



Master Plan Borough of South Toms River

Ocean County, New Jersey

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in accordance with New Jersey Law
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STATEMENT OF PRINCIPLES, ASSUMPTIONS, OBJECTIVES, POLICIES AND STANDARDS

INTRODUCTION

The Borough of South Toms River Master Plan is intended to guide the growth, development and preservation of the Borough over the course of the next 6 to 10 years. The Municipal Land Use Law requires that all Master Plans contain a statement of principles, objectives, assumptions, policies and standards upon which the constituent proposals for the physical, economic and social development of the municipality are based. The Statement of Principles, Assumptions, Objectives, Policies and Standards satisfies this requirement and provides the foundation for the other components of the Plan.

PRINCIPLES

The Borough of South Toms River Master Plan is based upon the principles of balanced land use and sustainable development.

Balanced Land Use - Land and water are of a limited supply. The Borough's residential, commercial, industrial, public, recreational, and open space uses compete for a share of these two limited resources. The Borough's future land use and development must be balanced to meet the public needs and serve the goals and objectives of the Borough plan for

housing and economic development, redevelopment, community facilities and services, clean water and green spaces for recreation and biological diversity.

Sustainable Development - Sustainable development meets the needs of the present without compromising the ability of future generations to meet their needs. Development should not exceed the limits of the Borough's natural systems and its infrastructure system nor should it degrade those systems.

ASSUMPTIONS

1. Population in the region will continue to increase, but at decreasing rates owing to the absence of a developable land supply, environmental constraints and strict application of wastewater management regulations.
2. The effect of diminished land available and suited to residential use will be reflected in the demand or proposals to increase allowable density and/or intensity of use.
3. The service sector of the economy will primarily be characterized by new economic development in the region.
4. Bonding capacity and spending limit restrictions, as well as powers granted to municipalities to reasonably determine land use policies and regulations, have been eroded by law and action at the State and Federal levels of government. Incipient dilution of the local planning authority is an on-going issue.

5. Because of limited available land, existing recreational areas will largely be required to serve the needs of the projected population.
6. The limited undeveloped land supply, with minor exceptions, is characterized by floodways, wetlands and pineland areas.
7. New statewide housing legislation mandating revision of local land use policy is expected.
8. No Federal, State or County facilities are proposed or planned within the Borough.
9. The capacity of present public sewer facilities does not impose constraints upon the development or redevelopment at intensity or density specified in the existing zoning code.
10. Historical and older “period” homes have been razed and/or extensively modified but evidence shows that restoration coupled with public education/preservation objectives has served to preserve buildings and sites.

GOALS AND OBJECTIVES

The 1962 and 1977 Master Plans articulated community objectives to guide the development of South Toms River during an unusual period of growth and new development. These objectives remain valid and are restated as follows:

1. The protection and encouragement of stable, safe and desirable residential neighborhoods served by an adequate system of community facilities.

2. The creation of a balanced pattern of development through the compatible arrangement of different land uses.
3. The establishment of well defined commercial, laboratory and light industrial areas to serve the residents of the community, to encourage new economic growth and to strengthen the tax base.
4. The preservation of areas sufficient to serve present and future recreational needs.
5. Preserve the existing character and economic balance of the Borough, while at the same time providing for orderly change and redevelopment.

The additional goals structuring the Master Plan elements are as follows:

General

1. Encourage quality architectural and landscape design through the use of design standards.
2. Encourage design and development standards that enhance and/or preserve open space; preserve woodlands; create a pedestrian friendly environment, trailway systems, conservation areas and wetlands/meadow areas, etc.
3. Develop street signage and traffic controls that aid and complement the suburban character of the community; give special consideration to existing traffic conditions

that promote a safe and efficient travel system and circulation options.

4. Maintain affordable housing plan certification in accordance with state requirements.
5. Coordinate land development with transportation investments which would provide for intermodal connections and encourage alternatives to driving such as mass transit, bicycle and pedestrian pathways.
6. Provide for the safe and efficient movement of people and goods throughout the community and encourage use of public transportation wherever possible.
7. Support State and County efforts to adopt a regional approach in road and traffic management.
8. Provide adequate community services for South Toms River Borough's residents, businesses and industry in terms of police and fire protection, street cleaning, snow removal, garbage disposal, health services, recreation program, senior citizens services, sewerage, water supply and recycling pick-up.
9. Investigate the possibilities of consolidating or sharing of municipal services with other municipalities as a way to cut municipal expenditures.
10. Dedicate sufficient resources to regularly scheduled infrastructure maintenance as part of an ongoing long-term maintenance strategy.

Economic and Non-Residential

1. Provide for high tech adaptive reuse of warehouse/light manufacturing uses as well as the provision for office (employment center) expansion.
2. Finalize and adopt redevelopment design standards for existing commercial areas, concentrating on pedestrian streetscapes, façade improvement, parking, building size, landscaping and signs and shopper/visitor amenities.
3. Broaden the tax base through the attraction of commercial uses compatible with a residential community in order to provide for government services needed by residents and taxpayers of the Borough.
4. Strengthen retail and service trade, especially comparison shopping facilities in locations which will not have an adverse effect on residential areas.
5. Encourage citizen and business participation in the planning process.
6. Undertake a review of zoning districts to ensure that they are responsive to market conditions and allow for the attainment of the Borough's overall goals and objectives. Consider new uses compatible with the existing community which allow for economic growth.
7. Encourage the development of a diversified economic base that generates employment growth, increases property values and income levels, and promotes the reuse of underutilized properties.

8. Concentrate economic and commercial activities in existing centers of commerce.
9. Recognize the unique character of each area, and promote development that takes advantage of market opportunities unique to South Toms River.

Residential

1. Preserve and maintain sound residential neighborhoods through preservation, rehabilitation and, where necessary, redevelopment of housing, traffic improvements and measures designed to reduce and eventually eliminate areas of incompatible uses.
2. Provide suitable senior citizen housing for all income levels.
3. Continue to provide housing for various income levels and family compositions.
4. Ensure that the use of public and quasi-public land remains compatible with the character of adjacent neighborhoods and meets the needs of the public.
5. Encourage the preservation, maintenance, and restoration of all residential properties.

Conservation

1. Preserve ecologically sensitive open and forested land, natural feature areas, remaining historic sites and buildings.
2. Encourage stormwater management controls for all new developments.

3. Promote the conservation of energy through the use of planning practices designed to reduce energy consumption and to provide for maximum utilization of renewable energy sources.
4. Encourage sustainable development practices.
5. Conserve and protect as many environmentally sensitive areas in the Borough as possible, including but not limited to waterways, wetlands and woodlands. Require new development to conform to rigorous performance standards so as to minimize potential adverse impacts on the environment.
6. Minimize the potential environmental impacts that could result from development and redevelopment.
7. Protect groundwater resources and promote the recharge of groundwater.
8. Incorporate the utilization of energy-efficient technologies in new development.
9. Encourage the remediation of brownfield sites and their reuse in a sustainable manner.
10. Promote and encourage the use of LEED (Leadership in Energy and Environmental Design) standards in all development.

Recreation and Open Space

1. Continue to provide improved and increased park, open space, recreational and cultural facilities for all Borough residents.

2. Cooperate with public and quasi-public institutions to utilize and maintain their undeveloped and underdeveloped land for open space or recreation.
3. Encourage the use of high quality landscaping design and encourage the development of civic space and public art.

Community Identity

1. Develop and effectively communicate a strong and appealing identity for the Borough.
2. Create attractive "gateways" into the Borough and improve the appearance of intermediate and major thoroughfares.
3. Develop and implement streetscape improvements for major public thoroughfares.
4. Preserve, restore, maintain and enhance the appearance of all Borough properties.
5. Promote the adoption of design standards to enhance the aesthetic appearance of all new development and redevelopment projects.
6. Use available technology to improve the Borough's communication with residents and other interested constituents.

DEMOGRAPHICS

INTRODUCTION

This element presents general housing and demographic information for South Toms River Borough. It is important to understand demographic conditions and population trends in order to effectively plan for the Borough's present and future development. Although past trends do not necessarily predict future conditions, they do provide a sense of the Borough and call attention to emerging trends.

DEMOGRAPHIC CHARACTERISTICS

Population Trends

South Toms River Borough experienced a slight population increase of +1.3 percent (50 persons) from 2000 to 2010, as shown in Table 1. In comparison, Ocean County grew by 11.5 percent and the State of New Jersey grew by 3.2 percent. When considering that the Borough has been predominantly built-out for many years, population change is largely dependent upon fluctuations in the average household size.

South Toms River Borough experienced rapid growth from 1950 to 1970, with the largest increase occurring between 1950 and 1960, when the population increased from 492 persons to 1,603 persons, a 225 percent increase. In comparison, Ocean County grew at a 25% increase from 1950 to 1960.

The population of the Borough continued to increase between 1960 and 1970 by 148 percent. The continued movement of population from urban areas to newly developing suburbs and to the major interchange areas along the Parkway led to

substantial residential growth. Similarly, during the 1960's, Ocean County's population grew by 92% and New Jersey's population grew by 18 percent.

During the decade 1970 to 1980, the local and State population growth rates began to stabilize, while the county's population continued to increase significantly. In 1980, the Borough's population reached 3,954 persons, a slight decrease from 1970 compared to a 2 percent increase at the State level and a 66 percent increase at the County level.

Substantial population growth from 1950 to 1970 was followed by a 2 percent decline from 1980 to 1990, compared to a 25 percent increase for the County and a 5 percent increase at the state level. From 1990 to 2000, the Borough lost 235 residents or -6.1 percent, for a total of 3,634 persons.

The relatively stable population, including population decreases from 1980 to 2000 in South Toms River is largely due to lack of vacant land and fluctuations in the average household size. In 2010, the Borough's population increased from 3,634 to 3,684 persons. Table 1 "Population: 1930 – 2010 Borough, Ocean County, New Jersey," summarizes the Borough, County and State population trends from 1930 to 2010.

**TABLE D-1
POPULATION 1930 – 2010
BOROUGH, OCEAN COUNTY, NEW JERSEY**

BOROUGH			OCEAN COUNTY		NEW JERSEY	
Year	Population	Percent Change	Population	Percent Change	Population	Percent Change
1930	405	- - -	33,069	- - -	4,041,334	- - -
1940	445	9.9	37,706	14.0	4,160,165	2.9
1950	492	10.6	56,622	50.2	4,835,329	16.2
1960	1,603	225.8	108,241	91.2	6,066,782	25.5
1970	3,981	148.3	208,470	92.6	7,168,164	18.2
1980	3,954	-0.7	346,038	66.0	7,364,158	2.7
1990	3,869	-2.1	433,203	25.2	7,730,188	5.0
2000	3,634	-6.1	510,916	17.9	8,414,350	8.9
2010	3,684	1.3	569,111	11.3	8,682,661	3.2

SOURCE: US Bureau of Census 1930 – 2010

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Population Composition by Age, Race and Sex

Table 2 indicates the 2000 and 2010 population by age groups for South Toms River Borough and Ocean County. As shown, the Borough experienced a slight decrease in the Under 5, 5-14, 25-34, 35-44 and 65+ age groups. Slight

increases in the Borough can be seen in the 15-24, 45-54 and the 55-64 age groups. Borough and County population distribution by age are generally consistent with the following notable exception, the 65 and over cohort represents 21 percent of the County's population compared to 8.9 percent of the Borough's.

**TABLE D-2
POPULATION DISTRIBUTION, 2000 & 2010
SOUTH TOMS RIVER BOROUGH AND OCEAN
COUNTY**

	2000 % of Population		2010 % of Population	
	Borough	County	Borough	County
Under 5	7.0	6.3	6.6	6.7
5-14	19.3	13.3	16.1	12.8
15-24	15.1	10.2	15.9	11.3
25-34	12.8	11.2	12.7	10.6
35-44	16.4	14.9	14.0	11.6
45-54	12.9	12.4	15.1	13.6
55-64	7.5	9.5	10.8	12.3
65 and +	9.0	22.2	8.9	21.0
Totals	100.0	100.0	100.0	100.0
Median Age	31.9	41.0	34.0	42.6

SOURCE: US Bureau of Census 2000 & 2010.

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According to the U.S. Census, the majority or 59.5 percent of the Borough is characterized as within the "working years" (20 to 64), 25.1 percent are within the "school years," 8.9 percent are 65 years or older and 6.6 percent are within the preschool years (0 to 4).

Population trends within South Toms River Borough are influenced by a variety of factors including national, state and regional economic conditions, social changes and government policy. Changing birth rates, changing employment trends and consumer preferences, the availability of land and other factors can affect future development within the Borough.

As updated census data for population and housing becomes available, the Planning Board should monitor population growth and composition and review its planning program to determine how the needs and desires of present and future residents of South Toms River Borough may be changing.

POPULATION CHARACTERISTICS

The general characteristics of the Borough's population can be determined from the U. S. Census of Population in 2010. These characteristics include age, sex, race, employment and income.

Age

The 2010 census recorded the median age of South Toms River Borough residents as 34.0. This is significantly lower than Ocean County, which had a median age of 42.6.

Sex

The South Toms River Borough population in 2000 was 48.7 percent male and 51.3 percent female, which is consistent with County and State averages.

Race

Persons by race for both South Toms River Borough and Ocean County are shown in Table 3. Whites made up 67.6 percent of the Borough's population in 2010 while constituting 91.0 percent of the County's population. The number of blacks and individuals claiming two or more races decreased in both the Borough and County between 2000 and 2010, whereas the black population increased slightly (0.2%) at the County level. The only major change to the Borough's racial makeup was the 263 individuals who claimed "some other race" as their racial background. The

“some other race” classification was introduced as part of the 2010 census.

Employment

A total of 1,735 (65.2 percent) persons were part of the labor force for South Toms River Borough in 2010¹. 1,592 of these persons were employed while 143 persons were unemployed accounting for a 5.4 percent unemployment rate. This was slightly higher than the 4.8 percent unemployment rate for the County in 2010. Since the 2000 census, starting around 2007, a worldwide recession occurred resulting in significantly higher unemployment rates. As of April 2012, the state unemployment rate was 9.0%.

Income

According to the 2010 Census estimates, the Borough of South Toms River mirrored Ocean County in a variety of income categories. The median household income in South Toms River (\$60,408) measured slightly higher than that of Ocean County (\$59,620). From 1999 to 2010, the Borough’s median household income grew at significantly higher rates (+39%) than the County (+28.3%) and the state (+26.6%).

There is a slight difference in the percentage of households with incomes under \$50,000 in South Toms River and Ocean County (38.2% in South Toms River v. 42% in Ocean County). Over sixty percent of all households in South Toms River (62%) received \$50,000 or more in annual income, with 28.4% earning between \$50,000 and \$75,000. In Ocean County, 58% of all households received \$50,000 or more in annual income and 18.7% earned between \$50,000 and \$75,000. Close to 17% of households in South Toms River

received \$100,000 or more in annual income, a 10% increase since 1999 as opposed to 25% of households in Ocean County. Table 7, illustrates additional income categories.

The per capita income of Borough residents in 2010 was \$19,177, which was lower than the per capita income of the County (\$29,826). Per capita income is the calculated average amount of income available per person. Income levels are affected by educational attainment, occupation and age. Education and occupation are related to earning potential and higher incomes for workers while income generally declines after retirement.

¹ 2006-2010 American Community Survey 5-Year Estimates

**TABLE D-3
PERSONS BY RACE AND SEX, 2000 AND 2010
SOUTH TOMS RIVER BOROUGH AND OCEAN COUNTY**

	2000				2010			
	South Toms River Borough		Ocean County		South Toms River Borough		Ocean County	
Race	Number	Percent	Number	Percent	Number	Percent	Number	Percent
White	2,637	72.6	475,391	93.0	2,490	67.6	524,577	91.0
Black	769	21.2	15,268	3.0	712	19.3	18,164	3.2
American Indian, Alaska Native	5	0.1	702	0.1	21	0.6	966	0.2
Asian or Pacific Islander	25	0.7	6,653	1.3	23	0.6	10,210	1.7
Two or more races or other	198	5.4	12,902	2.5	175	4.8	8,485	1.5
Some other race	--	--	--	--	263	7.1	14,165	2.5
Total	3,634	100	510,916	100	3,684	100	576,567	100

SOURCE: US Bureau of Census 2000 & 2010.

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EXISTING HOUSEHOLD CHARACTERISTICS

Household Size

As defined by the Census Bureau, a household includes all persons who occupy a single housing unit, regardless of blood relation. Thus, a household may also include a group of unrelated individuals sharing group quarters. A family is identified as a group of persons including a householder and one or more persons related by blood, marriage or adoption, all living in the same household. In 2010 there were 1,098 households in the Borough, with an average of 3.36 persons per household and 902 families with an average of 3.63 persons per family. Approximately 83% of the Borough's total population resided within families. Of these family

households, approximately 63% were comprised of married couples with or without children. The Borough's average household size of 3.36 persons was significantly higher than the County average of 2.58 persons per household. Only South Toms River had a household size over 3 persons per household in Ocean County. Moreover, in 2000, the average household size associated with renters was 3.77 compared to 3.30 for owner-occupied units. More recent data were not available at the time of writing this demographic profile.

TABLE D-4
HOUSEHOLD SIZE, 2010
SOUTH TOMS RIVER BOROUGH AND OCEAN COUNTY

Household Size	Borough Number	Borough Percent	County Number	County Percent
Total households	1,098		221,111	
1 Person	141	12.8	61,557	27.8
2 person	291	26.5	75,590	34.2
3 person	200	18.2	31,388	14.2
4 person	205	18.7	27,653	12.5
5 person	148	13.5	13,407	6.1
6 or more person	113	10.3	11,516	5.2
Average Household size	3.36	N/A	2.58	N/A

SOURCE: US Bureau of Census 2010.

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TABLE D-5
HOUSEHOLD SIZE, 2000 AND 2010
SOUTH TOMS RIVER BOROUGH

	2000		2010		Change 2000-2010	
Household Size	Number	Percent	Number	Percent	Number	Percent
1 person	134	12.5	141	12.8	+7	+5.2
2 person	254	23.7	291	26.5	+37	+14.5
3 person	212	19.8	200	18.2	-12	-5.6
4 person	223	20.8	205	18.7	-18	-8.1
5 person	142	13.2	148	13.5	+6	+4.2
6 or more persons	108	10.1	113	10.3	+5	+4.6
Total	1,073	100.0	1,098	100.0	+25	+2.3

SOURCE: US Bureau of Census 2000 & 2010.

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TABLE D-6
MEDIAN HOUSEHOLD INCOME, 1999 & 2010
SOUTH TOMS RIVER BOROUGH, OCEAN COUNTY, AND NEW JERSEY

	1999 Median Household Income	2010 Median Household Income ²	Percent Change 1999-2010
New Jersey	\$55,146	\$69,811	+26.6
Ocean County	\$46,443	\$59,620	+28.3
South Toms River Borough	\$43,468	\$60,408	+39.0

SOURCE: US Bureau of Census 2000 & 2010.

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TABLE D-7
2010 HOUSEHOLD INCOME DISTRIBUTION
SOUTH TOMS RIVER BOROUGH AND OCEAN COUNTY

	Borough		County	
	Number of Households	Percent	Number of Households	Percent
Less than \$9,999	153	13.3	9,718	4.4
\$10,000 - \$14,999	40	3.5	10,771	4.8
\$15,000 - \$24,999	75	6.5	22,459	10.1
\$25,000 - \$34,999	78	6.8	20,620	9.3
\$35,000 - \$49,999	93	8.1	29,866	13.4
\$50,000 - \$74,999	326	28.4	41,686	18.7
\$75,000 - \$99,999	192	16.7	30,627	13.8
\$100,000 - \$149,999	144	12.5	35,292	15.9
\$150,000 and more	48	4.2	21,357	9.6
Totals	1,149	100.0	222,396	100.0

SOURCE: US Bureau of Census 2010.

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² In 2010 Inflation-Adjusted Dollars

In 2010, 5.8 percent of housing units were vacant. 2010 Census information is not available for homeowner and rental vacancy rates. However, in 2000, 30% of the vacant units were rentals compared to 47% for owner-occupied units, seasonal units (12%) and other units (12%) were also identified as vacant. A high number of vacant seasonal units is typically an indication of second home ownership.

According to the 2010 Census, 19.1 percent of all housing units in the Borough are rentals, which is consistent with the County's percentage of renter occupied housing units. Generally speaking, high renter occupancy rates are an indication of an unstable housing market and transitional local population, which is not the case in South Toms River. One rationale for continuing to promote a high

percentage of owner-occupied housing is that it creates external benefits for individual homeowners and neighborhoods. Typically, absentee landlords do not maintain properties to the same level as homeowners of occupied housing units.

As seen in Table 8, the Borough of South Toms River is composed predominantly of detached single-family homes. Approximately 2% of the existing housing stock consists of multi-family units and less than 1% are two-family units. Single-family units comprise 98% of the overall dwelling units within the South Toms River; of the Borough's single-family homes all of them are detached.

Table 4 shows that approximately twenty percent (19.7%) of the Borough's housing stock contains five rooms and that 74% of housing within South Toms River has more than five rooms.

TABLE D-8 HOUSING ESTIMATES 2006-2010 SOUTH TOMS RIVER BOROUGH		
	Number	Percent
<i>Total housing units</i>	1,220	100.0
Occupied housing units	1,149	94.2
Vacant housing units	71	5.8
Tenure of occupied units		
<i>Owner occupied</i>	929	80.9
<i>Renter occupied</i>	220	19.1
Year Structure Built		
2005 or later	17	1.4
2000-2004	28	2.3
1990-1999	9	0.7

TABLE D-8 HOUSING ESTIMATES 2006-2010 SOUTH TOMS RIVER BOROUGH		
	Number	Percent
1980-1989	111	9.7
1970-1979	88	7.2
1960-1969	580	47.5
1940-1959	322	26.3
1939 or earlier	65	5.3
Units in structure		
1 unit detached	1,191	97.6
1 unit attached	0	0
2 units	9	0.7
3 or 4 units	11	0.9
5 to 9 units	9	0.7
10 to 19 units	0	0
20 or more units	0	0
Mobile home	0	0
Number of rooms		
1 room	0	0
2 rooms	0	0
3 rooms	11	0.9
4 rooms	65	5.3
5 rooms	240	19.7
6 rooms	390	32.0
7 or more rooms	514	42.1

Source: U.S. Census Bureau, 2006-2010 American Community Survey.
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While the Census Bureau has no actual definition for overcrowding (i.e. occupants per room), it is generally accepted that housing units with more than one occupant per

room constitute an overcrowded dwelling unit. It appears that 4% of owner and renter occupied housing units in South Toms River contain more than one occupant per room. The

Borough's average household size of 3.36 persons per household, while the highest ratio in Ocean County, does not negatively impact existing housing conditions in the Borough as a measure of housing quality.

Table 10 provides a detailed description of housing values within the Borough of South Toms River. In 2010, the median housing value in the Borough was \$226,400, which represents a 165% increase in value from the year 2000. There were 45 housing units valued over \$500,000. The 2000 median home value of owner occupied housing units in the Borough was

\$85,600, which measured well below both Ocean County (median home value \$131,300) and the State of New Jersey (median home value \$170,800). However, values in the Borough are currently more aligned with county and state averages.

In 2010, South Toms River's average monthly contract rent (not including utilities) was \$1,445 or a 91% increase from 2000. In 2010, no renters paid less than \$500 per month in rent and over 44% of renters paid more than 1,500 per month in rent.

**TABLE D-9
INDICATORS OF HOUSING CONDITIONS, 2010
SOUTH TOMS RIVER BOROUGH**

	Number	Percent
Lacking complete plumbing facilities	4	0.3
Lacking complete kitchen facilities	4	0.3
No telephone service	29	2.5
Occupants per room		
1.00 or less	1,095	95.3
1.01-1.50	39	3.4
1.51 or more	15	1.3

SOURCE: US Bureau of Census 2010.

COMPILED BY: JOHN LEONCAVALLO ASSOCIATES, LLC

**TABLE D-10
HOUSING VALUES, 2010*
SOUTH TOMS RIVER BOROUGH**

Value Range (owner occupied)	Number	Percent
Less than \$99,999	37	4.0
\$100,000-\$199,999	213	23.0
\$200,000-\$299,999	573	61.7
\$300,000-\$499,999	61	6.6
\$500,000 or more	45	4.9
Totals	874	100.0
Median Value	\$226,400	
Contract Rent		
Less than \$499	0	0
\$500-\$749	35	17.2
\$750-\$999	0	0
\$1000-\$1,499	78	38.4
\$1,500 or more	90	44.3
Total with cash rent	186	---
No Cash Rent	17	8.3
Total	203	100
Median Contract Rent	1,445	--

SOURCE: US Bureau of Census 2010.

COMPILED BY: JOHN LEONCAVALLO ASSOCIATES, LLC

* Note: Based upon Borough Tax Assessor Records (2012), Residential (Class 2) average value equaled \$198,000. Additionally, only 6 residential properties in the Borough were assessed over \$300,000 and no properties exceeded \$388,300.

DEVELOPMENT PATTERNS

A review of building permits issued from 1996 through 2010 shows that growth in South Toms River Borough was largely

built-out prior to 1996 and residential development occurs sporadically in the form of infill development. Table 11, Building Permits: 1996 - 2010, documents the building permit trends for 15 years.

TABLE D-11 BUILDING PERMITS: 1996 – 2010 SOUTH TOMS RIVER BOROUGH				
YEAR	TOTAL BUILDING PERMITS	SINGLE- TWO FAMILY	MULTI- FAMILY	MIXED USE
1996	1	--	--	--
1997	--	--	--	--
1998	--	--	--	--
1999	2	--	--	--
2000	2	--	--	--
2001	5	--	--	--
2002	2	--	--	--
2003	3	--	--	--
2004	11	11	--	--
2005	13	13	--	--
2006	5	5	--	--
2007	--	--	--	--
2008	10	10	--	--
2009	--	--	--	--
2010	1	1	--	--
TOTALS	55	55	--	--

SOURCE: NEW JERSEY CONSTRUCTION REPORTER
COMPILED BY: JOHN LEONCAVALLO ASSOCIATES, LLC

LAND USE PLAN ELEMENT

INTRODUCTION

The Borough of South Toms River is a mature suburban community located in Ocean County on the Toms River. The Borough encompasses an area of 3.4 square miles and borders Berkeley to the west, Beachwood to the south, and Berkeley and Toms River to the north. In the year 2000, the total population of South Toms River was 3,634 persons, a 6 percent decrease over the 1990 population of 3,869 persons. The Borough's population was estimated to be 3,709 in 2008¹.

RELATIONSHIP OF THE LAND USE PLAN ELEMENT TO THE BOROUGH'S ZONING ORDINANCE

The purpose of the master plan is to provide the Borough of South Toms River with a comprehensive guide for the future growth and development of the community. The last full revision to the South Toms River Master Plan occurred in 1993; since then, the Borough's Master Plan has not been reexamined.

The New Jersey Municipal Land Use Law requires that the Borough's Master Plan to include a land use plan element. The purpose of the plan is to guide the use of lands within the Borough to protect the public health, safety, and welfare. The land use plan map, the basis for which zone districts are created, is based upon South Toms River's vision for future growth, redevelopment, and conservation that maintains a compact pattern of development within the Borough's borders.

The Borough envisions vibrant commercial uses, appropriate infill development, adaptive reuse of obsolete industrial and manufacturing uses and brownfield reclamation. The land use plan element also presents the standards for density and development intensity recommended for South Toms River.

LAND USE ISSUES

There are several land use issues which are addressed in the Land Use Plan, as follows:

1. There are several special development areas, which were evaluated for potential redevelopment/rehabilitation. These special development areas include:
 - a. Flint Road from Main Street to the Borough's border with Beachwood;
 - b. The existing R-10 district located adjacent to Dover Road and Railroad Avenue.
 - c. A portion of the B-I district near Mill Street and Dover Road to permit townhouse development
 - d. The Business Development Zone which borders the Garden State Parkway, Dover Road and Magnolia Avenue.
2. The Plan evaluates the current zoning for consistency with South Toms River's existing land use pattern. There are several areas of the Borough where changes in zoning are recommended to be consistent with existing land uses, while other areas are proposed to continue to remain nonconforming land uses to

¹ U.S. Bureau of the Census

encourage their transition to a conforming use over time.

3. The types of uses in nonresidential districts are evaluated to reflect the type of development and redevelopment most appropriate for the respective district.
4. Existing design and development standards were evaluated and recommendations were made to encourage high quality development.
5. The Plan evaluates South Toms River's strengths to capitalize on the amenities of the Toms River and proximity to the Garden State Parkway.
6. The Plan evaluates additional opportunities for the creation of an interconnected system of passive recreation trails.
7. The Plan addresses Borough policies for consistency with the State Development and Redevelopment Plan

(SDRP) and the Pinelands Comprehensive Management Plan.

8. The Plan addresses the opportunities and constraints of the existing commercial areas and actions that should be taken to encourage more vibrant commercial areas.
9. The Plan addresses economic development priorities and implementation mechanisms.
10. The Plan evaluates the need to create standards for religious institutions in accordance with the Religious Land Use and Institutionalized Persons Act (RULIPA) of 2000.
11. The Plan balances conservation, economic development, community facilities, circulation, housing, recreation, open space and recycling to create a future land use plan.

EXISTING LAND USE

Table LU-1, Existing Land Use by Type, tabulates how land in South Toms River is currently utilized by acreage and by percentage. The Existing Land Use Map graphically depicts the land use information contained in Table LU-1.

As summarized below, 32 percent of the land in South Toms River is developed for residential use. Almost 28 percent of

South Toms River consists of roads, road rights-of-way and utilities, which includes the right-of-way of the Garden State Parkway. Public lands comprise more than fourteen percent, followed by over seven percent commercial and seven percent vacant. Industrial (1.7%) and quasi-public (1.2%) comprise the remainder land uses respectively.

Table LU-1: Existing Land Use - 2010		
Existing Land Use	Acres	Percent
Vacant (unimproved land)	55.5	7.0
Residential	252.6	31.9
Commercial	58.2	7.3
Industrial	13.1	1.7
Public	114.2	14.4
Recreation and Open Space ²	68.2	8.6
Quasi-Public	9.5	1.2
Rail/R-O-W/Water	221.1	27.9
Total	792.4	100

Source: MOD-IV Tax Assessment Data, updated by field survey and from the Borough Tax Assessor

² Lands reported on the Borough's Recreation and Open Space Inventory (ROSI)

Out of the 792 acres in South Toms River, approximately 84% percent of the land area is improved as either residential, commercial, industrial, roads/rail/utility or public/quasi-public. When including lands preserved for parks and open space that are permanently dedicated for recreational and open space purposes, seven (7) percent of the Borough is privately-owned and available for development.

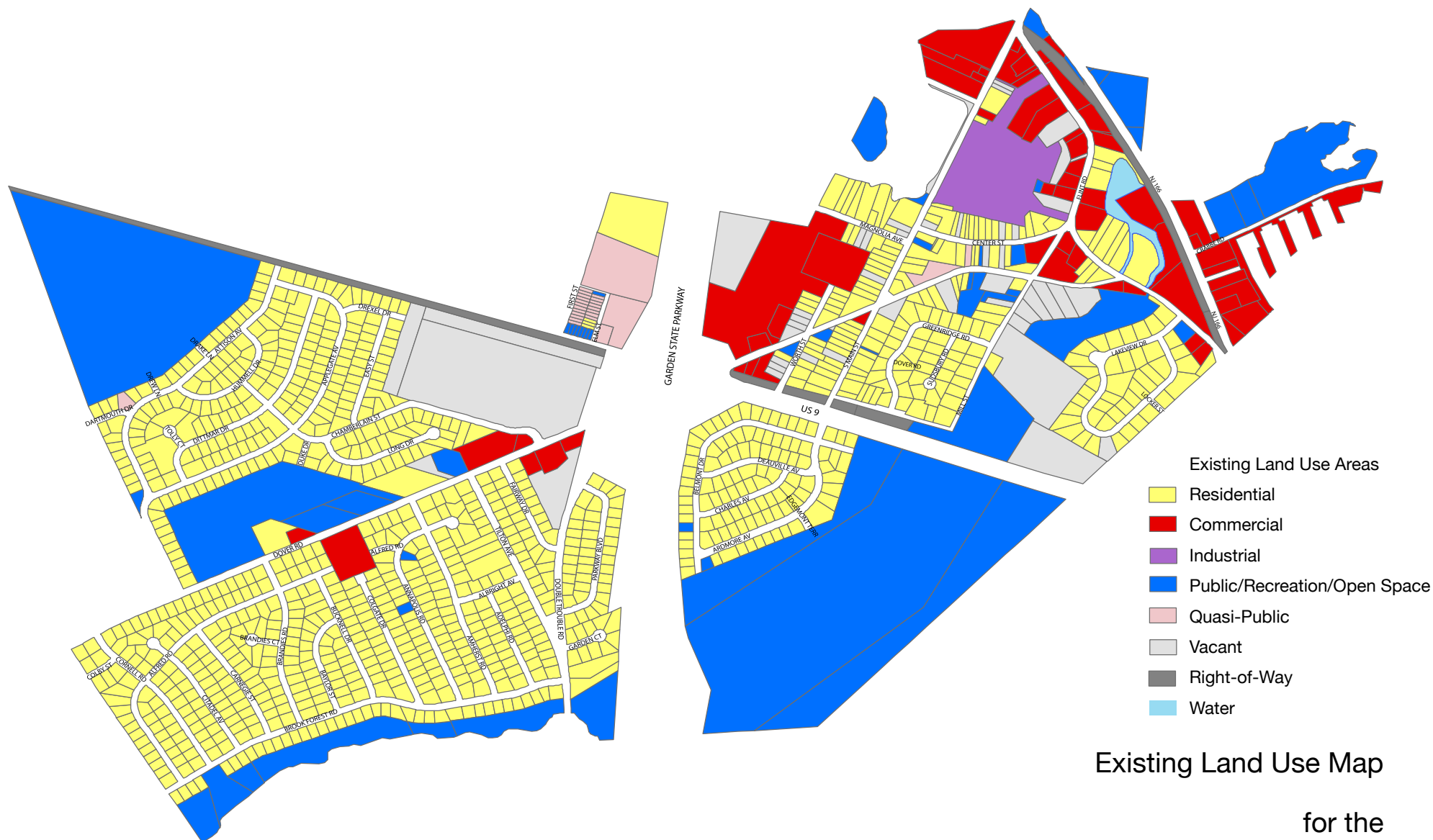
The majority of housing is of the single-family dwelling category. Lot sizes typically range from 7,500 to approximately 1-acre. The median residential lot size is almost 17,500 square feet. Single-family homes found in the western portion of South Toms River as well as adjacent to the eastern side of the Garden State Parkway are primarily located on 7,500 square foot lots. Moderate sized residential lots ranging in size between 10,000 and 15,000 square feet are scattered throughout the Borough, however, the majority of such lots are found in the eastern portion of the Borough. Large estate size lots over 25,000 square feet in size are located along Flint Road adjacent to the Jakes Branch.

Multi-family dwellings represent the second largest existing residential land use category in South Toms River, comprising 4 percent of units. Multi-family dwelling units are principally located in the western part of the Borough. Townhouses or one-family attached homes comprise close to three percent of the Borough's housing stock and two-family units comprise almost 2 percent of the units.

Townhouses are principally located in the eastern part of South Toms River. Duplexes are located in various locations throughout South Toms River.

Public and quasi-public uses including houses of worship, clubs, and other institutional type uses are, as expected, are scattered throughout the Borough.





LAND USE PLAN

The Land Use Plan Map details the basic elements of the Master Plan recommendations with respect to land use. Specifically, the Land Use Plan and Map together indicate the location, extent and intensity of development of land to be used for residential, commercial, industrial, public and other land uses. It is intended to serve as a general guide to the community for developing more detailed land use proposals and regulations. It should be noted that the actual regulation of land use districts as shown on the Land Use Plan Map must be implemented through revisions to the Borough Development Regulations Ordinance.

The Land Use Plan is divided by the Garden State Parkway. Lands west of the Garden State Parkway are located in the Pinelands National Reserve. The Pinelands Comprehensive Management Plan Land Capability Map establishes nine land use management areas with goals, objectives, development intensities and permitted uses for each Pinelands Management Area (PMA). PMA's are implemented through local zoning which must conform with Pinelands land use standards. In South Toms River, all lands west of the Garden State Parkway are located in the Regional Growth Area, which allows for a full range of nonresidential and residential land uses.

In particular, the Land Use Plan was crafted to preserve the existing residential character of the community. With the exception of some minor changes to reflect existing land uses, the majority of changes proposed in the Land Use Plan are within non-residential areas of the community. As described in this text of the Land Use Plan, these changes are designed to improve the economic base and aesthetic character of the Borough's nonresidential districts.

The concept for South Tom River's future land use is based upon the following generalized land use areas shown on the Future Land Use Map:

- Conservation Residential
- Low-Density Residential
- Medium-Density Residential
- Medium-High Density Residential
- Townhouse Transition
- Special Economic Development
- Mixed Use
- Neighborhood Commercial
- Marine Recreational
- Municipal Lands



Residential

There are four single-family residential land use categories on the Land Use Plan Map. In addition, there is a townhouse transition zone, which allows for a mix of uses. They are as follows:

Conservation Residential

This proposed land use classification recognizes existing parcels ranging from 3.7 to 6.7 acres in area adjacent to the Jakes Branch of the Toms River and limitations for development recognizing the environmental sensitivity of this area.

R-15 Low-Density Single-Family Residential

This land use classification that is comparable to the existing R-15 zone, permits single-family detached homes on a minimum lot of 15,000 square feet. This is the second lowest density single-family zone in the Borough. One area in the eastern portion of the Borough along Flint Road and Lakeview Drive near Dover Road is classified in this land use designation.

R-10 Medium-Density Single-Family Residential

This land use district, located in the eastern section of the Borough adjacent to Dover Road between Main Street and Mill Street, reflects the existing pattern of single-family development on lots containing a minimum of 10,000 square feet.

R-7 Medium-High Density Single-Family Residential

This land use classification permits single-family detached homes on 7,000 square foot lots having a minimum width of 70 feet. There are a number of areas in the Borough that are designated in this land use category. The largest area is in the western part of the Borough within the Pinelands Growth

Management area. The majority of properties located west of the Garden State Parkway are located within this land use designation. Other areas include the neighborhood south of Route 9 along Ardmore Avenue.

Townhouse Transition

This proposed land use category permits townhouses and low intensity office space bounded by Dover Road, Mill Street and Flint Road. The maximum density permitted for townhouses should range between 8 to 12 units per acre. Single-family and two-family homes are permitted in the zone as well as professional office buildings both in new buildings and in converted residences. This new district is intended to reflect the existing pattern of development and to create opportunities for redevelopment of townhouses and low impact professional office space.

Commercial

There are three commercial land use categories on the Land Use Plan Map. They are as follows:

Special Economic Development District (SED)

South Toms River's economic development opportunities are strongly influenced by regional access from the Garden State Parkway. Commercial development has located, and continues to locate, adjacent to the Garden State Parkway interchange. The result is an area of special economic development opportunity for the Borough that includes the existing Clayton Block site adjacent to Dover Road, the Garden State Parkway and Worth Street and a second site adjacent to Dover Road and Railroad Avenue. The special economic development area is served by the Borough's sanitary sewer system and is potentially able to accommodate large-scale commercial development.

Mixed-Use (M-U)

This Plan proposes to replace portion of the existing B-1 Neighborhood Business/Professional Zone with a new Mixed-Use (M-U) District. While the intent is to retain and to promote nonresidential uses, opportunities exist to better utilize waterfront views and the proximity to downtown Toms River. The proposed M-U district is located adjacent to the Toms River, downtown Toms River and maintains roadway frontage on Flint Road and Main Street. Environmental constraints, most notably, wetlands are commonplace within the southern portion of the district.

parcels are proposed to be included within the ML district to better reflect existing municipal properties.

Neighborhood Commercial

Located along Route 166 and Dover Street these areas provide for necessary commercial uses of a convenience nature. These uses are intended to be facilities serving the everyday needs of the surrounding neighborhoods as well as pass by vehicular traffic on Route 166. Overtime, through the implementation of design standards, the district should be designed to allow for convenient pedestrian circulation, common parking and a village-type atmosphere.

Marine-Recreational (M-R)

The marine recreational land use classification is intended to encourage commercial waterfront marine and secondary or supportive uses which are considered to be marine recreational type uses, either on the same lot, on adjacent lots, or within the general vicinity of such marine recreational type uses. The retention of marine commercial uses is a primary objective of the district.

Municipal Lands

This land use classification includes Borough owned parks, schools, open space and public buildings. Several additional

LAND USE STUDY AREAS

The following section details key land use recommendations as reflected on the Land Use Plan Map.

Commercial***Mixed Use District***

Historically, this area provided the majority of the Borough's non-retail non-residential uses, primarily of an industrial nature or character on Flint Road. Over the years, however, this area has been impacted by deferred maintenance and a national loss of manufacturing and industrial uses as corporations shifted jobs overseas.

The establishment of a new vision and design theme for the area should encourage development with similar scale and character to Toms River, while recognizing the limited exposure of Flint Road to vehicular traffic in comparison to State Route 166. New development options should evaluate opportunities to consolidate properties on Flint Road to provide commercial development opportunities "soft properties" while recognizing environmental constraints. Improved highway access to and from Route 166 would increase the attractiveness of Flint Road for modern-day commercial uses.

The new vision for this area stresses the need to better capitalize on existing waterfront views and to allow for the adaptive reuse of existing warehouses and other uses of an industrial nature. The Borough should plan for increased retail, restaurant, service and office uses close to the waterfront. The following recommendations provide the initial steps to encourage the future development of such uses. It should be noted, however, that an area in need of

redevelopment study and any subsequent redevelopment plan to use the powers of the Local Redevelopment and Housing Law (LRHL) may be necessary to consolidate properties and to encourage any needed environmental remediation.

1. Create a coordinated streetscape appearance along Route 166 with assistance from the State. NJDOT local aid grants and other funding sources should be explored for this purpose.
2. As part of the streetscape design, improve the gateway entrance from Toms River into South Toms River. Such an entrance should be appealing to encourage destination shoppers to venture across the River. Improved sidewalks and pedestrian connections are needed. This includes considering further improvements to the public park on the waterfront. While the existing park provides green space and spectacular water views, adjoining park space in Toms River has additional interest. Improving this park in a manner that is "well designed" or a more desirable place than existing parklands in Toms River, would encourage patrons to this area of the Borough and provide an ideal setting for town events. The ultimate goal is to create a niche market which results in the expansion of the Toms River downtown into South Toms River. Improvements that equally plan for and encourage cars, pedestrians and bicycles should be considered as part of any future engineering designs.
3. Identify and target "soft" sites for development/redevelopment. Over the years, several properties along Flint Road were vacated or became deteriorated which resulted in lessening the appeal of

the area as a business district. The Flint Road corridor contains multiple potential infill and redevelopment opportunities. Some sites include a greater potential for immediate redevelopment than others do. These parcels, generally described as “soft sites” (underutilized sites), are typically not as complicated or expensive as on “hard sites” (fully developed and / or with significant tenants), to redevelop and therefore should be seen as the top priority for redevelopment efforts. Successful redevelopment of soft sites can often serve as a catalyst to changes on hard sites.

4. In order to encourage redevelopment on specific sites, the Borough can provide incentives (e.g., density incentives,” or relaxed parking requirements). The Borough and business community can also reach out to property owners to better understand the short- and long-term plans for their properties. The current regulations restrict the maximum building height to 35 feet, which is appropriate to the predominantly low-scale character of the surrounding area. However, on strategic sites, there may be opportunities to allow a greater maximum building height of perhaps one additional story with setbacks. For example, areas adjacent to wetlands can accommodate taller building with little to no impact on surrounding properties. Such additional height would allow for architectural variety and the design flexibility to create public amenities, such as open space, and still be at an appropriate scale for the surrounding area.
5. Make ambient lighting along Route 166 and Dover Road commercial areas a priority. If there is going to be a deliberate effort to upgrade the appearance of the Borough’s commercial corridors and the creation of bicycle trails and paths, then lighting is a key

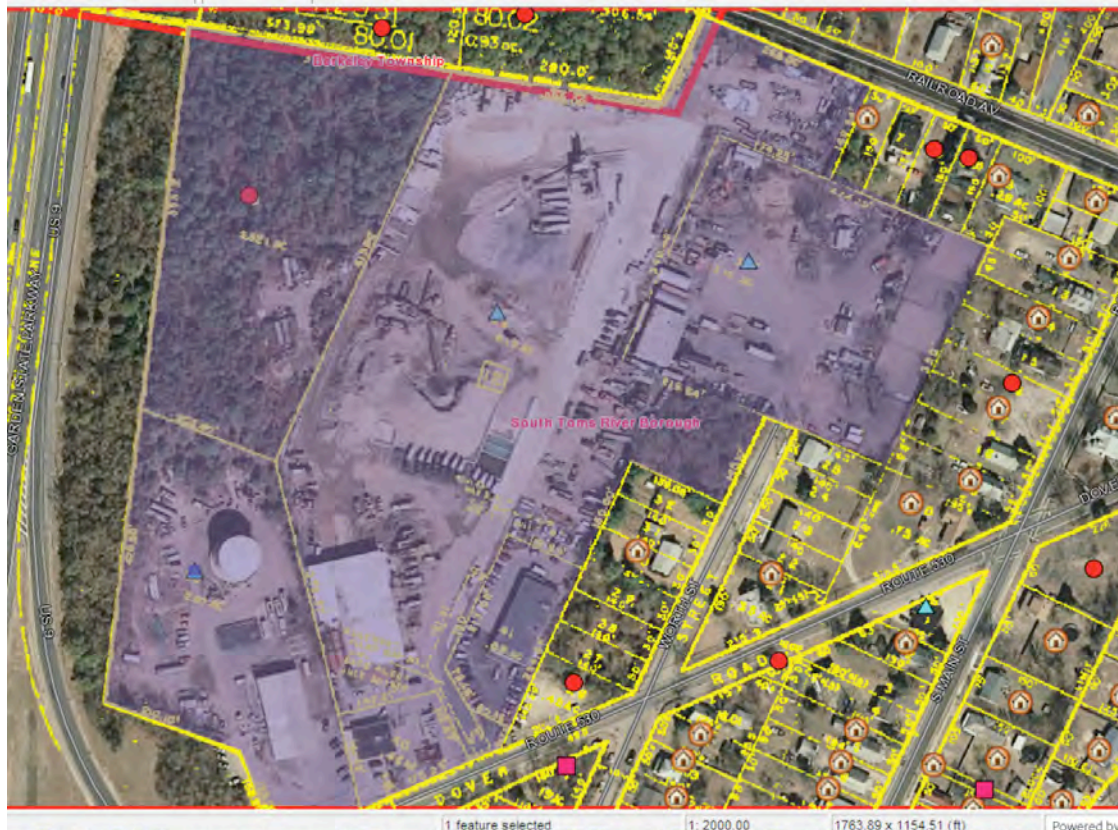
“finishing” touch. Ambient lighting includes night lighting of prominent buildings like Borough Hall as well as lighting from stores. Lighting improvements would also help address safety issues associated with the expansion of the bicycle and pedestrian trail network. Ideally, a more intimate setting, especially during the holiday season would be created over-time.



Special Economic Development

Located east of the GSP adjacent to Dover Road is the Business Development tract. The 20-acre tract is currently used primarily as a concrete company with an oil company occupying the southwest area. As part of future economic development planning, the Borough should work with the property owners to better understanding their future development plans, how long the business may remain open and further investigate any limitations on future development.

Upon the closure of the concrete company, an underutilized oversized lot with significant redevelopment potential will remain. The tract is appropriate for a full range of nonresidential uses ranging from commercial shopping centers, office and other similar non-residential uses within large building footprints. The tract is currently located in the BD Business Development Zone and the R-10 Residential Zone.



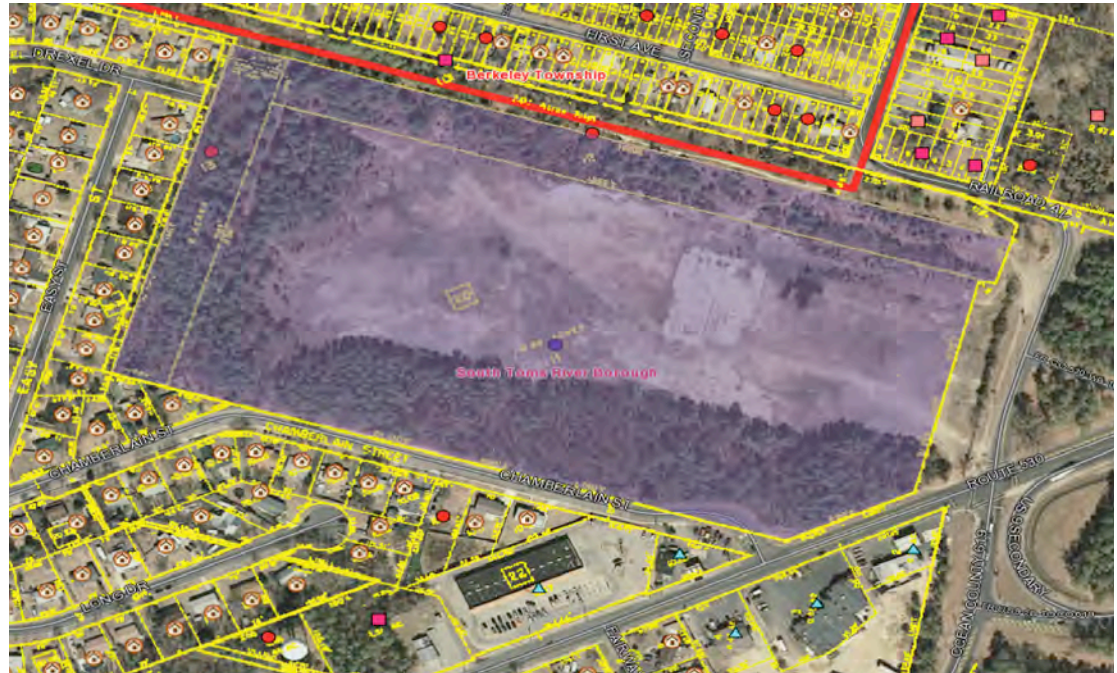
It is recommended that the entire tract be placed in the same land use category/zoning district to ensure a cohesive future development. Since the site abuts established residential neighborhoods, new development standards should maintain and, where feasible, enhance the existing buffer between the business and residential properties. In creating a new land use category, the following zoning characteristics are recommended:

1. A floor area ratio ranging from 0.25 to 0.5.
2. A 75-foot perimeter buffer.
3. Consider increased height to 50 feet on portions of the site if setbacks are increased.
4. Any modifications of dimensional regulations, currently detailed in the Borough's ordinances, shall be sensitive to any potential negative impact upon adjoining residential properties.

5. Restrict access to Dover Road to limit traffic through the residential neighborhoods.

Clayton Block Tract

Similar to the Former BD tract, significant economic development potential exists for the Clayton Block tract. Although the tract is located in the Pinelands portion of the Borough, its Regional Growth Area designation does not restrict its economic development potential. While the tract is vacant, remnants of a previous building foundation remain. At the time this Plan was prepared, information pertaining to on-site contamination from the preexisting use were not available. The Borough should begin working with the property owner to better understand any existing development limitations. Similar zoning characteristics and uses recommended for the Former BD tract are appropriate for the Clayton Block tract as well.



Dover Road/Route 166 Corridor Design

Areas along Dover Road and Route 166 in the proposed Neighborhood Commercial district are predominantly non-residentially zoned. From a planning perspective, there is concern over the future layout and scale of development within these areas. It is the intent to improve the existing layout of development over time.

New design guidelines to encourage modern development standards should be encouraged. Design guidelines should create standards for yards, open space, landscaping, signage, setbacks, connectivity, and screening. The standards would be the basis for development design for commercial unless more restrictive requirements exist.

These standards should apply to all new non-residential development, expansions, or redevelopment, except for



smaller additions or modification to an existing use. This exception would permit any existing lot in the commercial overlay zone on which a building or structure is located to have additions to the principal building and /or construction of any accessory building or structures without a need for a variance or design waiver from the standards and requirements. The creation of design standards should expressly indicate when they apply. The intent is not to overwhelm existing businesses with new regulations and standards, but to encourage reinvestment and improvements to properties overtime. Examples of exceptions to ordinance standards may include properties where:

- a. There is no change in the use of the lot or principal building.
- b. The building additions do not cumulatively exceed one thousand (1,000) square feet of gross floor area.
- c. The development does not disturb more than five thousand (5,000) square feet of ground area.

The following standards should be encouraged into the design guidelines:

- a. Prohibit off-street parking and loading areas in the front yard setback area.
- b. Prohibit detention basins in the front yard setback area.
- c. Buffer standards.
- d. Requirements of a grass/landscape area along the roadway frontage with requirements for shade trees, shrubs and ground cover.
- e. Prohibition of pole mounted free-standing signs and the encouragement of monument style signs.



- f. Lighting standards that require lighting levels not to exceed 0.1 footcandles on residential property lines.
- g. Promote connectivity between sites to facilitate convenient movements for pedestrians and vehicles. Where possible, cross access drives for vehicles between adjoining sites and parking areas to reduce in and out trips onto Dover Road and Route 166 should be encouraged.

Marine Recreational

The purpose of the Marine Recreational land use classification is to encourage water-related and water-dependent uses and the business and commercial uses that serve and support them, including but not limited to fishing, marine transportation, recreation and tourism. It is recognized that unique natural features of the marine environment contribute significantly to the economic and social environments,

therefore performance standards are required to minimize the impact of development on the natural features on which they depend. One area of the Borough located along Route 166 and the Toms River is included within this land use designation.

Residential

The Borough accommodates mostly single-family residential housing types as part of its plan for residential land use. The land use plan identifies approximately 32 percent of the Borough for residential use. Residential areas include lands planned for single-family and multi-family townhouse development. The concept for the Borough's land use plan is to continue the existing established pattern of residential development.

Single-Family Residential

The Single-Family residential land use designation is planned on 7,000 square foot lots to 3-acre lots. The majority of lots are found within the R-7 and R-15 districts on 10,000 to 15,000 square feet, thus representing an average net density ranging from 2.9 to 4.3 dwelling units per acre. We do note that many single-family residential properties are larger in area than the minimum area required by ordinance. The intent is to retain the existing established pattern of development. This Plan recommends the creation of the Conservation Residential land use classification to recognize existing lots in excess of 3 acres which adjoin the Jakes Branch and existing environmental limitations for development.

The primary issues facing the single-family residential districts include:

- Preserving the integrity of the existing single-family neighborhoods; and
- A need to incorporate stormwater controls into new development and redevelopment.

The Single-Family residential areas should continue to be implemented by retaining the R-7, R-10 and R-15 single-family residential zones in addition to the creation of the Conservation Residential classification. These land use classifications are designed for single family development in detached structures. They are located throughout the Borough. The single-family districts should also allow for permit home occupations and home professions. Over time, many of these uses may be expanded to service the community and accordingly, there is a need to create distinct regulations to better regulate such uses. Family day-care homes are permitted in all residential zoning districts in accordance with the Municipal Land Use Law.

Townhouse Transition

This proposed land use category permits townhouses and low intensity office space bounded by Dover Road, Mill Street and Flint Road. The district is intended to permit townhouses at a density ranging between 8 to 12 units per acre. The primary intent of the district is to create a transition area between commercial development on Route 166 and Flint Road and single-family homes further to the west. This district recognizes the existing low-intensity non-residential uses currently located in this area and recommends permitting professional office buildings both in new buildings and in converted residences subject to conditions. Furthermore, the Borough should evaluate the appropriateness of allowing townhouse development on the five (5) properties in the proposed R-15 district (as shown on the Future Land Use Plan) just east of the Townhouse Transition district.



Recommendations

- Evaluate the need to craft infill development standards that reduce development potential proportionally as lot size increases.
- Consider adding the following intent to the single-family residential districts:

The Borough of South Toms River is an established suburban residential community. It is the desire of the community to preserve and protect the established character of neighborhoods in the Borough and to encourage a compatible relationship between new or expanded houses and traditional neighboring structures that reflects the best of the local character, particularly in terms of scale, siting, design features, and orientation on the site.

- Require a usable open space area as part of all residential developments.
- Revise stormwater ordinances to require a range of stormwater management options to be incorporated into home expansions and teardown/rebuilding of homes. Existing stormwater rules are triggered when ¼ -acre of new impervious coverage is installed or 1-acre of disturbance occurs. This proposed Land Use Plan will defer to the Borough's adopted Stormwater Management Plan.

Land Use and Transportation Planning

It is impossible to separate land use and transportation planning. They are inextricably linked. Real estate professionals typically characterize the value of a property as being a function of its location. Planners and transportation professionals evaluate properties accessibility. A transportation system comprising roads, rail, bus, taxi, bicycle and foot traffic create a transportation system that both enables and constrains the location, shape, size, intensity and overall pattern of land uses. At the same time, the type, capacity and usage of transportation systems depend on land uses.

In recent years, there has been a growing effort to more fully understand the relationship between land use and transportation. It is necessary to understand these relationships in order to:

1. Complement transportation investments by placing compatible activities adjacent to transportation infrastructure and by placing new activities at locations where transportation infrastructure and services exist or are planned.
2. Influence the amount of travel, the geographic location of travel demand, and the relative attractiveness and use of various modes of travel.
3. Complement land use goals by placing facilities appropriately so as to minimize impacts on adjacent sensitive land uses and by locating capacity such that it stimulates development in desired locations.

This Plan specifically recommends that the impacts of future land use planning be evaluated in the context of impacts on

the local transportation network (which includes parking) and the need to improve roadways and other infrastructure.

Other Recommendations for Future Planning and Development Regulations

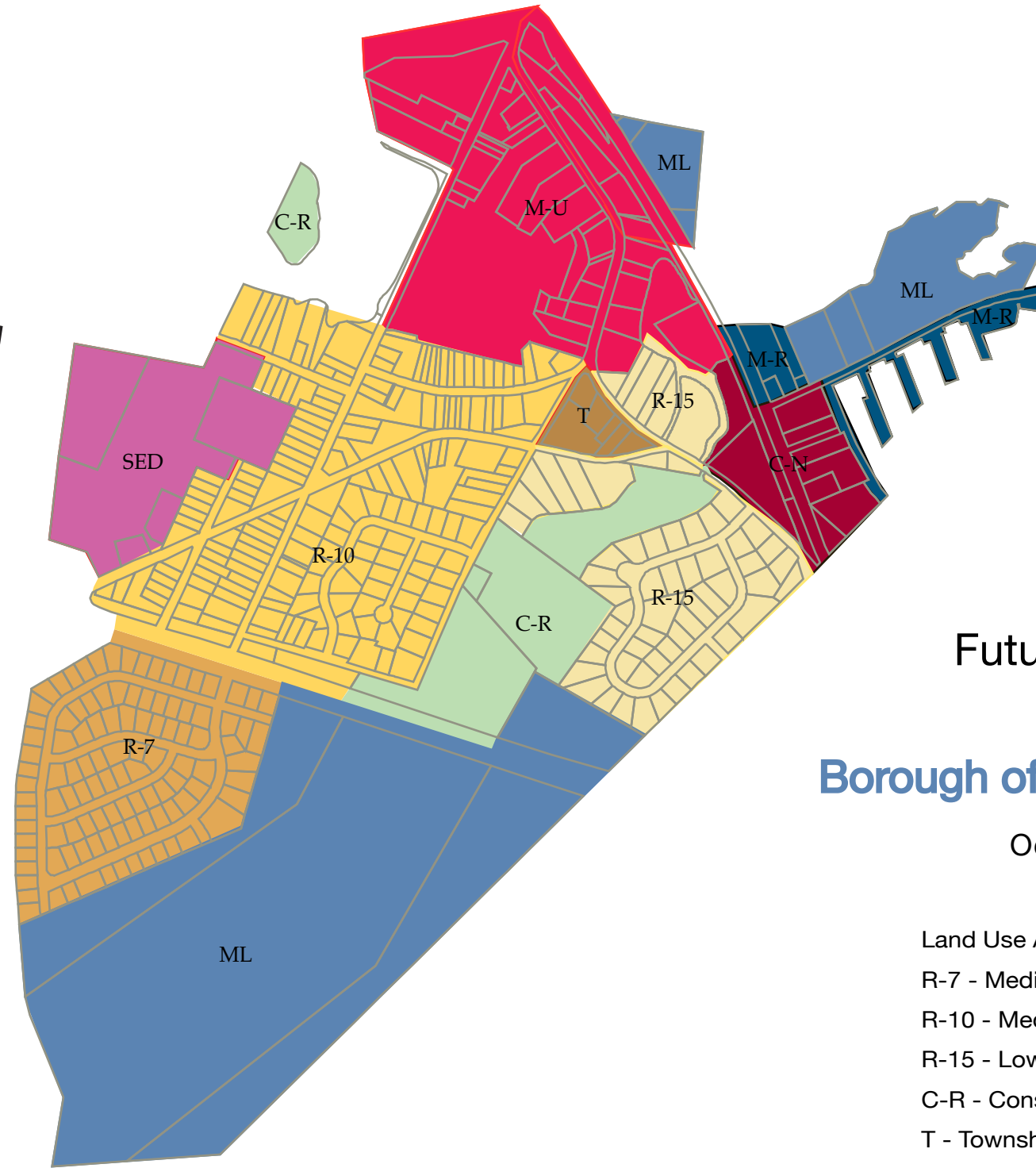
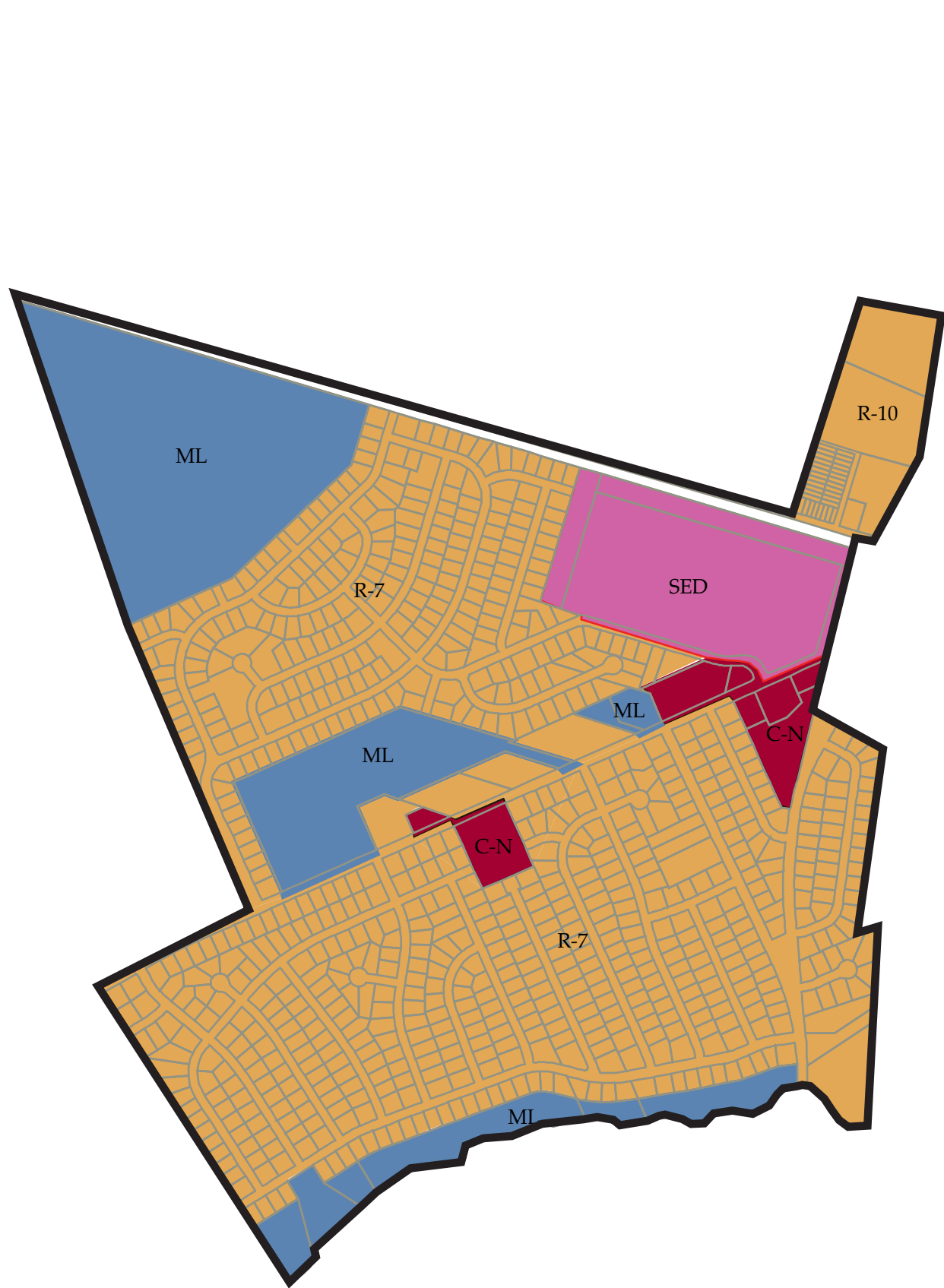
1. Religious uses. There appears to be several religious uses in residential areas of the Borough. Consideration should be given to creating conditional use standards for religious uses in accordance with the requirements of the Religious Land Use and Institutionalized Persons Act (RULIPA) of 2000.
2. Pedestrian circulation. Improve pedestrian circulation around schools, and between schools and adjacent neighborhoods. All crosswalks in the vicinity of schools should be clearly marked to increase driver awareness and the safety of all school age children in South Toms River. Where engineering analysis results in the need for additional traffic calming measures, on a site by site basis, install traffic calming measures. Consider employing temporary solutions for traffic calming prior to the installation of any permanent measures.
3. Ordinance definitions. The definitions section should be reviewed and expanded to reflect changes in the development industry since the Borough's last ordinance overhaul. Definitions should be created for townhouses, wireless telecommunications structures and similar modern day uses.
4. Wireless telecommunications. A wireless telecommunications ordinance (east of Parkway) should be created to encourage the creation of wireless telecommunications devices with the least obtrusive impact to residential properties.
5. Noise producing equipment. Consideration should be given to establishing ordinance standards regulating the location, placement and screening of outdoor noise-producing equipment, including pool filters and pumps, air conditioners, etc. The purpose of the regulations should be to minimize visibility of such equipment from the street as well as adjacent properties and to mitigate any potential noise impacts.
6. Technology. In order to provide for efficient enforcement, it is recommended that all future zoning and planning records be computerized to ensure institutional memory of all planning and zoning decisions, including conditions set forth in memorialization's and other pertinent documents.
7. Community Design. Community Design is a key component of the Land Use Plan for a Borough such as South Toms River. Quality of life issues are directly related to community design. The intent of a community design component to the Land Use Plan is to recognize and preserve, where feasible, those elements of the Borough that create the character and context for which any future development and redevelopment should be reevaluated. From a community design perspective, the Borough has many opportunities to build from Toms River's established and well-defined vibrant downtown. It has established neighborhoods and an extensive system of community facilities. Extending the physical form of Toms River's downtown into South Toms River's waterfront area should continue to be reinforced through the development policies of the Borough. The aesthetic

and visual elements of the physical form should be addressed through general community design principles.

8. Rental units. Evaluate the need to require the inspection of rental units when a change of tenancy occurs. A program requiring a valid rental permit could be established. Issuance of a permit would require an inspection to certify that the property conforms to relevant code standards. The cost of the inspection could be rolled into the permit cost, limiting the actual cost to the Borough. In addition, the permit program would provide an additional enforcement tool, as a permit could be revoked for violations of the relevant standards.

9. Patiently work toward a bicycle network of shared or dedicated use (“bike lanes” and “bike paths,” respectively). The aim is to identify the safest and most effective routes to provide better access to parks, the waterfront and other important destinations including schools as well as other local destinations. The design should better link the east and west side of the Borough, that is currently bisected by the Garden State Parkway. Bike lanes, when painted on a roadway, not only provide access, they are also a means of traffic calming. The long-term goal is to develop an interconnected circuit of bike lanes and paths that circumnavigate the Borough, such that bicycling is a realistic alternative to the car.





Future Land Use Map for the Borough of South Toms River Ocean County, New Jersey

Land Use Areas

- R-7 - Medium-High Density Residential
- R-10 - Medium-Density Residential
- R-15 - Low-Density Residential
- C-R - Conservation Residential
- T - Townhouse Transition
- SED - Special Economic Development
- M-U - Mixed Use
- C-N - Neighborhood Commerical
- M-R - Marine Recreational
- ML - Municipal Lands
- Pinelands Growth Management Area



CIRCULATION PLAN ELEMENT

INTRODUCTION

The purpose of this Circulation Plan Element is to document existing conditions and to provide recommendations to improve traffic circulation in the Borough. This Plan provides an inventory of existing circulation and transportation elements, areas of concern, and makes recommendations to improve circulation patterns within South Toms River.

DEMOGRAPHICS

This section presents general circulation demographic information for South Toms River. It supplements demographic information located within other master plan elements. It is important to understand demographic conditions and trends in order to effectively plan for the Borough's present and future development. Although past trends do not necessarily predict future conditions, they do provide a sense of the Borough from a circulation perspective and call attention to emerging trends.

Travel Time to Work

As shown in Table CP-1, 77 percent of South Toms River residents have commutes that are less than 45 minutes. Forty-six percent of the population had a commute of 20 minutes or less and 23 percent of the population had a commute of 45 minutes or more, a seven percent increase from 2000. Those living in and adjacent to metropolitan areas typically live close to their place of employment. In 2000, in Ocean County, only Harvey Cedars (22.4 minutes) and Lakehurst (25.9 minutes) had a shorter commute times to work than South Toms River. Mantoloking had the highest travel median travel time to work (51.0 minutes). However, while median commute times to work are not available from the 2010 Census, South Toms River's commute times to work are on the rise. In South Toms

River and Ocean County, travel time to work is largely uninfluenced by public transportation.

Table CP-1 Travel Time to Work		
	Number	Percent
Workers who did not work at home	1,531	100
Less than 20 minutes	700	45.7
20 to 44 minutes	479	31.2
45 to 59 minutes	144	9.4
60 to 89 minutes	114	7.4
90 or more minutes	94	6.1
Mean travel time to work (2000): 26.2		

Sources: 2000 Census and 2006-2010 American Community Survey

Means of Transportation

Due to the predominantly suburban nature of South Toms River, the overwhelming majority of Borough residents (86.1%) drive alone to their place of employment, while 1.8 percent of the workforce uses public transportation. 8.7 percent carpooled, a reduction of -5.7% since 2000 and 2.5 percent walked or used other means of transportation (bicycle, motorcycle), and 9 individuals worked at home.

Table CP-2 Means of Transportation		
	Number	Percent
Workers 16 and over	1,540	100.0
Car, truck, or van	1,461	94.8
Drove alone	1,327	86.1
Carpooled	134	8.7
Public transportation	28	1.8
Walked	3	0.01
Taxi, motorcycle, bicycle or other means	39	2.5
Worked at home	9	0.05

Source: 2006-2010 American Community Survey

Cars per Household

Cars per household is a useful statistic in determining vehicle dependence and transit demand in an area. According to five-year estimates from the Census American Community Survey, 77 percent of South Toms River households owned more than one vehicle, a 17% increase from 2000, which is somewhat greater than the State average of 70.5 percent. Almost 98 percent of South Toms River households own at least one car. More urbanized areas tend to be less vehicle dependent. As would be expected of a largely suburban area, South Toms River residents are vehicle dependent.

Table CP-3 Cars Per Household		
Number of Cars	Number	Percent
0 cars	31	2.0
1 car	318	20.6
2 cars	660	42.8
3 or more cars	531	34.4
Total Households	1,540	100

Source: 2006-2010 American Community Survey

In summary, it appears that Borough residents are commuting further, have more cars and are carpooling less. The use of public transportation increased slightly, but is used by less than 2 percent of the population. These changes appear to be related to increased wealth in the Borough. (See Demographic Profile)

2. INVENTORY OF CIRCULATION AND TRANSPORTATION ELEMENTS

The following narrative identifies the inventory of circulation and transportation facilities within South Toms River. The design and maintenance of this established system of roadways, public transportation, sidewalks and trails is subject to numerous agencies operated under numerous design manuals and requirements. State roads are subject to the jurisdiction of the New Jersey Department of Transportation, county roads are subject to Ocean County jurisdiction, while local roads are built and maintained to the Borough's standards. The exception being, residential streets are subject to design requirements located within the State Residential Site Improvement Standards.

Regarding public transportation in and adjacent to South Toms River, NJ Transit and Academy Bus, operate bus lines.

A. **Roads and Highways**

The Borough has a hierarchy of roads that serve different functions, with highways accommodating major regional flows, arterials handling inter-municipal traffic and collectors distributing traffic to local streets. The classifications of streets in South Toms River are described below. South Toms River's circulation pattern consists of two state highways, one US highway, county roads classified as either urban minor arterial or urban local roadways, and many local roads. The Existing Circulation Map graphically depicts the location of the highways and arterials in South Toms River.

1. **Federal Highways**

a. US Highway 9

In South Toms River, United States Highway 9 is classified within the New Jersey Department of Transportation Straight Line Diagrams as an urban minor arterial roadway. Highway 9 is a two-lane roadway in South Toms River that runs in the north/south direction throughout the region, but in the east west direction in the Borough. The posted speed limit ranges from 40 to 50 miles per hour.

2. **State Highways**

a. *Route 166*

New Jersey State Highway 166 is a two lane urban arterial roadway that was created when U.S. highway 9 was rerouted. NJ 166's northern end is at an intersection with U.S. 9 and the Garden State Parkway in Dover, New Jersey. It runs through South Toms River and Beachwood before terminating at an intersection with U.S. 9 in Beachwood.

b. *Garden State Parkway*

The Garden State Parkway (GSP) is a limited access urban freeway/expressway under the jurisdiction of the New Jersey Turnpike Authority, and carries traffic that is primarily related to the region rather than to South Toms River. The GSP originates in Montvale at the New York State border in the north, and then runs in a southerly direction to Cape May in the south. In South Toms River, the GSP bisects the Borough, where it is currently being improved to have 3 lanes of traffic running in each direction. A speed limit of 65 miles per hour is posted along this section of the GSP. Exit 80 is a limited interchange within the Borough; ingress and egress to the GSP is limited to a northbound entrance and a southbound exit. There is no northbound exit or southbound entrance.

2. **County Roadways**

Three county roadways are located in South Toms River. These include CR 77, CR 530 and CR 619. CR 530 is classified as an arterial roadway, while CR 77 and 619 are classified as urban local roads. Table CP-4 details the local road names, their approximate lengths, existing cartways and roadway classifications.

a. *Tilton Avenue (CR – 77)*

A two-lane urban local road that runs in a north-south direction from Dover Road (CR – 530) to Double Trouble Road (CR – 619). This urban local road provides a connection to Dover Road and Double Trouble Road to in addition to numerous residential uses.

b. Dover Road and South Main Street (CR – 530)

A two-lane urban minor arterial roadway that runs in a north-south direction from Dover Road (CR – 530) to Double Trouble Road (CR – 619). This minor arterial roadway provides a connection from GSP Exit 81, where locally referred to as South Main Street, to numerous commercial and residential uses. Near GSP exit 80 the roadway changes names to Dover Road and travels in the east-west direction. Dover Road and South Main Street are frequently traveled roadways that provide access to commercial uses as well as the regional roadway system, most notably, the GSP.

c. Double Trouble Road (CR – 619)

A two-lane urban local road that runs in a north-south direction from the Beachwood Borough border to Dover Road (CR – 530). Double Trouble Road (CR – 619) carries a high volume of traffic to a number of commercial sites and retail uses and to individuals entering the GSP southbound at exit 77. It serves as a connector roadway to the GSP for South Toms River residences. Its function should be further evaluated to better understand economic development opportunities.

- d. Flint Road
- e. Mill Street (Flint Road to South Main Street)
- f. Centre Street (South Main Street to Flint Road)
- g. Magnolia Avenue (Berkeley Township line to South Main Street)
- h. Access Road (Railroad Avenue and First Street from Dover Road to the Berkeley Township line)

4. Local Roads

Local roads distribute traffic from arterial and collector roads to residential neighborhoods and to local businesses and places of employment. According to the Residential Site Improvement Standards (RSIS), local roads consist of two types, as follows:

*a. Residential Access Roads**

Lowest order, other than rural street type, of residential streets. Provides frontage for access to lots and carries traffic with destination or origin on the street itself. Designed to carry the least amount of traffic at the lowest speed. All, or the maximum number of housing units, shall front on this class of street.

*b. Residential Neighborhood Roads**

A type of residential access street conforming to traditional subdivision street design, and providing access to building lots fronting on a street, with parking on both sides of street.

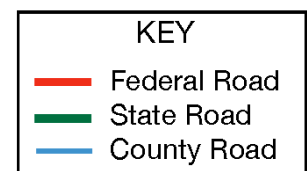
All roadways in South Toms River not otherwise classified as highways, arterials or collector roads are classified as local roads. Local roads or residential access streets are designed to carry the least amount of traffic at the lowest speed. Overall, within South Toms River, most local roads appear to be in fair condition. Minor maintenance and repairs is required on some roadways.

* Residential Site Improvement Standards, NJDCA 2007

Table CP-4
COUNTY ROAD INVENTORY

Route #	Common Name(s)	Length	Existing Cartway	Speed Limit	Road Classification
77	Tilton Avenue	0.3 miles	22 feet	25	Urban Local
530	Dover Road and South Main Street	1.8 miles	22 – 36 feet	40-45	Urban Minor Arterial
619	Double Trouble Road	0.45 miles	23 feet	35-50	Urban Local

Source: New Jersey Department of Transportation Straight Line Diagrams, accessed on February 2, 2010, last inventoried in January 2010
Compiled By: John Leoncavallo Associates



for the

Ocean County, New Jersey



B. Public Transportation

1. New Jersey Transit Bus Service

New Jersey Transit provides passenger bus service to and from South Toms River Borough via routes 67 and 559. There are also a number of connecting buses along each route. Schedules are available from New Jersey Transit on their web site at <http://www.njtransit.com>.

The following bus routes are currently available:

a. Route 67 Bus

Route 67 provides service between Toms River and Newark. The bus stops at Water Street and at the Toms River Park and Ride. There are numerous transfer points along this line.

b. Route 559 Bus

Route 559 provides service between Atlantic City and Lakewood. The bus stops runs through South Toms River along Route 166, however its closest stopping point is at Beachwood Boulevard in Beachwood.

2. Academy Bus Lines

a. GSP Exit 77 Park and Ride/Forked River Service Area

Located at mile marker 77/8 on the southbound side of the Garden State Parkway, this park-in-ride provides 96 spaces for free commuter parking from 4 am to midnight. Express bus service is provided to New York City, i.e., Port Authority (mid-town) and Wall Street (downtown).

3. Jitney Service

No jitney service is available in the Borough

4. Passenger and Cargo Rail

- a. Passenger Service – The Borough does not have a passenger rail service.
- b. Cargo Rail Service – Freight rail service does not run through the borough.

5. Air Transportation

There are no air transportation services within the Borough. However, the Borough is located in close proximity to Robert J. Miller Airpark, a local airport used primarily by small recreational aircraft. Also, the Naval Warfare Center at Lakehurst, just a few miles away, houses a military airport.

C. Pedestrian and Bicycle Circulation

The Borough maintains an interspersed system of sidewalks throughout the Borough.

Improvements to South Toms River's pedestrian circulation system to cross Route 166 is strongly recommended to provide better access to the Waterfront and the Toms River downtown. In the future, any such pedestrian improvements will also benefit the Borough by enabling pedestrians in Toms River to more easily come to South Toms River.

2. CIRCULATION AREAS OF CONCERN

Critical circulation areas in South Toms River are listed below as a means of identifying areas in the Borough where potential future projects should be undertaken in the Borough. These areas are characterized as having a high rate of accidents, poor roadway configuration, or general circulation concerns. Realizing that many of these projects may not be under local jurisdiction, the Borough will need to identify county and state agencies/organizations and stakeholders and work with them to solve particular problems. The Circulation Concerns Map, identifies these areas of concern, most of which were identified by the Borough Engineer. Further study of these areas is needed to evaluate the following areas of concern.

1. Realignment of Flint Road
2. Pickup and drop-off at Borough schools

3. RECOMMENDED CIRCULATION IMPROVEMENTS

A. Department of Public Works

Work completed by the Department of Public Works (DPW) is critical for South Toms River to maintain a safe network of local roads, sidewalks and trails. The DPW, on a yearly basis, is responsible for reconstruction projects, milling and resurfacing of roadways and routine maintenance. The continuation of a successful road program is vital to promoting the free flow of traffic necessary to encourage commerce, retain a high quality of life and to maintain the visual appearance of South Toms River. To supplement local revenues, the Borough typically receives local aid from NJDOT and monies from federal programs. On average, South Toms River re-

ceives grant monies from the NJDOT local aid program each year. The Borough should continue to support roadway maintenance and improvement projects undertaken by the DPW.

B. Assistance Available

Due to the varied and expansive transportation needs of the State and region, organizations have been formed which aid local municipalities with data collection, research, carpool and vanpool services, transit information, funding, etc. A list of such organizations is provided in the next paragraph. While it is only a limited list, the organizations listed in it can provide additional information to member municipalities, should a specific need arise.

Transportation funding is available at the Federal, Regional, State and County divisions of government. However, the major sources of funding come from the Federal government's Transportation Equity Act for the 21st Century (TEA-21) programs. The New Jersey Planning Transportation Authority (NJPTA) is the federally sanctioned Metropolitan Planning Organization (MPO) for the six million people in the thirteen county Northern New Jersey Region. The NJPTA oversees over one (1) billion dollars in transportation investments each year. The Transportation Improvement Program (TIP) is the program coordinated by the NJTPA that lists the projects in each of the Counties in the planning area that are to receive federal funding. The TIP process gains consensus between state and local officials as to the regional transportation improvements that are to be made.

Moreover, as discussed in Section A above, the Borough applies to the NJDOT Local Aid program on a yearly basis to

subsidize the Borough's local road maintenance program. Specifics are provided in Section A.

C. SPECIFIC RECOMMENDED CIRCULATION IMPROVEMENTS

The following listed items are recommendations (not in any specific order) intended to improve circulation throughout the Borough.

1. As discussed in the Land Use Plan element, the Flint Road area has historically provided a significant tax ratable base for the Township. However, the construction of Highway 166 resulted in decreasing the visibility and vehicular traffic on this roadway. Realignment of this roadway is likely necessary for improved access, connectivity with surrounding roadways and to improve visibility and the attractiveness for revitalization.
 2. Construct a cul-de-sac at the terminus of Worth Street.
 3. Coordinate specific traffic improvements recommended in this Plan with the County and State for funding and implementation.
 4. To understand the need for pedestrian improvements throughout the borough, a more detailed analysis of the current sidewalks should be conducted. A determination of where sidewalk connections to community facilities are needed should be made. Pedestrian-friendly design should be considered whenever and wherever either redevelopment or revitalization is undertaken. Such plans should consider improving connections between shopping areas, community facilities and Borough parks. Additionally, the Borough should consider creating a comprehensive sidewalk/pedestrian/bicycling circulation plan in cooperation with adjoining communities.
- One of the ways in which a community can make itself more pedestrian-friendly is through the institution of what is referred to as "traffic calming" measures. Traffic calming measures are designed to reduce speed and heighten motorists' awareness of pedestrians and cyclists on the roadway. South Toms River should investigate whether the addition of traffic calming measures at intersections along Route 166 and local cut-through roads to make the borough more pedestrian-friendly.
5. Seek NJDOT Safe Routes to School grants to off-set the costs of needed sidewalk improvements.
 6. This Plan recognizes South Toms River as largely an automobile dependent community, similar to most New Jersey communities. Additional measures to encourage the use of a wider range of transportation choices is encouraged to reduce the dependence on foreign oil, energy use, shorten travel time to work, create local jobs, reduce environmental impacts, support local commerce in addition to numerous other benefits.
 7. Work with the County to determine designated bike routes within South Toms River. The route should connect many of the public areas, such as parks and schools, which already provide bicycle racks, benches, and other amenities for cyclists. Roadway designations should be based on shoulder width (both existing and proposed), speed limits for motorists, and level of traffic. Particular consideration should be given to: (a) creating bicycle lanes on Dover Road. This is needed to better connect the Borough as it is bisected by the GSP.
 8. In addition to the local road program, seek NJDOT local aid grants to provide funding for bike and pedestrian improvements.

-
9. Consider improving pedestrian safety at key intersections and implementing traffic calming measures such as rumble strips, different pavement colors and textures and signs at pedestrian crossings.
 10. Research alternative funding sources to undertake a sidewalk inventory in the Borough. The inventory should include the condition, location, width, and handicap accessibility of all sidewalks. Recommendations should include making improvements in areas where sidewalks need to be reconstructed, or installed for the first time, or built to serve as a connection between existing sidewalks.
 11. Adopt an “official map,” per the Municipal Land Use Law, or incorporate a local roadway inventory into the Master Plan.

ECONOMIC PLAN ELEMENT

ECONOMIC OVERVIEW

The Borough of South Toms River has experienced significant economic change since the last Master Plan was prepared. The Borough is enduring the on-going national economic recession that has resulted in the loss of jobs for many Borough residents. Similar to the region, the Borough's economy has been restructured as a result of the loss of its industrial base, which has been partially replaced by education and health services, finance/insurance/real estate, retail and service jobs.

South Toms River should consider more actively pursuing both residential and commercial revitalization efforts. As a built-out community, these efforts should predominantly be in the form of redevelopment of existing housing, commercial and industrial buildings. The Borough should prepare a waterfront revitalization plan and a design manual to guide commercial façade and streetscape improvements. Numerous efforts to rehabilitate and redevelop the Borough are needed.

LEGAL BASIS AND PURPOSE

The New Jersey Municipal Land Use Law, Article 3, Section 40:55D-28(a) states that an economic plan element should "consider all aspects of economic development to be promoted with the characteristics of the labor pool resident in the municipality and nearby areas;" and (b) provide "an analysis of the stability and diversity of the economic development to be promoted."

The purpose of the Economic Plan Element is to evaluate the economy of the Borough of South Toms River and identify trends, strengths, opportunities and constraints. The Borough's economy is analyzed and compared with the Ocean County economy to provide a comprehensive view of present economic activity and future economic development potential. It should be noted that employment, labor force and other economic data will be updated

after the 2010 U. S. Census is completed and information is released.

SUMMARY OF MAJOR TRENDS AT THE COUNTY LEVEL¹

- Total Private Sector Employment (2009): 118,997
Percent of New Jersey Total: 3.8%
Change from 2004: +457
- Largest Industry (2009): Educational and Health Services
Employment: 33,227
Percent of Total County Employment: 27.9%
- Industry With Highest Average Annual Wage (2009): Information: \$64,265
- Per Capita Personal Income (2008): \$39,521
Percent of New Jersey Per Capita Income: 76.8%
- Private Sector Wage (2009 annual average): \$35,198
Percent of New Jersey Average: 64.5%
Change From 2004: +\$3,165
Central Region
- Building Permits (single-family residential - 2009): 874
Rank Among New Jersey Counties: 1
- Ocean County's private sector payrolls increased by 0.4 percent from 2004 to 2009.
In comparison, statewide payrolls dropped by 3.5 percent during the same period.
Similar to the state, county employers added jobs each year until 2007, which coincided with the beginning of the most recent national recession.
- Since 2004, Ocean County's largest job gains have been in

¹ New Jersey Division of Labor County Report 2011

the educational and health services (+4,681) and leisure and hospitality (+1,726) industry sectors. With the county leading the state in single-family residential building permits, employment in these service industries expanded to meet the increasing demands for goods and services created by a growing population.

- Manufacturing jobs in Ocean County declined by 21.9 percent from 2004 to 2009; this was a slightly higher job loss than the 20.9 percent decline realized statewide. The county has a relatively small manufacturing base accounting for about 1.7 percent (ranked 16th out of 21 counties) of the state's factory payrolls. The loss of manufacturing jobs in the county is a reflection of the exit of many of the manufacturers of durable and non-durable goods to lower-cost, out-of-state or foreign destinations.
- Ocean County's financial activities employment levels remained somewhat stable from 2004 to 2007, however employment in this sector has dropped significantly during the last two years. Since 2007, the state's payrolls have dipped by 7.0 percent while the county lost 13.6 percent of its jobs in this sector.
- Ocean County's growing population with its expanding component of older residents continued to attract new service-providing businesses. In Ocean County, private sector employment increased modestly by 457 from 2004 to reach 118,998 jobs in 2009. The county realized an increase in employment over the period despite a loss of 4,829 jobs over the last two years during the economic downturn.
- Educational and health services, on the strength of a 4,035 job gain from 2004 through 2009, became Ocean County's largest employment sector. The health care

and social assistance component industry accounts for more than one-quarter (25.3%) of the entire county's private sector jobs. With just 1,202 jobs, information was the smallest employment sector within the county in 2009.

- The county's payrolls were boosted during the 2004-2009 period by increased demand for services, particularly within educational and health services and leisure and hospitality, brought about by rapid population and housing growth. The single-family housing market has been the underlying strength of the county's economy which many new educational and health services establishments tend to follow. However, as the housing bubble burst in 2007 the construction (-2,029 jobs) industry has seen a corresponding drop in employment.
- Two of the best performing sectors in Ocean County from 2004 to 2009, when compared with the state, were leisure and hospitality (+10.2% vs. +3.3%, respectively) and educational and health services (+16.4% vs. +12.0%). Some sectors which did not fare as well as their statewide counterparts were construction (-22.5% vs. -16.0%, respectively), financial activities (-11.6% vs. -5.9%, respectively), professional and business services (-2.5% vs. +0.6%, respectively).

ECONOMIC DEMOGRAPHIC PROFILE

Total Private Sector Employment

The total number of private sector jobs² located in South Toms River ranged from 450 in 2006 to 560 in 2008. As indicated in Table EC-1,

² Covered employment is a monthly count of full and part-time employees who earned wages during the pay period as reported quarterly by employers covered by the New Jersey Unemployment Compensation Law. Basically, any employer paying at least \$1,000 in wages in the current or preceding calendar year is covered. Jobs not covered by the law include self-employed and unpaid family workers or certain agricultural and in-home domestic workers.

the number of jobs increased by 3.2 percent or 15 jobs from 2004 to 2009. However, as a result of the loss of 94 jobs in 2009, most of the job gains from 2004 to 2008 were eliminated. In South Toms River, according to Figure ED-5, health care and retail jobs accounted for approximately 36 percent of all jobs, which is consistent with Ocean County. As with many New Jersey shore communities many retail jobs are seasonal. Several factors including the local weather affect seasonal jobs along the New Jersey Shore. For example, a summer with numerous rainy weekends can distinguish between a profitable and less profitable season and this relationship directly affects the number of seasonal jobs.

Table EC-1 Annual Municipal Employment, 2004 to 2009 Borough of South Toms River and Ocean County			
	<i>South Toms River Borough</i>		
	<i>Number</i>	<i>Difference</i>	
<i>Year</i>	<i>of Jobs**</i>	<i>Number</i>	<i>Percent</i>
2004	451	---	---
2005	486	+35	+7.8%
2006	450	-36	-7.4%
2007	485	+35	+7.8%
2008	560	+75	+15.5%
2009	466	-94	-16.8%
Employment Change, 2003-2008		+15	+3.2%

Source: ** NJ Department of Labor, Average Annual All Covered Jobs (Average, 2004-2009)

AVERAGE ANNUAL WAGES

The medium family income in South Toms River rose from \$45,375 in 2000 to \$70,064 in 2009, which represents a 54.4 percent increase. Comparatively, the county annual wages grew from \$56,420 in 2000 to 73,834, which represents an increase of 30.8 percent. According to the above-mentioned 2005-2009 Census 5-Year Estimates, wages in South Toms River are increasing at a significantly higher rate than the county as a whole.

LABOR FORCE CHARACTERISTICS

Resident Labor Supply

Table EC-2 Resident Labor Force Characteristics indicates the general composition of South Toms River's residential labor force and their commuting characteristics. South Toms River's resident labor force, which represents individuals working or seeking employment, contains 1,743 civilian workers. This represents a labor force participation rate of 66 percent for the Borough compared with 58 percent for Ocean County.

Eighty seven percent of South Toms River's labor force commutes to work by car alone, 9.0 percent car pool, 2.0 percent use an unidentified means of transportation, 1.1 percent use public transportation and 0.7 walked or worked at home. The percentage of individuals that drive alone in South Toms River is similar to County percentages.

Resident Unemployment

As shown in Figure EC-3, South Toms River has historically maintained a higher unemployment rate than Ocean County. The Borough's 2010 unemployment rate was 16.1 percent, which represents an increase of 8.5 percent from 2007, the year before the economic slow down began. In comparison, Ocean County had a 2010 unemployment rate of 10.1 percent, which is 6.0 percent lower

than South Toms River. As displayed in Figure EC-3, while the Borough's unemployment rate is higher than the County's, unemployment rate changes over time closely mimic the County. Therefore, since 2000, South Toms River's unemployment rate varied somewhat consistently with County fluctuations.

From 2000 to 2010, the Borough's unemployment rate increased an alarming 10.1 percent, which indicates a decrease in local economic activity for over a decade. While this trend is consistent with county, state and national trends in which the United States economy has been stagnant, the local trend is worse than the County's average. Local unemployment rates suggest a need to assist local residents to the greatest extent possible. The creation of new programs and fees, which would raise local taxes, should be discouraged when possible.

Table EC-2 RESIDENT LABOR FORCE CHARACTERISTICS, 2005-2009				
	<i>Borough of South Toms River</i>		<i>Ocean County</i>	
	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
<i>Labor Force Participation</i>				
Persons 16 and over	2,634		264,053	
Civilian Labor Force	1,743	66.2	263,203	58.5
Employed	1,629	61.8	244,359	54.3
Unemployed	114	4.3	18,844	4.2
<i>Commuting Characteristics</i>				
Workers 16 and over	1,572		237,166	
Percent drove alone	1,368	87.0	194,861	82.2
Percent in carpools	142	9.0	21,656	9.1
Percent using public transportation	18	1.1	4,862	2.1
Percent using other means	32	2.0	3,260	1.4
Percent walked or worked at home	12	0.7	12,527	5.3
Mean travel time to work	27.8		31.2	
Source: U.S. Bureau of the Census, 2005-2009 American Community Survey 5-Year Estimates				

**Table EC-3
RESIDENT UNEMPLOYMENT**

	<i>Borough of South Toms River</i>		<i>Ocean County</i>	
	<i>Number</i>	<i>Difference</i>	<i>Number</i>	<i>Difference</i>
2000	6.3		3.7	
2001	7.0	+0.7	4.4	+0.7
2002	9.1	+2.1	5.5	+1.1
2003	9.7	+0.6	5.8	+0.3
2004	8.5	-1.2	5.1	-0.7
2005	7.7	-0.8	4.6	-0.5
2006	8.1	+0.3	4.9	+0.3
2007	7.6	-0.5	4.6	-0.3
2008	9.7	+2.1	5.9	+1.3
2009	15.1	+5.4	9.5	+4.5
2010	16.1	+1.0	10.1	+0.6
2011	n/a		9.5	-0.6
Total Change, 2000- 2010/2011		+9.8		+5.8

Source: New Jersey State Data Center

Educational Attainment

The educational attainment of South Toms River residents is somewhat lower with the educational attainment of residents of Ocean County. According to Figure EC-4, 83.4 percent of Borough residents age 25 and over have at least a high school degree. In comparison, the Census reported that Ocean County maintains an

89.1 percent high school graduation rate or better. Ocean County as a whole also maintains a significantly higher level of individuals who hold both bachelor and post graduate degrees. More specifically, 9.7 percent of South Toms River residents hold a bachelor's degree, while 24.3 percent of Ocean County residents hold a bachelor's degree. Approximately 2.2 percent of Borough residents have a graduate degree compared to 8.6 percent at the County. This educational gap is expected to narrow as the Borough's population evolves and new residents move in.

Over the past two decades, New Jersey's economy has continued to replace traditional manufacturing jobs with high technology, communications and research jobs. Throughout New Jersey there exist opportunities for a high quality labor force to support the continuation of the growing technological sector in which the tri-state region continues to benefit from a competitive advantage.

A recent trend that warrants further attention is the development of a bimodal work force, with one group of highly skilled, highly educated workers and another group of relatively unskilled workers. Economic opportunities for this second group are limited because the educational and social system cannot overcome the cultural, monetary and social difficulties that separate the two groups. Preventing this bimodal split, which disconnects one segment of the Borough from meaningful participation in the work force, is necessary for the long-term economic well-being of the Borough and its residents.

Resident Employment Characteristics

The Borough has a lower proportion of resident workers employed in professional trade and public administration compared to Ocean County. In total, 9.6 percent of all Borough residents are employed in these occupations compared to 15.1 percent for County residents. The Borough has a significant concentration of residents working in the education, health and social services; retail trade; and finance, insurance and real estate, as shown in Table EC-5. In total,

48.3 percent of all Borough residents are employed in these industries. Many residents also work in construction, manufacturing, and transportation, warehousing and utilities.

Figure EC-4
RESIDENT EDUCATIONAL ATTAINMENT, 2006-2010¹
25 YEARS AND OLDER

<i>Educational Attainment</i>	<i>Borough of South Toms River</i>		<i>Ocean County</i>	
	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
Less than 9th grade	129	5.8	13,421	3.4
9th to 12th grade, no diploma	241	10.8	31,974	8.1
High school graduate	1,046	46.9	139,341	35.3
Some college, no degree	457	20.5	84,473	21.4
Associate degree	138	6.2	23,684	6.0
Bachelor's degree	167	7.5	67,894	17.2
Graduate or professional degree	49	2.2	33,947	8.6
Total	2,231	100	394,735	100
Percent high school graduate or higher	83.4	--	89.1	--
Percent bachelor's degree or higher	9.7	--	24.3	--

Source: 2006-2010 American Community Survey 5-Year Estimates

Figure EC-5
CIVILIAN EMPLOYED POPULATION 16 YEARS AND OVER, 2005-2009

<i>Industry</i>	<i>Borough of South Toms River</i>		<i>Ocean County</i>	
	<i>Employees</i>	<i>Percent of Labor Force</i>	<i>Employees</i>	<i>Percent of Labor Force</i>
Agriculture, forestry and mining	0	0	751	0.3
Construction	167	10.3	22,706	9.3
Manufacturing	190	11.7	15,143	6.2
Wholesale trade	43	2.6	7,727	3.2
Retail trade	228	14.0	34,917	14.3
Transportation and warehousing and utilities	115	7.1	13,275	5.4
Information	26	1.6	7,059	2.9
Finance, insurance, and real estate and rental and leasing	207	12.7	17,620	7.2
Professional, scientific, and management, and administrative and waste management	111	6.8	23,247	9.5
Education, health and social services	352	21.6	58,254	23.8
Arts, entertainment, and recreation, and accommodation and food services	105	6.4	18,628	7.6
Other services, except public administration	40	2.5	11,447	4.7
Public administration	45	2.8	13,585	5.6
Total*	1,629	100.0	244,359	100.0

Source: U.S. Bureau of the Census, 2005-2009 American Community Survey

FIGURE EC-6**RESIDENT LABOR FORCE BY OCCUPATION, 2005-2009**

<i>Occupation</i>	<i>Borough of South Toms River</i>		<i>Ocean County</i>	
	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
Management, professional, and related	246	15.1	82,090	33.6
Service occupations	349	21.4	40,949	16.8
Sales and office occupations	530	32.5	70,541	28.9
Farming, fishing, and forestry	0	0	332	0.1
Construction, extraction and maintenance	247	15.2	28,182	11.5
Production, transportation and material moving	257	15.8	22,265	9.1
Totals	1,629	100.0	244,359	100.0

Source: U.S. Bureau of the Census, 2005-2009 American Community Survey

EMPLOYMENT PROJECTIONSProjected Employment 2008 - 2018

The employment picture in South Toms River is expected to improve in the long-term with continued economic growth at the State and County levels as well as the potential redevelopment of key activity areas such as State Highway 166, Dover Road and the waterfront.

Figure EC-7**OCEAN COUNTY EMPLOYMENT PROJECTIONS, 2008-2018**

Industry Title	2008	2018	% Change
Total Employment, All Jobs	171,700	184,650	7.5%
Total Self-Employed and Unpaid Family Workers, Primary Job	13,300	13,550	1.9%
Self-Employed Workers, Primary Job	13,200	13,450	1.9%
Unpaid Family Workers, Primary Job	100	100	0.0%
Goods-Producing	14,450	14,550	0.7%
Natural Resources and Mining	100	100	0.0%
Construction	9,050	9,800	8.3%
Manufacturing	5,300	4,650	-12.3%
Services-Providing	143,950	156,550	8.8%
Trade, Transportation, and Utilities	34,300	34,550	0.7%
Information	1,450	1,300	-10.3%
Financial Activities	6,600	6,950	5.3%
Professional and Business Services	11,950	12,600	5.4%
Education and Health Services	34,700	42,950	23.8%
Leisure and Hospitality	18,950	20,500	8.2%
Other Services (Except Government)	7,650	8,500	11.1%
Government	28,300	29,250	3.4%
Mining	100	100	0.0%
Utilities	1,150	1,000	-13.0%
Construction	9,050	9,800	8.3%
Manufacturing	5,300	4,650	-12.3%
Wholesale Trade	3,550	3,550	0.0%

Figure EC-7

OCEAN COUNTY EMPLOYMENT PROJECTIONS, 2008-2018

Retail Trade	27,000	27,300	1.1%
Transportation and Warehousing	2,600	2,700	3.8%
Information	1,450	1,300	-10.3%
Finance and Insurance	4,150	4,300	3.6%
Real Estate and Rental and Leasing	2,450	2,700	10.2%
Professional, Scientific, and Technical Services	6,250	6,650	6.4%
Management of Companies and Enterprises	300	300	0.0%
Administrative and Support and Waste Management and Remediation	5,400	5,650	4.6%
Educational Services	3,900	5,050	29.5%
Health Care and Social Assistance	30,850	37,900	22.9%
Arts, Entertainment, and Recreation	5,800	6,300	8.6%
Accommodation and Food Services	13,150	14,200	8.0%
Other Services (Except Government)	7,650	8,500	11.1%
Government	28,300	29,250	3.4%
Total Federal Government Employment	2,800	2,500	-10.7%
Total State Government Employment	1,100	1,100	0.0%
Total Local Government Employment	24,450	25,650	4.9%
Total/Average	701,800	754,450	3.7%

FUTURE EMPLOYMENT

Labor Force Trends

According to the Ocean County Profile prepared by the Ocean County Planning Board, Ocean County is expected to continue to outperform older northern New Jersey counties in job creation, particularly in the health care and service industry divisions. The health care, education and service-producing sectors have accounted for more than four out of every five new jobs in the County.

According to the New Jersey State Data Center ten-year employment projections, Ocean County employment is expected to increase by 7.5% during 2008 – 2018 period. Health care and education-related jobs are expected to continue to be the largest growing occupations in the County.

ECONOMIC OBJECTIVES

The following are the economic objectives of the Borough of South Toms River's Master Plan.

Objective 1. Increase Borough's ratable base

To expand opportunities for nonresidential development, in both the office and retail sectors, to shift the property tax burden away from the residential sector, resulting in a positive fiscal impact on the Borough.

Objective 2. Revitalize commercial corridors on Dover Road and NJ 166

To transform commercial areas along Dover Road and NJ 166 into a more pedestrian-friendly, attractive commercial environment with diverse high-quality retail stores at the ground level, particularly along the street front, that is accessible by car, on foot or by bicycle. In addition, to provide both convenience and specialty

goods and services of interest to the region, and encourage uses which promote weeknight and weekend use, such as outdoor restaurants, coffee shops and other entertainment-related uses, and by bringing a residential presence on upper-level floors along Dover Road.

Objective 3. Facilitate the Development/Redevelopment of the Clayton Block Tract and Railroad Avenue Tract

To produce local jobs and to increase to the local tax ratable base, the Borough should continue to work with the property owners of the Clayton Block and Railroad Avenue properties discussed in significant detail within the Land Use Element of the Master Plan. These properties contain significant development potential which would likely result in the development of secondary businesses and other new entrepreneurial businesses in the area. If planned correctly, traffic increases after development could be maintained to a minimum given the proximity of the Garden State Parkway. The Borough should continue to develop revised zoning standards and possibly a rehabilitation designation to better control site design and the ability to offer short-term tax abatements.

Objective 4. Protect character of existing neighborhoods

To protect the character and scale of housing within established neighborhoods by encouraging designs which are harmonious with those that exist in the immediate vicinity.

Objective 5. Preserving the natural environment and providing access to it for use as passive and active open space

To protect wetlands, floodplains and stream corridors by adopting measures which:

- stabilize stream bank erosion

- relieve flooding adjacent to streams, particularly on the properties of private landowners
- preserve and supplement the existing vegetation throughout the Borough, especially trees, and prevent their unnecessary removal
- provide access to environmentally constrained areas so they can be enjoyed as passive open space.

Objective 6. Increase regional accessibility and reduce traffic congestion

To work with the County and State to obtain an access ramp to the northbound Garden State Parkway, and to work with the same agencies and adjacent communities to accommodate increased regional traffic, reduce congestion and delays at busy intersections, and increase traffic safety and convenience. Also, to establish a more comprehensive sidewalk/walkway and possibly bikeway or bike route system to encourage walking and biking as an alternative means of travel, and to allow children to walk to school safely.

Objective 7. Provide community facilities and services of the highest quality

To provide the highest-quality facilities and services to meet the needs of residents and employees in South Toms River.

Objective 8. Illegal Conversions of single-family homes

To find better ways of enforcing the zoning code and preventing single-family homes from being illegally converted to two-family homes, or illegally accommodating accessory apartments, which may be substandard and hazardous to the health of tenants.

Objective 9. Engender higher-quality design

To add design guidelines and requirements to the land use regulations to maintain consistency in the scale and character of

residential and retail development, and to make the built environment as attractive as possible.

Objective 10. Update regulations relating to land use and traffic generation

To comprehensively revise and update the Borough's zoning regulations, not only to make them consistent with the Master Plan, but also to rid them of loopholes, ambiguities and unnecessary regulations.

Objective 11. Promote sustainability

To investigate ways in which the Borough's capital facilities and operations can be built, maintained and operated in a way that saves energy, reduces costs and carbon emissions, reduces dependency on fossil fuels, and incorporates greener building/design technologies.

RECREATION AND OPEN SPACE

Introduction

This plan's focus is to provide guidance regarding the location, acquisition, development, and improvement of an optimum distribution of neighborhood and Borough wide recreation and open space areas. Such areas should provide for a variety of uses and be easily accessible. The Plan also incorporates the need for a cooperative and coordinated working relationship between the Borough's Recreation Department, the School District, and the Borough in order to most effectively and efficiently provide the needed and desired facilities.

The plan includes an inventory of existing open space and recreation resources, an analysis of present and future open space needs, and identifies recommendations to improve existing lands. The plan establishes open space objectives and recommends actions needed to achieve the objectives.

Statement of Principles, Goals, Objectives, and Policies for Recreation, Open Space and Conservation Objectives

South Toms River Borough establishes the following goals, objectives, and policies for providing open space and recreation within the Borough and conserving its important natural and cultural resources.

1. Provide adequate park, open space, and recreational facilities for all Borough residents.
2. Provide a riparian landscape setting to maximize public access to both informal and formal spaces.
3. Encourage use of high quality landscaping design - to enhance dramatic views to the river, to develop civic space and public art, to develop and to screen and integrate development.
4. Encourage the use of low maintenance, hard-wearing materials in parks and public places.

5. Cooperate with public and quasi-public institutions to utilize and maintain their undeveloped land for open space or recreation.
6. Consider enhancing regulations to assure that quality recreation and open space is provided and maintained as redevelopment occurs.

Inventory

The Borough of South Toms River's current open space inventory includes 65.43 acres of active and passive recreation space maintained by the Borough. Based on South Toms River's current estimated population of 3,709 persons, this equates to 17.6 acres of open space per 1,000 residents. The National Recreation and Park Association (NRPA) has established standards and guidelines by which to evaluate the quality and adequacy of parkland available to residents within a municipality. In general, the NRPA recommends that communities provide between 6.25 to 10.5 acres of open space per 1,000 persons. Thus, the amount of open space in South Toms River falls above the recommended amount by the NRPA for local communities.

Following is a list of the existing land owned by the Borough and utilized for open space recreation in South Toms River. These areas also indicated within Table R-1, Inventory of Existing Open Space and Recreation Facilities and The Existing Recreation and Open Space Inventory Map.

- (1) Mathis Plaza
 - 3.59 acres (located in the northern section of the Borough adjacent to the Toms River)
 - Active facilities: none
 - Passive facilities: waterfront park with gazebo

(2) Cedar Point

- 12.19 acres (located adjacent to the Toms River)
- Active facilities: access to numerous boating and fishing opportunities
- Passive facilities: Unimproved waterfront land
- Other: adjoins private marina

In addition to the above-listed municipal facilities, the Board of Education maintains athletic fields at the South Toms River Elementary School. Furthermore, the Borough also owns unimproved lands adjacent to the Jakes Branch that have not been dedicated for recreation and open space purposes.

(3) Drake Lane Athletic Fields

- 40 acres (adjacent to Drake Lane in the northwestern area of the Borough)
- Active facilities: three baseball/multi-use fields
- Passive facilities: Unimproved land

(4) Center Homes Park

- 5.5 acres (adjacent to Ardmore Avenue)
- Active facilities: Dilapidated former blacktop area
- Passive facilities: Trails and unimproved lands

(5) Brook Forest Beach Club

- 4.15 acres (Brook Forest Road)
- Active facilities: playground equipment and potential swimming opportunities (If life guards are present)
- Passive facilities: Jakes Branch sand beach area as well as unimproved lands

TABLE R-1

**INVENTORY OF EXISTING OPEN SPACE AND RECREATION FACILITIES
BOROUGH OF SOUTH TOMS RIVER, NEW JERSEY**

Map No.*	Name	Type	Location	Block	Lot (s)	Land Area (acres)	Description	Condition	Ownership
1	Mathis Plaza	Passive	Toms River (Borough Waterfront)	3	1-4	3.59	Waterfront park	Fair	Borough
2	Cedar Point	Passive/Active	Toms River (Borough Waterfront)	5	4-6	12.19	Waterfront park	Good	Borough
3	Drake Lane Fields	Active	Northwest Area of Borough	20	1	40.0	Athletic fields	Good	Borough
4	Center Homes Park	Passive	Ardmore Ave.	17	6	5.5	Former active park	Poor	Borough
5	Brook Forest Beach Club	Active/Passive	Brook Forest Dr.	21.21 21.20	1.01, 1.02 4.01	4.15	Beach club	Poor	Borough

Total existing acreage: 65.43

Source: John Leoncavallo Associates, April 2011

* Refer to the Recreation and Open Space Inventory Map



Existing Recreation and Open Space
Inventory Map

for the

Borough of South Toms River

Ocean County, New Jersey

John Leoncavallo Planning 2011

Borough Recreational Needs

This Plan recognizes that South Toms River maintains adequate lands for recreation and open space purposes. Strategies for improving public recreation and open space properties must be creative and establish a strategy of incrementalism. By employing several action strategies and funding sources, over-time, the Borough's goal's will come to fruition. There are several constraints related to the present provision of parks and recreation space in the Borough that should be recognized.

- Deferred maintenance at existing Borough park and recreation facilities has resulted in many lost recreation and open space opportunities.
- Inaccessibility of recreational complexes to many residents in the community, except by vehicle.
- Lack of a community center/indoor recreation facility for the Recreation Department. As a result, indoor programming depends on available indoor recreation space at the elementary school.

Recommendations

1. *Improve Mathis Plaza and Cedar Point*

With the exception of Mathis Plaza and Cedar Point, limited public spaces or access exist along the Toms River. Opportunities exist to transform these strategically located and somewhat unimproved waterfront properties into the envy of the region. These properties offer some of the best views of the Toms River. The intent is to encourage public use of these properties to the greatest extent possible. Mathis Plaza's redesign should take notes from park space at Riverfront Landing in Toms River.

The Borough owned portion of Cedar Point is essentially unimproved. Numerous opportunities for improving this area should be further explored by the proposed Recreation and Open Space Advisory Committee.

2. *Create a System of Bikes Lanes and Trails*

Consistent with the Borough's Land Use Plan, patiently work toward a bicycle network of shared or dedicated use ("bike lanes" and "bike paths," respectively). The aim is to identify the safest and most effective routes to provide better access to parks, the waterfront and other important destinations including schools as well as other local destinations. The design should better link the east and west side of the Borough that is currently bisected by the Garden State Parkway. Bike lanes, when painted on a roadway, not only provide access, they are also a means of traffic calming. The long-term goal is to develop an interconnected circuit of bike lanes and paths that circumnavigate the Borough, such that bicycling is a realistic alternative to the car.

The Jakes Branch runs through the Borough until it meets the Toms River. The Borough or the State of New Jersey either owns most of the land adjoining the Jakes Branch. Functionally, this area serves as an open space corridor. Numerous passive recreation opportunities exist for this area, i.e., construction of trails for hiking, fishing, etc.

3. *Create a Recreation and Open Space Advisory Committee*

To focus implementing capital improvements recommended in this plan and coordinating park maintenance, a recreation and open space advisory committee should be created. The committee should consist of a Council representative, Planning Board member, Recreation Director, Business Administrator, Police representative, public works representative and two (2) citizen members. The committee could meet monthly during ini-

tial implementation stages and quarterly thereafter. The committee should create a work plan each year to establish the desired level of annual performance. The committee should be responsible for establishing the maintenance program and identifying individuals accountable for each facility.

4. *Create a DPW park and beach maintenance plan for Brook Forest Beach Club.*

This Plan recommends creating a Recreation and Open Space Advisory Committee to oversee the development and maintenance of the Borough's existing recreation and open space lands. The creation of a formal plan for park and beach maintenance for Brook Forest Beach Club should be a priority effort of this newly created committee.

5. *Optimize the use of existing facilities*

Over-time, the Borough should consider utilizing man-made surfaces such as artificial turf to maximize active play time on fields.

6. *Continue a vigorous program of improving and maintaining Borough park and recreation facilities*

The Borough's program to upgrade and maintain Borough park and recreation facilities needs to be ongoing. The Borough should continue this program and commit sufficient resources to ensure that all facilities are improved and maintained at a high level for the benefit of Borough residents and visitors. As indicated in Table R-1, several existing facilities require maintenance and improvements.

7. *Provide a stable source of funding for local open space and recreation and supplement those funds with other revenue sources.*

The Borough, should establish a stable revenue source for the development and improvement of public parks, open spaces and recreation sites in the Borough. If a stable funding source is established that is acceptable to the State, then the Borough may qualify for State grants.

8. *Solicit grant monies to supplement local expenditures to satisfy South Toms River's local recreation and open space needs.*

Grant and service opportunities from NJ Green Acres and other sources could assist in implementing this Recreation and Open Space Plan.

9. *Improve signs at parks in the community*

The Borough should repair existing signs and add new signs for each park that indicates the rules and regulations.

RECYCLING PLAN ELEMENT

INTRODUCTION

The New Jersey Mandatory Statewide Source Separation and Recycling Act of 1987 (N.J.S.A. 13:1 E-99.11 et. seq.) requires that municipalities incorporate the State Recycling Goals for collection, disposition, and recycling as a component of their Master Plans. To that end, the Borough of South Toms River created a local recycling program and recycling program coordinator, which provides annual reports annually to the New Jersey Department of Environmental Protection, to address the pressing need to decrease solid waste generation and increase the amount of goods recycled.

The Municipal Land Use Law of 1975 (N.J.S.A. 40:55D-1 et. seq.) specifies that municipalities shall create an implementation mechanism to meet and exceed Statewide and County recycling goals. As set forth in N.J.S.A. 13:1 E-99.13.3.b.(4)(c), the Borough of South Toms River accepts the goal of 50% recycling of municipal solid waste by 2015 and will monitor its level of recycling and solid waste disposal and shall strive to achieve the recycling of 50% of the municipal solid waste generated within its borders.

The Ocean County Solid Waste Program addresses safety concerns of the removal and maintenance of the waste management stream by investigating all solid waste complaints received from residents and the State, monitoring of Class A, B and C recycling facilities, solid waste facilities, solid waste transporters and generators, assisting municipalities with Household Hazardous Waste Collection Days and identifying tire sites with up to 5000 tires on site to comply with the tire site exemptions at N.J.A.C. 7:26-1.4(a)5.

Both the Statewide and County goals serve as the basis of the Borough of South Toms River's Recycling Plan Element. This Element provides an overview of the current status of solid waste management and recycling within the Borough, along with waste generation and recycling rates. Lastly, a series of recommended actions are presented for the Borough to pursue in order to increase the percentage of solid waste that is recycled in the community.

CURRENT STATUS OF WASTE MANAGEMENT PROGRAM

Waste and Recycling Collection Program

Waste and recycling is collected from each residence, church, and all municipally owned buildings, parks and playgrounds, and facilities. The Borough of South Toms River prints a reference guide for its residents highlighting items that are considered waste and recyclables. The reference guide provides scheduled collection days for co-mingled containers, newspaper, and ferrous and non-ferrous metal products and provides contact information for further assistance. The Borough has divided the collection areas into three districts in which pick-up occurs twice a month.

Solid Waste

Waste resulting from food preparation and other general household functions, toys and small appliances is picked up twice per week, excluding the following holidays: New Year's Day, Good Friday, Memorial Day, Independence Day, Labor Day and Thanksgiving. Excluded items include construction debris (broken concrete, asphalt, roofing shingles, dirt and rocks, sheet rock, or other items commonly referred to as construction debris); hazardous materials, and dirt, stones, concrete, bricks, tree stumps or logs. All Ocean County residents are able to dispose of their Household Hazardous Waste, defined as pesticides, paints, batteries, varnishes, pool chemicals and others not listed yearly at a scheduled time and date. Residents may dispose of up to ten (10) quarts of their spent Motor Oil at a state license reinspection station, oil retailer, or retail service station, that has an existing used oil collection tank on premise.

So called "Bulk Trash," consisting of mattresses, box springs, furniture, wooden cabinets, wooden doors, screens, rolled carpet, tires, televisions and similar items, scrap wood and branches are picked up once a month.

All solid waste collected within Borough of South Toms River is disposed of in accordance with the Ocean County Solid Waste Management Plan.

Recyclable Materials

The following recycled materials are collected bi-weekly and may not be disposed of in a plastic bag:

1. Co-mingled Bottles and Cans: which means mixing the following items in a reusable container:
 - Beverage and Food Containers: Aluminum, steel, and tin and bi-metal containers.
 - Glass: All products made from silica or sand, soda ash and limestone, the product being transparent or translucent and being used for packaging or bottling of various material commonly know as clear (flint), green or brown (amber). Glass shall not include crystal, ceramics, cookware, light bulbs, and plate, window, laminated, wired or mirrored glass.
 - Plastics: Plastic products PET (symbol 1), HDPE (symbol 2), PVC (symbol 3), with labels attached. These products are soft drink, laundry detergent, bleach or softener bottles & milk, water, and juice jugs. Residents are required to clean and drain all liquid from plastic containers and to crush them prior to disposal. The Borough does not recycle yogurt cups, food storage tubs, and motor oil bottles.
2. Paper/Corrugated Cardboard: All uncontaminated newspaper, magazines, books, junk mail, chipboard, computer paper, office paper, corrugated cardboard and panels must be tied with string or rope or contained within a paper bag and placed in bundles no higher than ten (10) inches.

Other recyclable materials include:

1. Ferrous and Non-Ferrous Metal Products: All ferrous and non-ferrous metal/bulk appliances/white goods are picked up by appointment. All items, such as washers, dryers,

dishwashers, ovens, refrigerators, freezers, hot water tanks, hot and cold water tanks, air conditioners, gas/oil/electric heaters, gas tanks, bicycles, metal lawn equipment or other large appliances commonly referred to as white goods, have to be placed on the curb on the pickup date.

The Borough of South Toms River encourages residents not to throw out their grass clippings. The Borough recognizes that grass provides a natural fertilizer for resident's lawns.

Waste Generation and Recycling Rates

The Borough produces annual Recycling Tonnage reports that categorize the recyclable materials collected throughout the year, in the following groups, but not limited to: aluminum containers, batteries (car & household), corrugated cardboard, electronics, glass & plastic containers, light bulbs, mixed office paper, nonferrous/aluminum scrap, newspapers, and white goods. Table R-1, entitled "Ocean County Solid Waste and Recycling Tonnage Rates," breaks down the amount of solid waste disposed of and the recycling materials for which the County is responsible. Table R-1 illustrates recycling rates ranging from 52.6% to 59.6%.

TABLE R-1 OCEAN COUNTY SOLID WASTE AND RECYCLING TONNAGE RATES				
YEAR	SOLID WASTE TONNAGE	RECYCLING TONNAGE	TOTAL	RECYCLING RATE
2004	670,871	771,368	1,442,239	53.5%
2005	674,368	749,805	1,424,174	52.6%
2006	660,335	757,909	1,418,245	53.4%
2007	579,001	853,259	1,432,261	59.6%
2008	598,179	800,516	1,398,695	57.2%
2009	544,213	757,300	1,301,513	58.2%

Source: New Jersey Department of Environmental Protection

Municipal Land Use Law

The Municipal Land Use Law allows for the creation of a recycling plan element which incorporates the State Recycling Plan goals as well as including provisions for the:

collection, disposition and recycling of recyclable materials within any development proposal for the construction of 50 or more units of single-family residential housing or 25 or more units of multi-family residential housing and any commercial or industrial development proposal for the utilization of 1,000 square feet or more of land (N.J.S.A. 40:55D-28.b.12).

Opportunities exist during site plan review to ensure proper recycling facilities are constructed as part of development and redevelopment projects.

Recommendations

1. The Municipal Land Use Law provides for site plan specific recycling considerations for new construction and apartment dwelling units. The Borough should continue to work with the owner's of apartment complexes to improve recycling facilities.
2. The Borough should continue to evaluate the various State programs and shared service opportunities to reduce tax payer costs for both trash and recycling programs.
3. Continue to mail recycling information and educational materials to South Toms River residents when a change of ownership occurs in the tax assessor's office.
4. Continue to investigate new opportunities to reduce the overall waste stream and to increase recycling opportunities. Inclusion of large-scale developments would promote the overall recycling goals of the municipality.

5. The Borough should continue to update and enforce its Recycling Program and encourage participation through its recycling ordinance. Residents will participate in recycling programs if it is made convenient and accessible. The ordinance requires the provision of adequate space on site to collect and store recyclables in an attractive and safe facility. The facilities are required to be located in a manner that is accessible for pick up by the municipality.

Conclusion

The Borough of South Toms River continues to comply with N.J.A.C. 7:26A-11.1-11.5. South Toms River designated a municipal recycling coordinator who reports recycling tonnage as required by N.J.S.A. 13:1E-99.16e. South Toms River has appointed a municipal recycling coordinator who has received certification in compliance with the requirements of N.J.S.A. 13:1 E-99 et. seq. The municipal recycling ordinance establishes a recycling program sufficient to achieve the designated recovery targets set forth in the district recycling plan and complies with all requirements enumerated in N.J.A.C. 7:26A-11.1-11.5.

Policy Statement on Plan Relationships

The New Jersey Municipal Land Use Law requires that the Master plan document include a policy statement discussing the relationship of the proposed development, as presented in the Master plan, to the Master Plans of contiguous municipalities and to the Master Plan of Ocean County and the Development Plan and Redevelopment Plan of the State of New Jersey.

Master Plans of Adjacent Municipalities

The Plan Elements of the South Toms River Master Plan are generally consistent with the Master Plans of the three adjacent municipalities. The basic level of intensity as well as the specific land use classifications proposed in the Master Plan are similar to or compatible with the proposed uses in the Township of Berkeley, the Township of Toms River and the Borough of Beachwood. In those instances of disparity, lands are developed and impacts, if any, are manageable.

Master Plan of Ocean County and the Development and Redevelopment Plan of the State of New Jersey

The Plan Elements of the Master Plan for South Toms River have been prepared in concert with the Ocean County Master Plan and the Development and Redevelopment Plan of the State of New Jersey as well as the Pinelands Comprehensive Management Plan. The proposed land use patterns are generally compatible with the recommendations of the County and the State plans for land use development and intensity.

Recommendations of the Land Use Plan and Recreation Plan Elements of the South Toms River Master Plan follow County and State proposals/themes for protecting residential neighborhoods and preserving open/sensitive lands.