



State of New Jersey

DEPARTMENT OF STATE
BUSINESS ACTION CENTER
OFFICE OF PLANNING ADVOCACY
PO BOX 820
TRENTON, NJ 08625-0820

PHILIP D. MURPHY
Governor

TAHESHA WAY
Secretary of State

SHEILA Y. OLIVER
LT. GOVERNOR

DONNA A. RENDEIRO
Executive Director

MEMORANDUM TO: State Planning Commission

FROM: Donna Rendeiro

RE: Proposed Toms River Map Amendment

DATE: August 31, 2022

As you may know, the Township of Toms River was endorsed in January 2017. For some time now, the Office of Planning Advocacy has been working with the Township on their biennial review.

The Township of Toms River submitted its biennial report on July 7, 2021. The agreed-upon PIA lists 34 items to be completed during the endorsement period. Twenty-four items have been completed by the Township and the remaining 10 items have a timetable listed as either ongoing or due by July 2, 2023.

As part of their biennial review, the Township requested to amend the State Plan Policy Map in order to have the current Toms River Hooper Avenue Core South align with their DCA-approved Hooper-Caudina Redevelopment Plan/Area. The goal of the Hooper-Caudina Redevelopment Plan is to promote the development of a campus for a new Veterans Affairs (VA) clinic for Ocean County, situated with convenient access to related services for veterans and the public at large. The Map Amendment will also enable flexibility in organizing the more appropriate areas of the Redevelopment Area for residential development. The Redevelopment Plan proposed a 50-unit multifamily residential development (inclusive of 10 affordable units) in the residentially zoned portion of the Redevelopment Area, but the topographic challenge of developing a significant portion of the commercially zoned portion of the Redevelopment Area limits the opportunity to create parcels for both the VA clinic and the proposed post office. The Map Amendment will enable the preservation of the sloped and wooded portion of the Redevelopment Area currently within the Core by allowing redevelopment to be shifted to the portion that is being petitioned. The petitioned 9 acres do not have any Threatened and Endangered issues and are not in the FEMA Special flood hazard area.

I concur with the recommendation of OPA's Area Planner that this 9-acre extension to the current Core should be granted.



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DONNA A. RENDEIRO
Executive Director

MEMORANDUM TO: Donna Rendeiro
FROM: Lisa Avichal
RE: Township of Toms River Biennial Review - PIA Status and Map Amendment Petition
DATE: August 31, 2022

On January 18, 2017, The New Jersey State Planning Commission granted The Township of Toms River conditional Plan Endorsement. The Commission authorized the conditional Plan Endorsement to become a final Endorsement upon the Township's adoption of a municipal zoning map, zoning ordinance, and Master Plan with resiliency recommendations incorporated into each element, as set forth in the Planning and Implementation Agreement (PIA). On July 25, 2017, the Township updated and adopted its Land Use and Development Regulation Ordinance. The Township then amended its Zoning map on August 22, 2017. The Township of Toms River received Final Plan Endorsement on July 2, 2018 when the State Plan Policy Map was updated.

As part of Plan Endorsement, municipalities are responsible for submitting biennial reports to the Office of Planning Advocacy (OPA). These reports provide OPA with the status of their Planning and Implementation Agreement efforts. The Township of Toms River submitted their biennial report on July 7, 2021 (see attached). The agreed upon PIA lists 34 items to be completed during the endorsement period. 24 items have been completed by the Township and the remaining 10 items have a timetable listed as either ongoing or due by July 2, 2023.

As part of the biennial report, the Township of Toms River submitted a petition to amend the State Plan Policy Map (see attached). The Township is petitioning for the Toms River Hooper Avenue Core South to align with their DCA approved Hooper-Caudina Redevelopment Plan/Area. The Township is petitioning for the following Block and Lots to be included into the Toms River Hooper Avenue Core South:

Block 592, Lots 72-95

Block 594, Lots 139-158

Block 595, Lots 159, 162, 163, 188, 198-202

Block 596, Lots 203-246

Block 597, Lots 49-71

Unimproved ROW of Castlebuono Ave., Cirpriano Ave., and Sarno Ave, east of centerline of Salerno Ave, inclusive of Salerno Ave., and the ROW of Reggio Ave., and Nocero Place in their entirety.

Currently, the petitioned 9 acre area is a Suburban Planning Area (PA2) and primarily wooded. The goal of the Hooper-Caudina Redevelopment Plan (see attached for more detail) is to promote the development of a campus for a new Veterans Affairs (VA) clinic for Ocean County, situated with convenient access to related services for veterans and the public at large. One of the objectives of the Land Use Plan Element of the Master Plan adopted in 2017 was to investigate the area of approximately 21 acres situated between Esplanade Office Park on Hooper Avenue and the Seacourt Pavilion Shopping Center on Hooper Avenue across from the Ocean County Mall. The redevelopment investigation was conducted in 2018 and was promoted by inquiries by the developers searching for a site for a new medical clinic for VA and the need to encourage the USPS to relocate its post office from the Waterfront Redevelopment Area to a more central location. The relocation of the post office to the same campus and the connection of the campus with the adjacent office park where the County is in the process of building new office facilities to house several County departments, including the Office of Veterans Affairs, will address multiple needs for veterans in a single destination.

The Map Amendment will also enable flexibility in organizing the more appropriate areas of the Redevelopment Area for residential development. The Redevelopment Plan proposed a 50 unit multifamily residential development (inclusive of 10 affordable units) in the residentially zoned portion of the Redevelopment Area, but the topographic challenge to developing a significant portion of the commercially zoned portion of the Redevelopment Area limits opportunity to create parcels for both the VA clinic and the proposed post office. The Map Amendment will enable preservation of the sloped and wooded portion of the Redevelopment Area currently within the Core by allowing redevelopment to be shifted to the portion that is being petitioned. The petitioned 9 acres does not have any Threatened and Endangered issues and is also not in the FEMA Special flood hazard area.

The Township of Toms River publically noticed the map amendment on November 9, 2021 and held a public hearing on the proposed changes on November 22, 2021 via Zoom. The notice of the meeting was published in the Asbury Park Press and hard copies of the notice were mailed to all property owners within the area petitioned, as well as those property owners within 200 feet of the petitioned area. There were a total of 12 attendees at the meeting. David Roberts, AICP/PP, LLA, LEEP AP ND, Township Planner presented on the map amendment. After the presentation, David Roberts opened the hearing for public comment. 2 comments were made: one asking for the timelines for the proposed amendment and the second asking whether a copy of the presentation was available. A full recording of the public hearing was posted on the website on November 23, 2021. Those who were unable to attend or wished to comment at a later time had until November 30, 2021 to provide comments. No additional public comments were submitted.

It is my recommendation that the Township of Toms River's map amendment petition move forward to the Plan Implementation Committee and State Planning Commission for approval.

**TOWNSHIP OF TOMS RIVER
OCEAN COUNTY, NEW JERSEY**



Petition/Report to Amend the State Plan Policy Map

PRESENTED TO:

The State Planning Commission

Donna Rendeiro, Esq., Executive Director, Office of Planning Advocacy

Lisa Avichal, Area Planner, Office of Planning Advocacy

SUBMITTED BY:

David Glynn Roberts, PP/AICP, LLA, LEED AP ND

Township Planner, Township of Toms River

33 Washington Street

PO Box 728

Toms River, NJ 08754

732-341-1000 x8354

July 7, 2021

INTRODUCTION

This Petition is submitted as a follow-up to the Township's Biennial Report (January, 2021) regarding requested amendments to the State Plan Policy Map specific to adding certain properties to the Hooper Avenue South Core that were designated as part of the Hooper-Caudina Redevelopment Area in 2018, and two lots zoned Highway Business that were excluded from the Hooper Avenue North Core at the time of Plan Endorsement.

Background:

Toms River Township petitioned the Smart Growth Office (currently Office of Public Advocacy) in 2005 for Plan Endorsement. The Township actively worked with the Office of Smart Growth Office to address concerns from 2005 to March 31, 2011. The Township submitted description of centers in 2007 and submitted revised description of centers in October of 2009. In 2009 the Township also prepared draft ordinance language to implement the centers.

In March of 2011 the Township was actively working with the Ocean County Planning Department to include areas of growth in Sewer Service Areas with the Ocean County Cross Acceptance Report. On October 11, 2011 the NJ State Planning Commission proposed a draft of its New Master Plan and hosted hearing sessions in February and March of 2012. Toms River Township provided comments on the New State Plan on January 20, 2012.

On October, 2012 Hurricane Sandy devastated Toms River Township. The State Plan was sidelined to address resiliency issues in 2013. The Township in 2015 was able to refocus on long range planning. In 2015 the Township began refocusing on long range planning and reached out to the Office of Planning Advocacy. New Center mapping was drafted and circulated in March of 2016. The

proposed centers were modified to comply with OPA and NJDEP comments and were conditionally adopted in January of 2017.

After receiving Conditional Plan Endorsement in January of 2017, The Township adopted a new Master Plan in May of 2017 and Zoning Ordinances to implement the Master Plan in August of 2017. The NJ Office of Planning Advocacy published the register Notice for final Plan Endorsement on January 2, 2018. A final CAFRA Notice was published in August of 2018 and became effective on September 6, 2018.

Since final endorsement of the Township's Petition by the State Planning Commission in January of 2018, development and redevelopment activity has focused on four redevelopment areas and a rehabilitation area.

Map Amendment #1: Hooper-Caudina Redevelopment Area

One of the objectives of the Land Use Plan Element of the Master Plan adopted in 2017 as one of the PLA requirements of Conditional Plan Endorsement was to investigate the area of approximately 21 acres situated between the Esplanade Office Park on Hooper Avenue and the Seacourt Pavilion Shopping Center on Hooper Avenue across from the Ocean County Mall. The redevelopment investigation was conducted in 2018 and was prompted by inquiries by the developers searching for a site for a new medical clinic for Veterans Affairs (VA) and the need to encourage the USPS to relocate its post office from the Waterfront Redevelopment Area to a more central location.

The goal of the Hooper-Caudina Redevelopment Plan is to promote the development of a campus for a new Veterans Affairs (VA) clinic for Ocean County, situated with convenient access to related services for veterans and the public at large. The relocation of the post office to the same campus and the connection of the campus with the adjacent office park where the County is in the process of building new office facilities to house several County departments, including the Office of Veterans Affairs, will address multiple needs for veterans in a single destination. The redevelopment area is in the process of being expanded to include the Seacourt Pavilion shopping center, which will allow improvement of the road network connectivity between the Redevelopment Area and the approved multifamily development under construction adjacent to the Redevelopment Area, which will include 25 affordable units for which veterans preference can be offered.

Guiding Objectives

The redevelopment of the Hooper-Caudina Redevelopment Area is to be guided by the following objectives:

- Provide health services and create new employment with convenient access to a mix of residential, business retail commercial and entertainment uses.

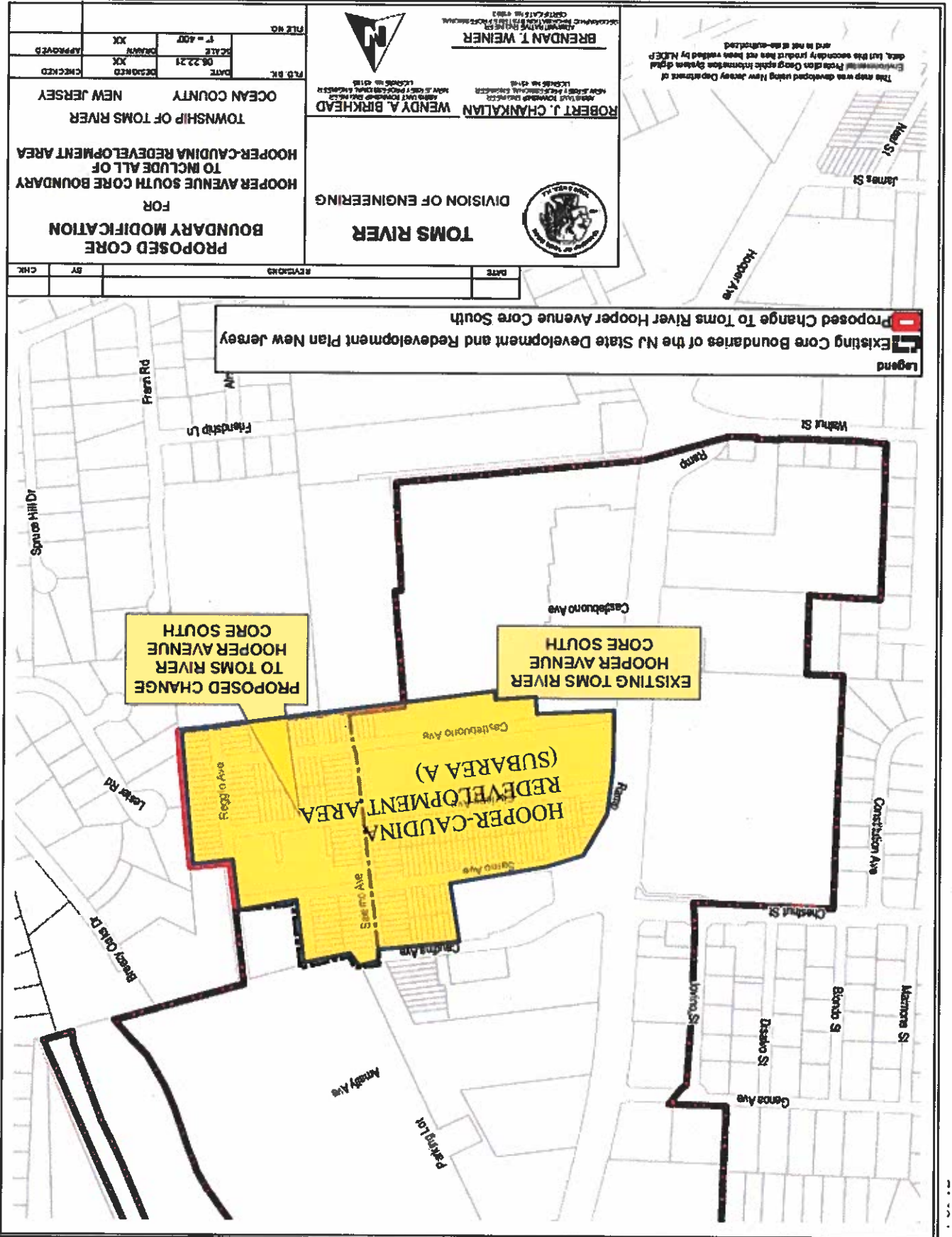
- Encourage development that will help promote interconnected uses.
- Ensure that all buildings are consistent with and enhanced by high-quality streetscape amenities.
- Enable major new facilities to establish an employment hub that will reenergize existing retail centers along the Hooper Avenue corridor and support the economic viability of the Ocean County Mall.

The Hooper-Caudina Redevelopment Plan was adopted by Township Council on February 26, 2019. The redevelopment plan was amended to include the portion of the Esplanade Office Park subdivided and acquired by Ocean County located at Block 608, Lot 19.01 as "Subarea B" as Addendum No. 1 on May 26, 2020. The public hearing to expand the Redevelopment Area to include the Seacourt Pavilion Shopping Center is scheduled for August 4, 2021.

A SketchUp model of the site done for the redevelopment plan shows the potential connection between the redevelopment area and the site plans of Seacourt Pavilion (to the left in the image below) and the site plan of the County's new building (to the right in the image below).

This planning effort identified an issue with the Hooper Avenue South Core Center boundary for which the Township requests an amendment to the State Plan Policy Map so that the entire redevelopment area is included within the Core Center (see maps on following pages).





PROPOSED CORE BOUNDARY MODIFICATION FOR HOOPER AVENUE SOUTH CORE BOUNDARY TO INCLUDE ALL OF HOOPER-CAUDINA REDEVELOPMENT AREA TOWNSHIP OF TOMS RIVER OCEAN COUNTY NEW JERSEY

DATE	08 22 21	DESIGNED	XX
SCALE	1" = 400'	DRAWN	XX
APPROVED		CHECKED	

PLT NO. _____

TOMS RIVER

DIVISION OF ENGINEERING

ROBERT J. CHANKALIAN
 LICENSE NO. 4118
 PROFESSIONAL ENGINEER
 CIVIL ENGINEERING

WENDY A. BIRKHEAD
 LICENSE NO. 4119
 PROFESSIONAL ENGINEER
 CIVIL ENGINEERING

BRENDAN T. WEINER
 LICENSE NO. 4120
 PROFESSIONAL ENGINEER
 CIVIL ENGINEERING

This map was developed using New Jersey Department of Transportation's Public Data Information System digital data. This secondary product has not been verified by NJDEP and is not to be substituted.

Legend

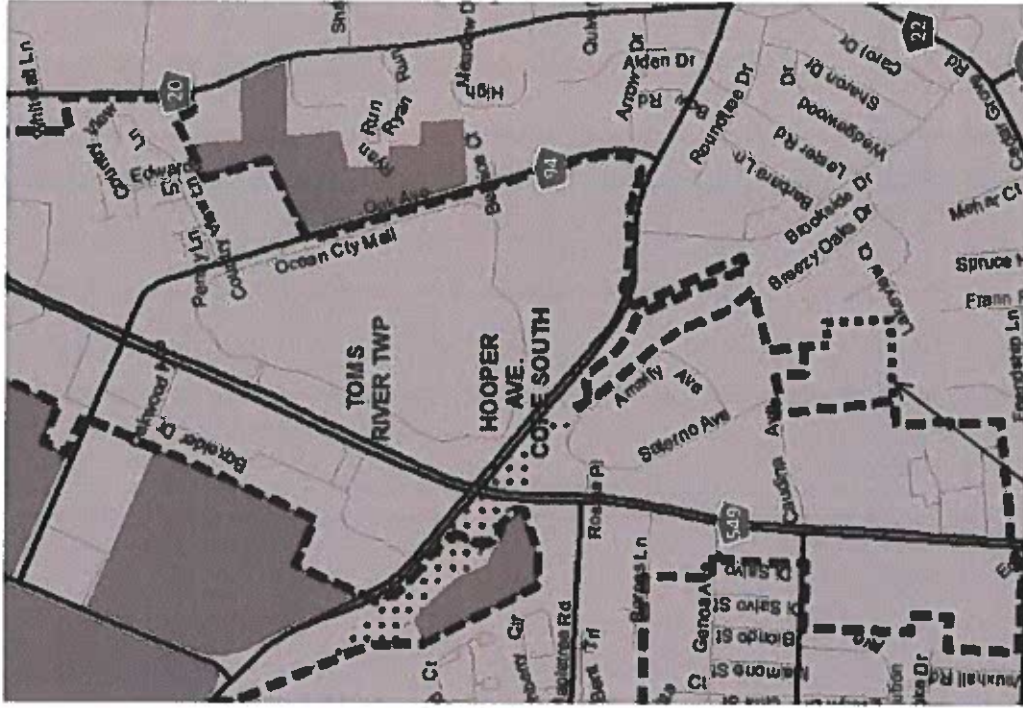
- Existing Core Boundaries of the NJ State Development and Redevelopment Plan New Jersey
- Proposed Change To Toms River Hooper Avenue Core South

Petition to Amend State Plan Policy Map



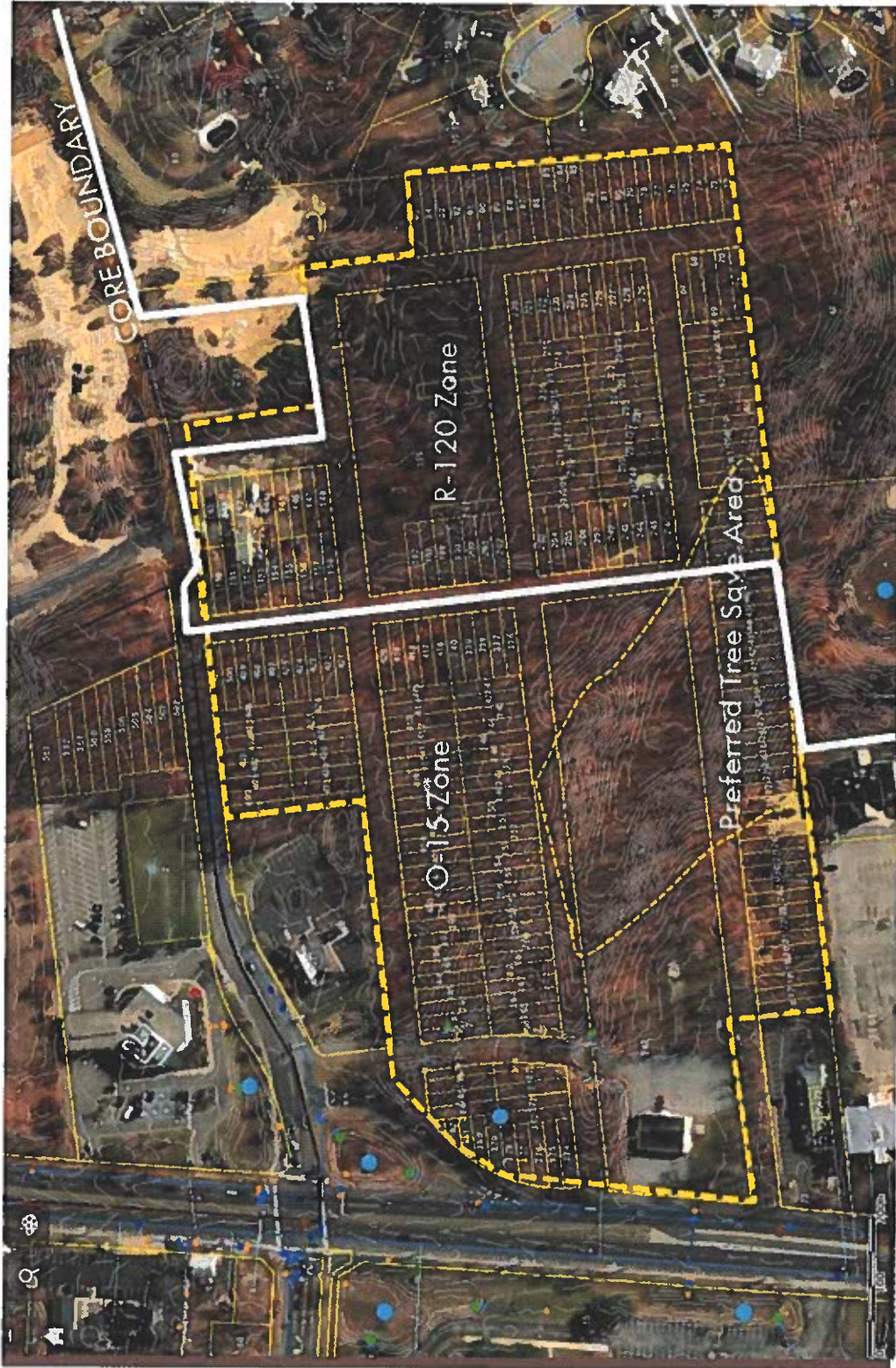
Proposed Core Center Boundary

Township of Toms River



Proposed Core Center Boundary

Endorsed Core Center Boundary



HOOPER-CAUDINA REDEVELOPMENT PLAN
Site Development History

Statement

The proposed Map Amendment #1:

1. Promotes local, regional and State goals and objectives by:
 - a. Facilitating redevelopment of a designated growth (redevelopment) area surrounded by regional shopping and office facilities;
 - b. Accommodating a regional clinic facility as a redevelopment project to be constructed for lease by the VA and meeting a critical need of veterans in Ocean County, which hosts the largest veteran population in New Jersey;
2. The Amendment will impact public sector decisions by providing greater flexibility in site layout by allowing full development of the redevelopment area under the Hooper-Caudina Redevelopment Plan as an employment center with integrated mixed uses. The most environmentally sensitive portion of the redevelopment area is within the existing Core center and the amendment would allow it to be set aside for preservation rather than the less sensitive portion of the redevelopment area that is outside the Core center.
3. The VA is expected to make an announcement on the site before September of 2021. The new medical facility will be required to obtain all local and State agency approvals and be constructed within 24 months of the full execution of the lease with the Township's redeveloper. Additionally, the proposed amendment was outlined in the Township's first Biennial Report.

Map Amendment #2: Block 192.05, Lots 47 and 48

The Township received an inquiry regarding one other amendment to the State Plan Policy Map for a minor boundary adjustment to the Hooper Avenue Core – North at the intersection of Hooper Avenue and Church Road (see green highlighted property in map below). The property consists of Block 199.05, Lots 47 and 48, totaling 4.54 acres in the Highway Business Zone. The property is the only property in the HB Zone at the major intersection of Hooper Avenue and Church Road that is not in the Hooper Avenue Core – North.

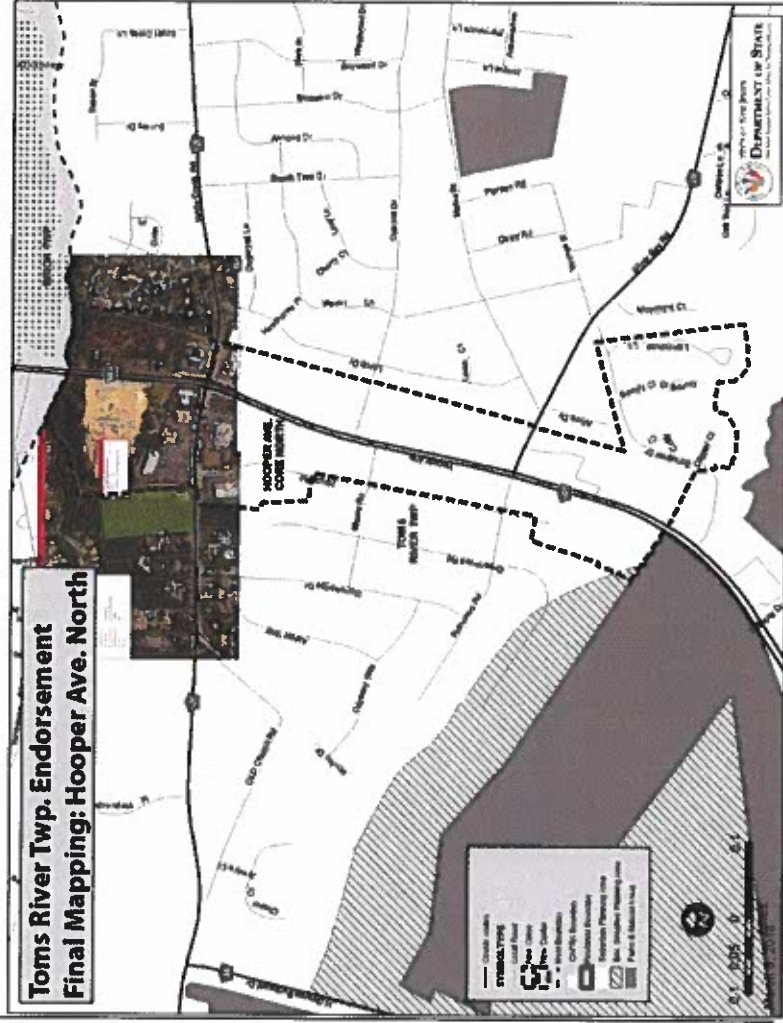
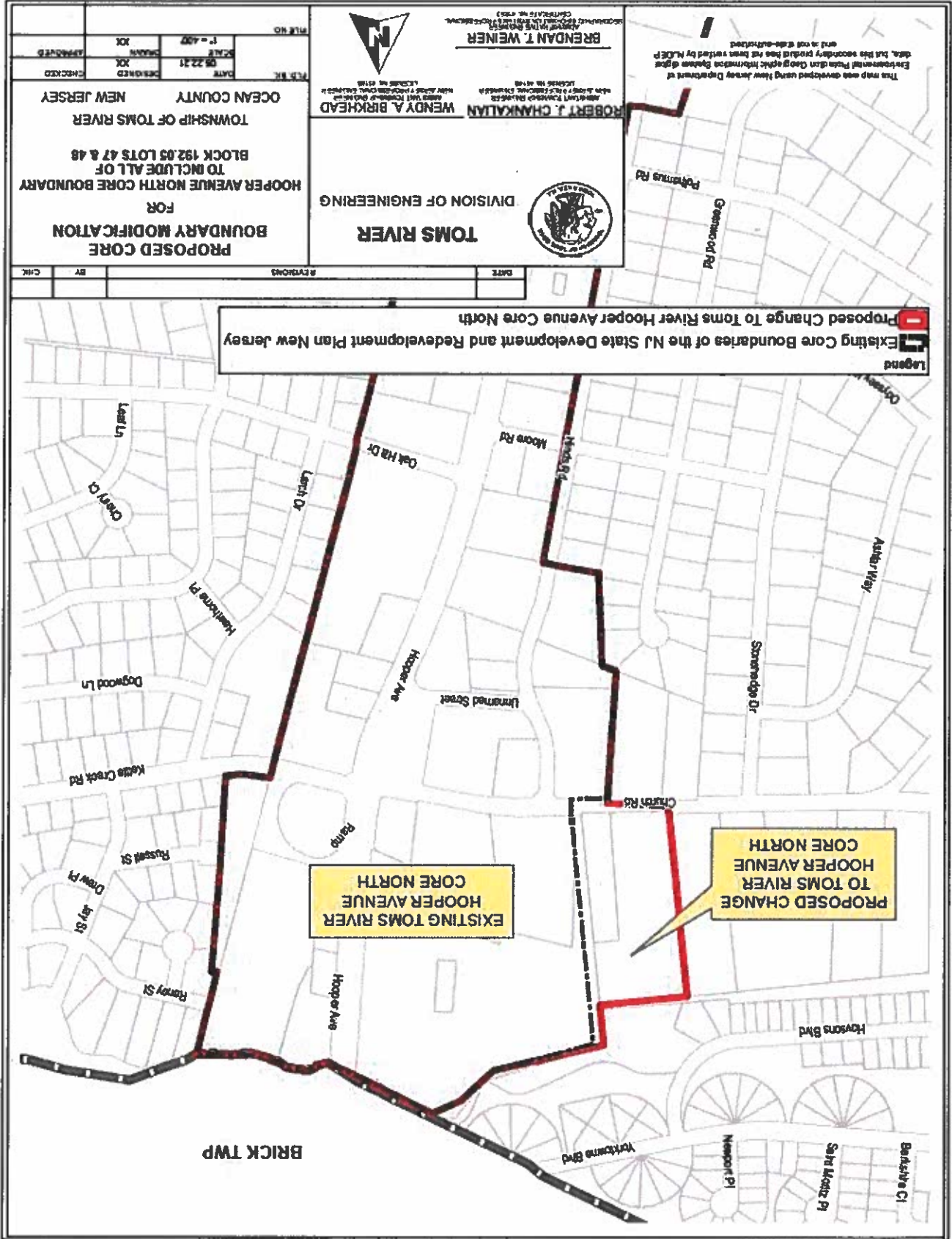




Figure 1: ArcGIS map showing HB Zone boundary outlined in blue and proposed property highlighted in green for inclusion in the Hooper Avenue Core - North.



Statement

The proposed Map Amendment #2:

1. Promotes local, regional and State goals and objectives by:
 - a. Reconciling local zoning with State identified growth areas;
 - b. Allowing expanded economic development at signalized intersection on a principal arterial roadway in a commercial zone;
2. The amendment is consistent with the original approach in delineating the Core boundary using commercial zoning districts along major roadways. The properties in question were added to the Highway Business Zone as a result of the 2017 Master Plan and corresponding rezoning required as part of Conditional Plan Endorsement, but after the petition with the Center mapping was submitted to the PC.
3. The property in question is commercially zoned, but any development application on this 4.54 acre property that requires a CAFRA permit would be subject to a maximum of 30% impervious coverage. The proposed amendment was included in the first Biennial Report because the endorsed petition does not expire until January of 2028, which effectively precludes the property from development for seven years before being considered for inclusion in the Hooper Avenue North Core.

Consistency Report

The proposed Map Amendments constitute boundary adjustments to recognize developments in land use policy post-Endorsement. In the first instance the Land Use Element of the 2017 Master Plan recommended that the unconsolidated area of “newspaper subscription lot” and paper streets fronting Hooper Avenue and bounded by a shopping center and corporate office park, be investigated for designation as an Area In Need of Redevelopment. As part of the implementation of the Master Plan recommendation, the area was investigated and designated by Township Council on October 23, 2018. A copy of the resolution of designation was sent to the Commissioner of NJDCA immediately after its adoption. A redevelopment plan (Hooper-Caudina Redevelopment Plan) was then prepared by the Township and adopted by Township Council on February 26, 2019. The redevelopment plan identified the issue of the redevelopment area being split by the Hooper Avenue South Core based on the zoning that existed at the time that mapping was done for Plan Endorsement, but prior to the preparation and adoption of the 2017 Master Plan. The Hooper-Caudina Redevelopment Area was then expanded in 2020, and the Redevelopment Plan was amended on May 26, 2020, to account for the redevelopment of the Esplanade Office Park by the County of Ocean and is expected to be further expanded in 2021 to address the need to coordinate redevelopment of the anticipated VA medical clinic project in the original Redevelopment Area with road circulation improvements and revitalization of the Seacourt Pavilion Shopping Center.

The original rationale of omitting the R-120 (residential single family) zoned portion of the Redevelopment Area out of the Hooper Avenue South Core has become moot through the adoption of the Hooper-Caudina Redevelopment Plan (submitted with the Biennial Report), which allows for the entire Redevelopment Area to be developed for the VA clinic, relocated post office and possibly additional

multifamily residential with additional affordable units that will be added to the Township's Housing Element and Fair Share Plan.

Map Amendment #1 and Map Amendment #2 are consistent with the State Development and Redevelopment Plan as follows:

1. Map Amendment #1 facilitates the redevelopment of the Hooper-Caudina Redevelopment Area, which is consistent with the intent of the State Development and Redevelopment Plan (SDRP) to provide a means to renew New Jersey's older municipalities, maintain a healthy tax base, and to improve quality of life for residents.

- a. Statewide Goal #1 – Revitalize the State's Cities and Towns

- The Map Amendment will enable comprehensive and coordinated redevelopment without the impediment of what has become an arbitrary division of a zoning boundary line;

- b. Statewide Goal #2 – Conserve the State's Natural Resources

- The Map Amendment will allow site design flexibility and enable preservation of a wooded area that also has a sharp declination, while accommodating development on more suitable parts of the Redevelopment Area that are currently excluded from the Hooper Avenue South Core;

- c. Statewide Goal #3 – Promote Beneficial Economic Growth, Development and Renewal for All Residents of New Jersey

- The Map Amendment would allow the entirety of the Hooper-Caudina Redevelopment Area to be included in the Hooper Avenue South Core, which will facilitate the coordinated redevelopment of the

originally designated Redevelopment Area with revitalization and infill development of the Seacourt Pavilion Shopping Center (currently suffering from 22% vacancy from online retail and pandemic impacts), and connectivity to the Ocean County Social Services complex soon to be constructed in Subarea B of the Redevelopment Area;

- d. Statewide Goal #5 – Provide Adequate Public Facilities and Services at a Reasonable Cost

- The Map Amendment will facilitate the redevelopment of two major public facilities and linkages with a third. The VA is expected to announce selection of a portion of the Hooper-Caudina Redevelopment Area as the site of a new medical outpatient clinic to replace the overtaxed facility in Brick Township. Once the lease is signed by both the VA and the Township's designated redeveloper, the facility will be required to be completed and ready for occupancy within 24 months. The Township's goal is then to work with the designated redeveloper to negotiate an agreement with the US Postal Service to construct a new Toms River Post Office and distribution facility within the Redevelopment Area on a parcel of five to six acres. The current post office is in the Downtown Waterfront Redevelopment Area and occupies the entirety of a 3.5 acre block. The block is insufficient in size and all of the postal employees are forced to pay for daily parking passes managed by the Toms River Parking Authority. If the post office facility can be relocated to Hooper Avenue, the former site will become available for mixed-use redevelopment.

- The Map Amendment will enable more flexibility in interior roadway and pedestrian linkages within the Redevelopment Area that are currently impeded by the topography in the portion of the site within the Core adjacent to Ocean County's portion of the Esplanade Office Park where a new and consolidated Social Services Complex will be constructed that includes the Bureau of Veteran Affairs.
- e. Statewide Goal #6 – Provide Adequate Housing at a Reasonable Cost
 - The Map Amendment will enable flexibility in organizing the most appropriate areas of the expanded Redevelopment Area for residential development. The original Redevelopment Plan proposed a 50 unit multifamily residential development (inclusive of 10 affordable units) in the residentially zoned portion of the Redevelopment Area, but the topographic challenge to developing a significant portion of the commercially zoned portion of the Redevelopment Area limits opportunity to create parcels for both the VA clinic and the proposed post office. The Map Amendment could enable preservation of the sloped and wooded portion of the Redevelopment Area currently within the Core and provide more opportunity to accommodate the multifamily development either within the original Redevelopment Area or as incorporated into the expanded Redevelopment Area when Seacourt Pavilion is designated in August of 2021.
- f. Statewide Goal #7 – Preserve and Enhance Areas with Historic, Cultural, Scenic, Open Space and Recreational Value


- The Map Amendment will enable the preservation of the sloped and wooded portion of the Redevelopment Area currently within the Core by allowing redevelopment to be shifted to the portion of the Redevelopment Area currently outside the Core.

g. The Map Amendment will facilitate Policy 19, Federal Plans, Regulations and Programs, by assisting in the layout and design of both a new VA clinic and a new, relocated post office, which combined with the new Ocean County Social Services Complex in Subarea B of the Redevelopment Area will add hundreds of employees to support the existing retail centers along Hooper Avenue and incorporate additional housing opportunities for federal employees and veterans within walking distance of the new facilities.

2. Map Amendment #2 is less significant in that it does not involve the multi-layered public land use policy actions of a redevelopment area designation and redevelopment plan, or facilities of municipal and regional significance such as a post office or VA clinic. However, it serves to update the Hooper Avenue North Core boundary to match the rezoning of the two lots from residential to Highway Business as part of the Master Plan and zoning amendments promulgated in response to the conditions of Conditional Plan Endorsement and submitted to the State agency partners for approval prior to final Endorsement.

Toms River Township

 Existing Cores

 NJ Areas in Need of Redevelopment



N



0 0.13 0.25 0.5 Miles



Toms River Township Map Amendment

 Proposed Hooper Ave Core

 Existing Core

 Existing CES

Pinelands T & E

 Rank 1 - Habitat specific requirements

 Rank 2 - Special Concern

 Rank 3 - State Threatened

FEMA Flood Zones

 0.2 PCT ANNUAL CHANCE

 AE



- Redevelopment Area - of Interest
- Proposed Hooper Ave. Core
- Existing Cores
- NJ Areas in Need of Redevelopment

Toms River Township Map Amendment



Toms River Township Map Amendment

 **Proposed Hooper Ave Core**

 **Existing Core**

Pinelands T & E

 **Rank 1 - Habitat specific requirements**

 **Rank 3 - State Threatened**

FEMA Flood Zones

 **0.2 PCT ANNUAL CHANCE FLOOD HAZARD**

 **AE**

