

LAKE-00030

October 23, 2006

Eileen Swan, Executive Director  
NJDCA - Office of Smart Growth  
101 South Broad Street, 7<sup>th</sup> Floor  
P.O. Box 204  
Trenton, NJ 08625-0204

**Re: Township of Lakewood, Ocean County  
Plan Endorsement Action Plan Status Report**

Dear Ms. Swan:

This letter is in response to the Township of Lakewood, Ocean County Plan Endorsement Action Plan Items A1/A2: State Plan Policy Map and D2 DRAFT Housing Element and Fair Share Plan.

**Action Plan Item A1  
Activity. State Plan Policy Map**

**Action Plan Time table: October 23, 2006**

**Status.** The Township has proposed that Lakewood be designated a Regional Center. The proposed Regional Center encompasses the entire Township with the exception of the Category One waterbodies and buffers, critical environmental sites and proposed and dedicated open spaces.

The Township has convened a local working group to further refine the proposed Regional Center Conceptual Plan presented in our September 22, 2006 Action Plan Status Report. In addition, Lakewood presented the preliminary conceptual framework for the proposed Lakewood Regional Center on October 13<sup>th</sup> at an Office of Smart Growth sponsored Regional Plan Endorsement meeting. Lakewood also has met with the Ocean County Planning Board for additional comments and review on the proposed center concept. The Township also is meeting with Georgian Court University and Beth Medrash Govoha to discuss the proposed Campus Core. The Township has requested additional meetings with OSG staff to further refine the Regional Center Conceptual Plan. Based on feedback from the local working group, County, OSG and other State agencies, Lakewood will prepare a final Regional Center Conceptual Plan that will be submitted as part of the petition report.

***Narrative.***

State Plan Delineation Criteria. Lakewood has analyzed the State Development and Redevelopment Plan delineation criteria for Regional Centers for the year 2000, 2005 and the State Plan Horizon of 2025 (Table 1).

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As seen from this table, the Township intends to increase in population and provide housing and job opportunities consistent with and exceeding the respective criteria. As projected, the Township will exceed the number of housing units for a regional center and be in conformance with the State Plan delineation criteria for required density of housing. In terms of employment and the jobs-to-housing ratio, Table 1 currently represents trend development and shows only a modest increase, resulting in a decrease of the jobs-to-housing ratio over-time. However, as the proposed Regional Center and core development approach are implemented, Lakewood anticipates that employment figures will most likely increase above trend, resulting in a jobs-to-housing ratio consistent with the State Plan delineation criteria.

Currently the Township functions as a focal point for the region's economic, social and cultural activities. In the future, Lakewood would like to support and enhance its role as a mixed-use, multi-modal; center for the region.

The State Plan requires that Regional Centers function with the following attributes:

- Focal point for region's economic, social and cultural activities with a compact mixed-use core.
- Located in market area supporting high-intensity development and redevelopment.
- Identified as a result of a strategic planning effort conducted on a regional basis.
- Located, scaled and designed not to adversely affect economic growth potential of Urban Centers.

Lakewood is clearly a focal point for the region. Lakewood is a major employer center in the Monmouth and Ocean County region, with the Kimball Medical Center and the Lakewood Industrial Parks as two important employment centers. Lakewood has the largest Foreign Trade Zone and Urban Aid Enterprise Zone. Lakewood has several recreation areas, including Ocean County Park, Lake Shenandoah, and Lake Carasaljo and hosts the Lakewood BlueClaws as well as the National and State historical registered Strand Theater. Lakewood's downtown and central business district also serves as a key focal point of the region, whose role will be enhanced with the proposed MOM station.

As described in the September 22, 2006 Action Plan Status Report, Lakewood intends to enhance its "function" as a Regional Center through a core-based development approach. By 2025, the Township will have established several core areas that are designed to be compact mixed-use cores, such as the Multi-Modal-Mixed Use cores at New Hampshire, North Gateway (formally called James Way) and Franklin Street and the Prospect and Cross Street Mixed-Use Core. Lakewood will also serve as regional mass transit destination with the MOM and multi-modal transit/bus station.

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Lakewood intends to promote smart growth principles and preserve environmentally sensitive areas through the Regional Center Conceptual Plan. The proposed Regional Center will serve as the overarching framework for appropriate infill development as part of a comprehensive land use and master plan for the center. In addition, the Township is proposing to enhance the connectivity of the road network by providing for linkages. The Township also would like to enhance its natural features by establishing a comprehensive open space strategy.

As part of the Regional Center Conceptual Plan, the Township is purposing areas that are targeted for redevelopment. These include the Cedar Bridge Redevelopment Area, the Stadium Support Zone, the North Gateway Redevelopment Area, the Franklin Street Redevelopment Area and the Hagaman Site.

The Township revised the Proposed Regional Center Map from the September 22, 2006 Status Report as follows:

- 1) Infrastructure Network. To facilitate motorized connectivity, Lakewood has proposed to enhance the existing road network by creating opportunities for duplication as well as and creating additional links in the overall system. The revised DRAFT Regional Center Concept Plan includes a proposed extension of New Hampshire Avenue and East Kennedy Boulevard and additional connections in the affordable housing core area.
- 2) Proposed Open Space and Recreation Network. Lakewood has several county and local parks, recreation areas and has proposed a new conservation area at the Crystal Lake area and a new recreation area as part of the affordable housing core.
- 3) Pedestrian and Bicycle Linakges. Lakewood's center based plan provides transportation options for its residents. The map depicts the existing and proposed bicycle and pedestrian trails. Currently, the Township has a pedestrian and bicycle network on Pine Street, Albert Avenue and Oak Street. Lakewood proposes to expand this system to link the downtown commercial areas with the North Gateway core, as well as the employment cores on Cedar Bridge Avenue (Corporate Campus, Industrial and New Hampshire Multi-Modal). The network also would expand to the proposed Prospect and Cross Street Mixed-Use core and open space and recreation areas South of Route 70. The Township also will provide an additional recreation opportunity for its residents by developing an approximately 5-mile loop around Lake Carasaljo. This loop also could provide a destination magnet for the region.

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Table 1: Proposed Regional Center Summary State Plan Criteria

REGIONAL CENTER REQUIREMENTS	2000 U.S. CENSUS LAKEWOOD REGIONAL CENTER BASELINE	2005 U.S. CENSUS LAKEWOOD REGIONAL CENTER BASELINE	2025 U.S. CENSUS LAKEWOOD REGIONAL CENTER PROJECTED <sup>1</sup>
LAND USE			
Land Area (Sq. Mi.) <sup>2</sup> : 1 to 10	24.65	24.65	24.65
Housing Units (Number): 4,000 to 15,000	21,214 <sup>°</sup>	24,571 <sup>°</sup>	33,505
Density of Housing (Units/Acre) <sup>3</sup> : > 3	1.34 (Gross)	1.56 (Gross)	2.12 (Gross)
	2.14 (Net)	2.47 (Net)	3.37 (Net)
POPULATION			
Population (Number): > 10,000	60,352 <sup>°</sup>	74,517 <sup>°</sup>	104,400
Population Density (Population/Sq. Mi.): > 5,000	2,448.36 (Gross)	3,023.15 (Gross)	4,219.07 (Gross)
	3,888.17 (Net)	4,800.75 (Net)	6,700.19 (Net)
ECONOMY			
Employment (Number): 500 to 10,000	24,900 <sup>°</sup>	27,410 <sup>°</sup>	30,950
Jobs-Housing Ratio: 2:1 to 5:1	1.17:1	1.12:1	0.92:1
INFRASTRUCTURE			
•Capacity (general): Access to sufficient existing or planned infrastructure.	Located in a sewer service area. Public water available	Located in a sewer service area. Public water available	Located in a sewer service area. Public water available
•Transportation: Near major public transportation terminal, arterial or interstate interchange; hub for two or more transportation modes	Three Garden State Parkway interchanges, U.S. Route 9, NJ Transit terminal	Three Garden State Parkway interchanges, U.S. Route 9, NJ Transit terminal	Three Garden State Parkway interchanges, U.S. Route 9, NJ Transit terminal & proposed mass transit station and rail line
<sup>°</sup> US Census Bureau, American Community Survey (2000) <sup>°</sup> NJTPA (2000)			

<sup>1</sup>2025 projections are from the 2004 Lakewood CA Report (Appendix C: Lakewood Initial Plan Endorsement Petition). The 2025 housing units estimate is based off of the difference between 2025 population projection and 2005 US Census population, divided by the 2005 US Census average household size figure, and added to the 2005 US Census housing unit estimate ((104,000 Projected Population from Appendix C of 2004 Lakewood CA Report – 74,517 Year 2005 US Census Population)/3.30 Year 2005 US Census Average Household Size + 24,571 Year 2005 US Census Housing Unit Total Estimate = 33,505 Year 2025 Housing Units). The 2025 Employment is from NJTPA. Please note that Appendix C of the 2004 Lakewood CA Report does not specifically discredit the NJTPA projections. Also note that the NJTPA’s projection does not conflict with the non-residential growth share calculation that has been calculated by T&M

<sup>2</sup>Land Area = Total Area of Entire Township – Surface Water of Entire Township

<sup>3</sup>A. Gross calculations based on Land Area

B. Note: Net calculations based on Total Area – Surface Water – Encumbrances (Encumbrances includes dedicated and proposed open space, critical environmental sites (CES), and Category One waterbodies and buffers).

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**Action Plan Item A2**

**Action Plan Time table: October 23, 2006**

**Activity. State Plan Policy Map**

*Status.* The Township participated in cross-acceptance and submitted their comments to the County for inclusion in the Ocean County Cross-Acceptance Report. Lakewood also participated in a planning workshop with OSG and other State agencies and a regional plan endorsement meeting with Brick and Dover Townships, OSG and other State agencies.

*Narrative.* Lakewood reaffirms its position that the Metropolitan Planning Area (PA1) is appropriate for the Township and would support its planning goals and preservation efforts.

As part of the initial plan endorsement petition, the Township submitted its Cross-Acceptance Report and the Ocean County Cross-Acceptance Report. These reports present the argument for a PA1 designation within the Township, as well as other Planning Area changes. In addition, Lakewood reiterates that these areas meet the State Plan criteria for a PA1 designation (Table 2: Proposed Metropolitan (PA1) Summary State Plan Criteria). The only modification proposed by Lakewood is to designate the identified Category One waterbodies and buffer areas as critical environmental sites (CES) and identify existing and proposed open space areas.

As noted in the May 23, 2006 Office of Smart Growth Consistency Report, OSG commented that Lakewood's PA1 presentation failed ". . . to recognize the existence of environmentally sensitive features in the area . . . [and that] the Township will need to justify that there is capacity (water supply, sewer, transportation) to support this level of development." The Township response to this request is as follows:

- 1) Environmentally Sensitive Areas. As noted above Lakewood proposes to designate certain environmentally sensitive features as a CES in the proposed State Plan Policy Map. In addition, to prepare the Master Plan Reexamination Report, Lakewood's Master Plan Advisory Committee prepared several background studies that served as the basis for recommended action by the Township regarding environmentally sensitive features. The Master Plan Reexamination Report considers Lakewood's demographic, infrastructure, open space, environment, recreation, and historic preservation issues. In formulating sustainable development practices, Lakewood has proposed incorporating additional mixed-use opportunities and other compact development forms throughout the Township as well as encouraging conservation practices surrounding environmentally sensitive areas, such as residential clusters and dedication of open space areas. In addition, the Township has prepared and will be adopting a Natural Resource Inventory. This document will provide technical guidance to support sustainable development in Lakewood and serve as the technical foundation for the proposed open space linkages and plans, such as the Habitat Conservation Plan, Stream Corridor Protection Plan, and Open Space and Recreation Plan. These objectives will be incorporated into Lakewood's Planning

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and Implementation Agreement (PIA) with the specified technical assistance required by the State and timeline for adoption.

- 2) Infrastructure Capacity. The Natural Resource Inventory and Master Plan Reexamination Report both provide a preliminary assessment of the infrastructure capacity in the Township. In regards to water and sewer, NJDEP does consider that the Lakewood Township Municipal Utilities Authority (LTMUA) and New Jersey American Water Company® (NJAWC) to have adequate water supply and treatment capacity for the entire system. Water and sewer service within the LTMUA serves the eastern portion of the Township and NJAWC serves the western portion. NJAWC expects future population growth in the system, over the next 15 years, mainly in regional development centers. Based on NJAWC's existing supply capacity and projected customer demands, a source of supply study is underway to evaluate supply augmentation alternatives that will be needed during the planning horizon. This comprehensive study entitled the "Coastal North Supply Development Plan" will be completed by March 2007.

The Ocean County Utilities Authority (OCUA) is the regional treatment plant and interceptor agency for Lakewood. The Northern Wastewater Treatment Plant wastewater treatment facility is located in Brick Township and the firm capacity is 32 MGD and average flow is 26 MGD. In addition to Lakewood, the Northern Wastewater Treatment Plant serves Bay Head, Brick, Jackson, Point Pleasant Beach, Point Pleasant Borough, parts of Howell, Freehold and Wall. OCUA contends that there is adequate plant capacity for the next 15 to 20 years. NJAWC is in the process of finalizing a "Lakewood Sewer Service Area – Comprehensive Planning Study" that will address sanitary flow capacities as well as proposed expansions to the system.

Regarding roadway capacity, there are only two major arterial roads that run the length of the Township from North to South: the Garden State Parkway and Route 9. The Garden State Parkway is located in the eastern portion of the Township, is controlled by an independent State authority, and provides limited access to Lakewood. Route 9 is located nearer to the center of Lakewood, but it provides only one lane in each direction in the southern half of its 4.6-mile run through Lakewood. In this 4.6 mile corridor, there are 46 intersections, of which 12 are signaled with traffic lights. As the population growth in Ocean County in general and in Lakewood in particular continues to expand, there is significant impact on traffic congestion and delays on Route 9.

The Township Committee supports the proposal to widen Route 9, and to that end has directed the Lakewood Township's Zoning Board of Adjustments and the Planning Board to not permit variances that would allow construction of any

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structure that does not have 100 foot or more setback from the roadway. In addition, the Master Plan Advisory Committee has proposed roadways with the intent to address the alleviation of congestion on Route 9. Moreover, the Township remains committed to establishing a transit station located with close proximity to the downtown area and would consider the proposed location as a multi-modal transit station. Currently, the New Jersey Transit owns and operates a commuter bus terminal in downtown Lakewood Township. The building is old and not well maintained. The Township proposes that NJ Transit propose a MOM new rail station in Lakewood and construct a new, modern transportation terminal as a hub for commuter and local transportation services.

In addition to the proposing improvements to gray infrastructure, Lakewood also is committed to promoting its green infrastructure. Lakewood has proposed a bicycle and pedestrian network will serve to interconnect a network with the existing and proposed growth areas and facilitate pedestrian and bike travel and recreation for residents and visitors. Providing recreational opportunities, preserving open space and establishing trails to and from neighborhoods, schools, and recreational and communities facilities is a high priority planning goal for the Township.

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Table 2: Proposed Metropolitan (PA1) Summary State Plan Criteria

STATE PLAN CRITERIA: PLANNING AREAS: METROPOLITAN (PA1)*	2000 U.S. CENSUS LAKEWOOD PA1 BASELINE	2005 U.S. CENSUS LAKEWOOD PA1 BASELINE	2025U.S. CENSUS LAKEWOOD PA1 PROJECTED <sup>4</sup>
LAND USE			
Land area: <sup>5</sup> > 1 sq mi	24.65	24.65	24.65
POPULATION			
Number of people: ≥ 25,000	60,352 <sup>°</sup>	74,517 <sup>°</sup>	104,400
Population Density: <sup>6</sup> > 1,000 per sq mi	2,448.36 (Gross)	3,023.15 (Gross)	4,219.07 (Gross)
	3,888.17 (Net)	4,800.75 (Net)	6,700.19 (Net)
INFRASTRUCTURE			
Capacity (general): •Existing public water and sewer systems, or physical accessibility  •Access to sufficient existing or planned infrastructure.	• Located in a sewer service area. Public water available  •The Township may be accessed by three Garden State Parkway interchanges, U.S. Route 9, and the NJ Transit terminal and bus system.	• Located in a sewer service area. Public water available  •The Township may be accessed by three Garden State Parkway interchanges, U.S. Route 9, and the NJ Transit terminal and bus system.	• Located in a sewer service area. Public water available  •The Township may be accessed by three Garden State Parkway interchanges, U.S. Route 9, the NJ Transit MOM rail line and station and proposed multi-modal hub and core.
OTHER			
•Areas that are totally surrounded by land areas that meet the criteria of a PA1, are geographically interrelated with the PA1 and meet the intent of this Planning Area.			•The Ocean County Planning Board supports the delineation of northern Ocean County as a PA1, which would include the municipal boundaries of Lakewood.
*The figures are meant as a frame of reference. Please refer to the figure Proposed Redevelopment Areas and State Plan Policy Map Amendments for proposed PA1 changes. <sup>°</sup> US Census Bureau, American Community Survey (2000) <sup>◇</sup> NJTPA (2000)			

<sup>4</sup>2025 projections are from the 2004 Lakewood CA Report (Appendix C: Lakewood Initial Plan Endorsement Petition). The 2025 housing units estimate is based off of the difference between 2025 population projection and 2005 US Census population, divided by the 2005 US Census average household size figure, and added to the 2005 US Census housing unit estimate ((104,000 Projected Population from Appendix C of 2004 Lakewood CA Report – 74,517 Year 2005 US Census Population)/3.30 Year 2005 US Census Average Household Size + 24,571 Year 2005 US Census Housing Unit Total Estimate = 33,505 Year 2025 Housing Units). The 2025 Employment is from NJTPA. Please note that Appendix C of the 2004 Lakewood CA Report does not specifically discredit the NJTPA projections. Also note that the NJTPA’s projection does not conflict with the non-residential growth share calculation that has been calculated by T&M

<sup>5</sup>Land Area = Total Area of Entire Township – Surface Water of Entire Township.

<sup>6</sup>A. Gross calculations based on Land Area  
B. Note: Net calculations based on Total Area – Surface Water – Encumbrances (Encumbrances includes dedicated and proposed open space, critical environmental sites (CES), and Category One waterbodies and buffers).



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**Action Plan Item D2**

**Action Plan Time table: October 23, 2006**

**Activity. DRAFT Housing Element and Fair Share Plan**

*Status.* Lakewood has prepared the enclosed draft Housing Element and Fair Share Plan to address their affordable housing obligations. As part of their third round regulations, COAH has determined that Lakewood has a 158-unit rehabilitation component obligation and a zero (0)-unit prior round new construction obligation. Based on projected residential and nonresidential growth for the period of 1999 to 2014, Lakewood's growth share obligation is 442-units.

To address the Township's affordable housing needs, Lakewood set aside 63 acres for the construction of approximately 600 new affordable two, three and four bedroom units by three non-profit housing developers, including STEPS, NJ Hand, and the Lakewood Affordable Housing Corporation. The Township will be receiving RCA monies from the Township of Ocean, Ocean County and Township of Manalapan, Monmouth County to construct these units. The proposed affordable housing is situated in a proposed core that will incorporate a variety of housing types, schools, retail satellite areas, and recreation opportunities. This site has been identified in the initial plan endorsement petition (Initial Plan Endorsement Petition: Appendix B) and the Regional Center Concept narrative (DRAFT Regional Center Concept Plan Map). To the extent that they are funded by RCAs, these units will not be applied to the Township's growth share obligation.

The rehabilitation share of Lakewood's affordable housing obligation will be addressed with Lakewood's rehabilitation program, REHABCO, which is funded by Community Development Block Grants. The Township's remaining growth share obligation will be addressed through credits from existing public and private housing developments, including multi-family and age-restricted rental units and alternative living arrangement units. Lakewood also may employ bonus credits for multi-family rental units in excess of their rental obligation.

If you have any questions or require additional information, please do to hesitate to call.

Very truly yours,

**T&M ASSOCIATES**

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STAN SLACHETKA, AICP, PP  
PLANNING CONSULTANT

SCS:VZM:lbw:lfm

cc: Meir Lichtenstein, Township Mayor  
Frank Edwards, Township Manager  
Russell Corby, Lakewood Development Corporation, Executive Director  
Jung Kim, OSG Area Planner

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