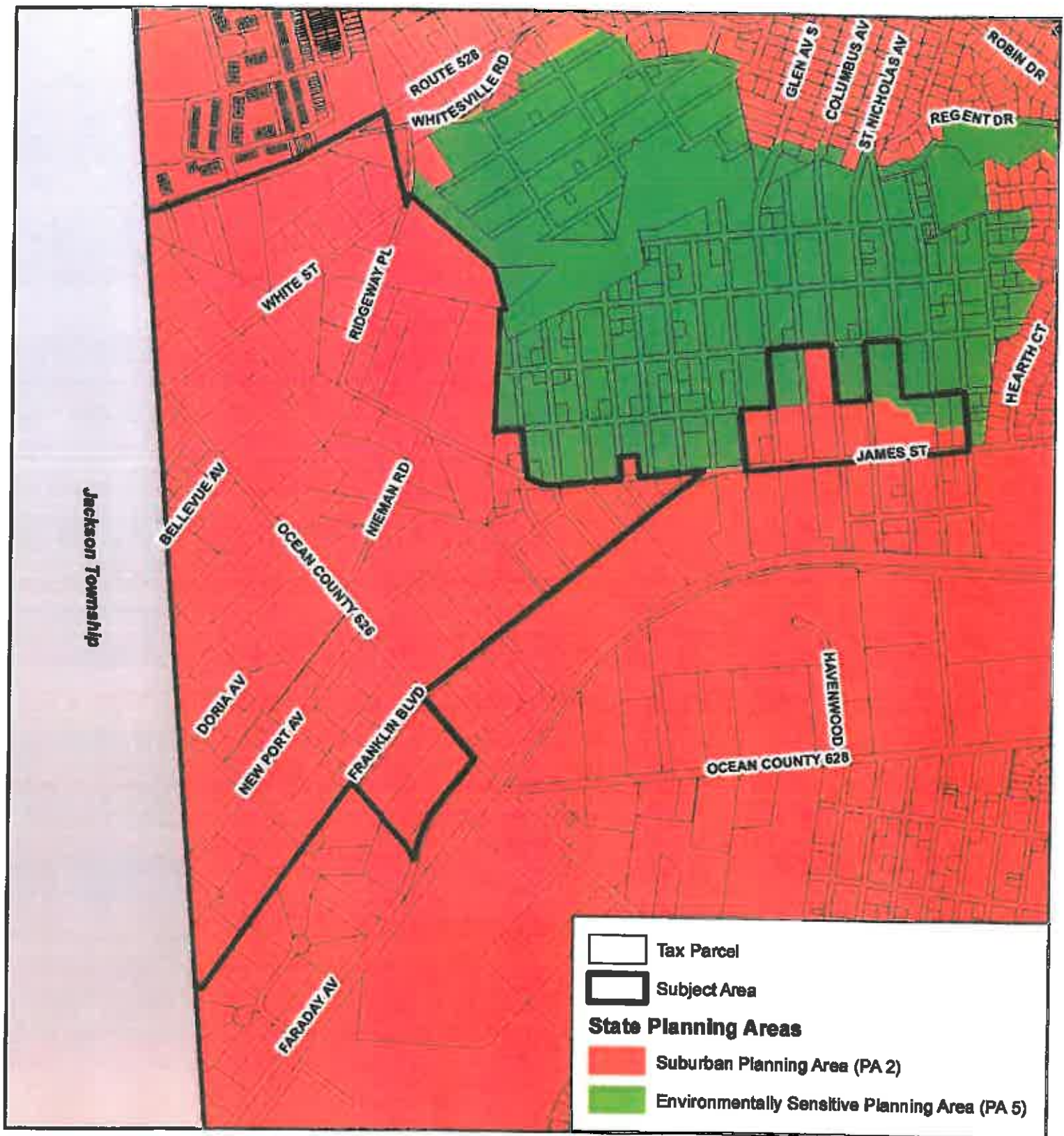
State Planning Areas (Existing) March 2014 Land Use Plan Amendment Lakewood Township, New Jersey

Prepared by: RED, 03-01-14
 Source: Ocean County GIS, NJDOT, NJDEP, T&M
 File Path: H:\LAKE00500\GIS\Projects\SPA_EXISTING.mxd



NOTE: This map was developed using New Jersey Department of Environmental Protection Geographic Information System digital data, but this secondary product has not been verified by NJDEP and is not State-authorized.

Figure 10: State Planning Areas (Proposed)



State Planning Areas (Proposed) **March 2014 Land Use Plan Amendment** **Lakewood Township, New Jersey**

Prepared by: RED, 03-01-14
 Source: Ocean County GIS, NJDOT, NJDEP, T&M
 File Path: H:\LAKE\00500\GIS\Projects\SPA_PROPOSED.mxd

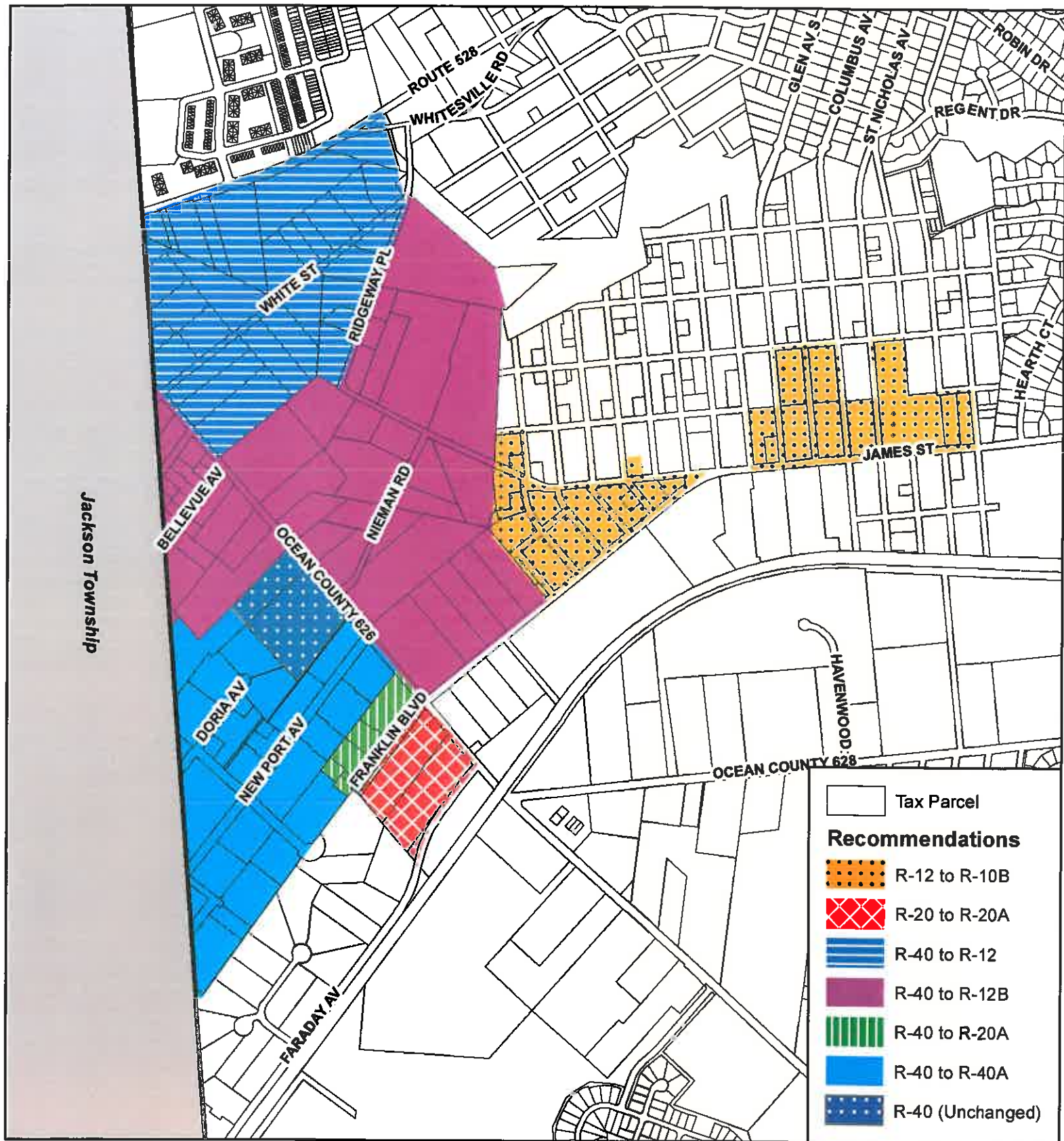


NOTE: This map was developed using New Jersey Department of Environmental Protection Geographic Information System digital data, but this secondary product has not been verified by NJDEP and is not State-authorized.

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Figure 11: Rezoning Recommendations

15



T&M 11 Tindall Road
 Middletown, NJ 07748-2792
 Phone: 732-671-6400
 Fax: 732-671-7365

Rezoning Recommendations March 2014 Land Use Plan Amendment Lakewood Township, New Jersey

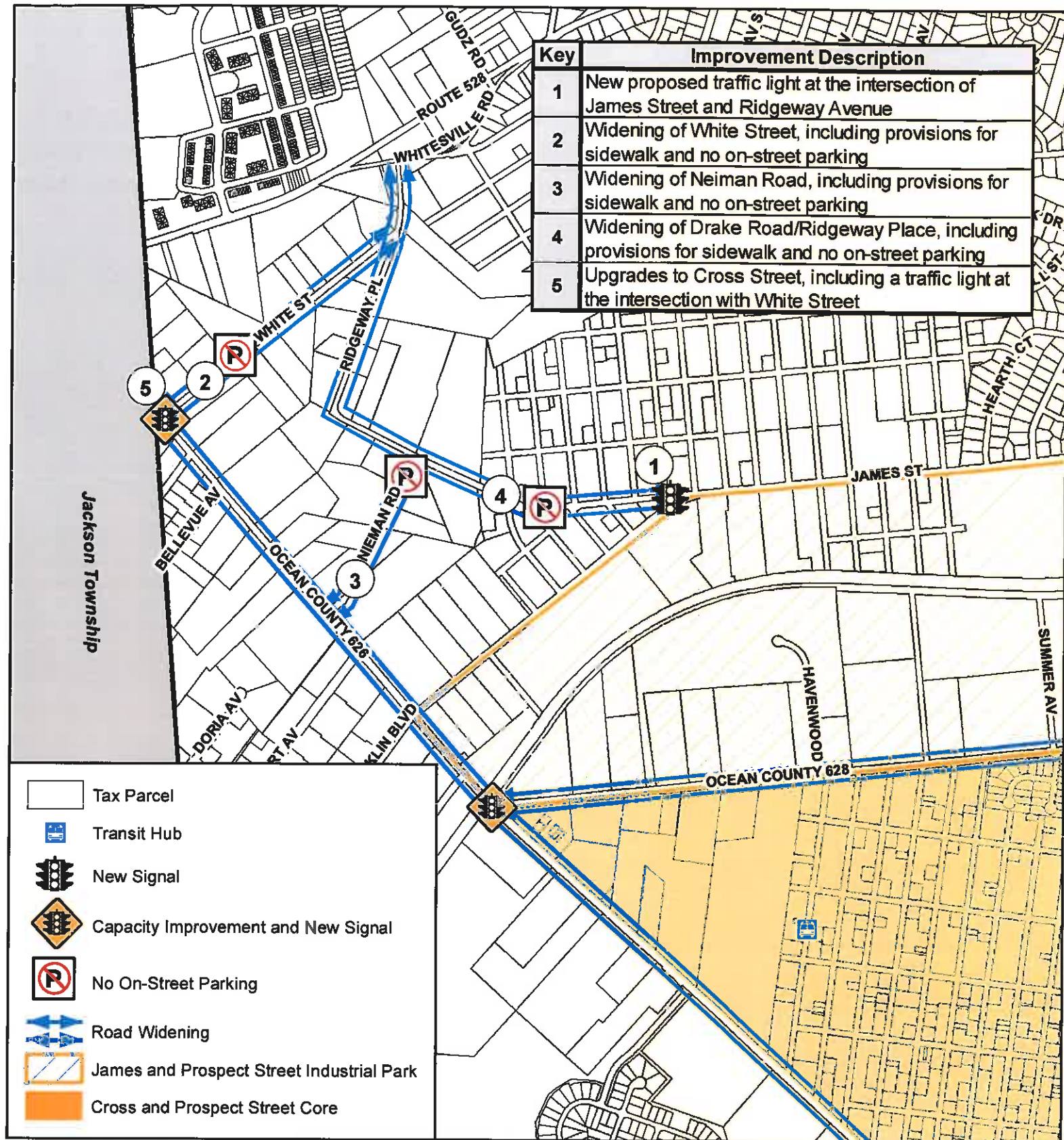
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Prepared by: RED, 03-27-14,
 Revised by: JAC, 04-22-14
 Source: Ocean County GIS, NJDOT, NJDEP, T&M
 File Path: H:\LAKE\00500\GIS\Projects\RECOMMENDATION.mxd



NOTE: This map was developed using New Jersey Department of Environmental Protection Geographic Information System digital data, but this secondary product has not been verified by NJDEP and is not State-authorized.

Figure 12: Recommended Circulation Improvements



T&M 11 Tindall Road
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 Fax: 732-671-7365

0 500 1,000 2,000
 Feet

Infrastructure Improvements March 2014 Land Use Plan Amendment Lakewood Township, New Jersey

