

TOMS RIVER NEIGHBORHOOD ANALYSIS AND LAND USE PLAN

Prepared By



October 2016



Toms River Neighborhood Study and
Land Use Recommendations

OCTOBER 2016

Prepared for:
Toms River Township
Ocean County, New Jersey

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*The original of this document was signed
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Toms River Neighborhood Analysis

This document serves as an overview of the land use patterns that characterize Toms River's 20 coastal neighborhoods.¹ Through our discussions with the Township, it is our understanding that many properties in this area do not meet the dimensional requirements of the current zone districts. This has impacted the post-Sandy recovery, as property owners of these nonconforming lots are required to seek variances from the Zoning Board of Adjustment.

Revising zoning ordinances can create long-term changes to the built environment. Given the large size of this study area--at nearly 8 square miles, this section of Toms River is larger than over 330 of New Jersey's 565 municipalities—a change to a zone to benefit one area could create new problems in another. Instead, revisions on this scale ideally should be context-sensitive to the existing neighborhood. As a result, any changes need to meet three challenges: promoting storm recovery (the ability to rebuild) and resiliency (the ability to withstand the next storm), protecting existing neighborhood character, and limiting the amount of “new” development in areas at risk of future storm events.

This report begins with a review of the existing characteristics of Toms River's coastal neighborhoods. In the pages that follow, a summary of each neighborhood's characteristics is described in an “Atlas” format. This includes a general description of building types, vulnerability to flood hazards, summary of development types and lot sizes, summary of applications before the ZBA between 2013 and 2014 and the commonly encountered bulk variances needed, and analysis of the underlying existing zoning districts in relation to prevailing lot size conformity. This information was gathered through a field visit in May 2015 and supplemented by GIS Data and other materials supplied by the Township. These findings were then reviewed by Township Planning Staff before they were presented to the public for discussion and input during a series of informational sessions in November 2015.

These atlas pages and recommendations provide a snapshot of the character and pattern of development in each neighborhood, with recommendations of where potential changes to the zoning regulations would meet the three challenges of recovery and resiliency, community character, and limiting additional “new development” that could put additional homes at risk of future storm events.

¹The 20 neighborhoods identified as part of this study were based on neighborhood maps, when available, as well as similarities in lot size, building type, and other physical similarities. Some of these neighborhoods, such as “Brighton/Rutherford/Brightwater,” contains four (4) neighborhood associations, Rutherford Homes, Brightwater Cottage and Trailer Association, West Brighton Association, and the Bay Villa Condo Association. The distinction between a neighborhood based on development patterns and building type can be blurred at times, as for example, that Rutherford, Brightwater and another neighborhood, Sunset Manor operate as the “Tri-Beach Association.”

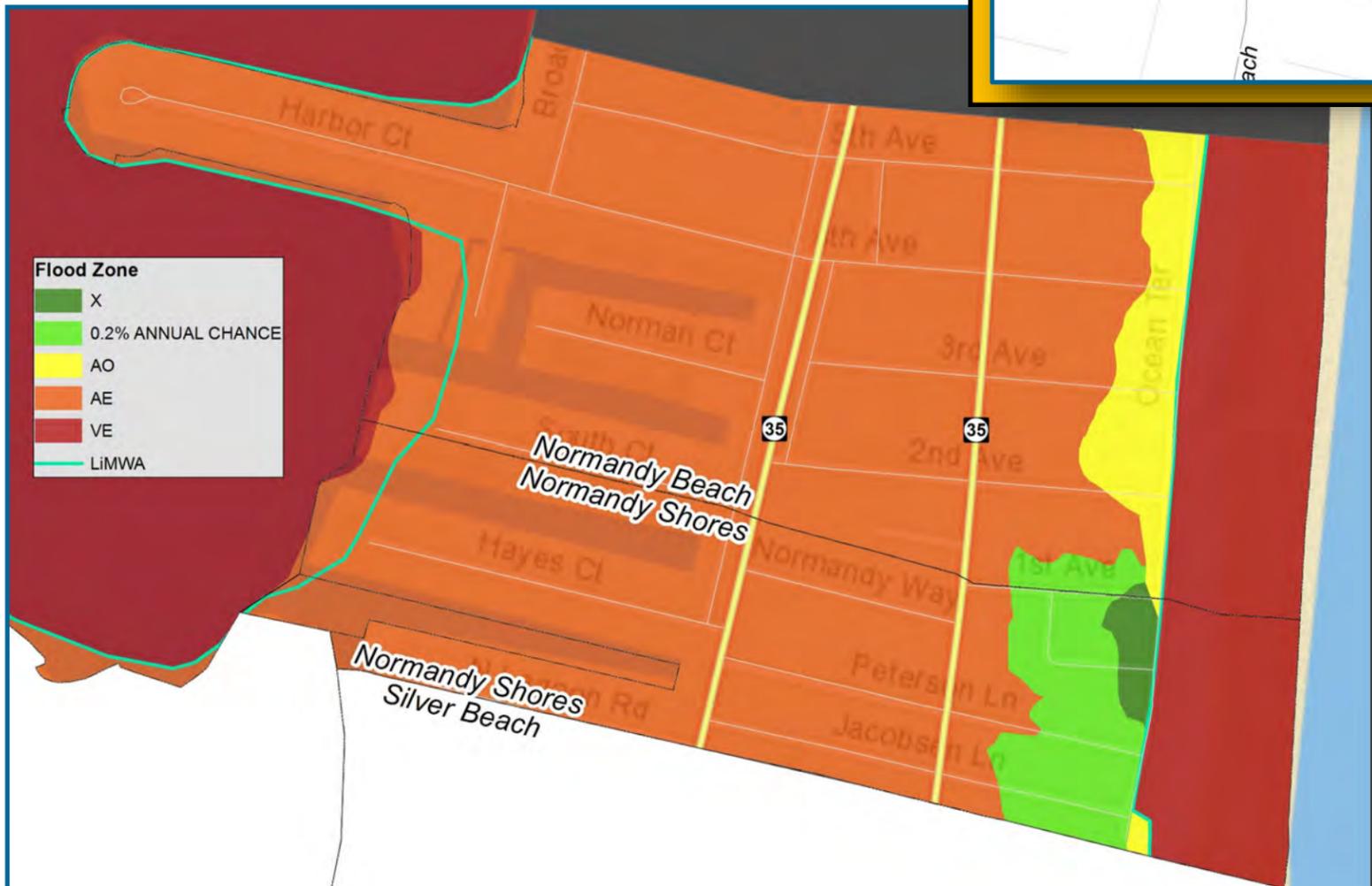
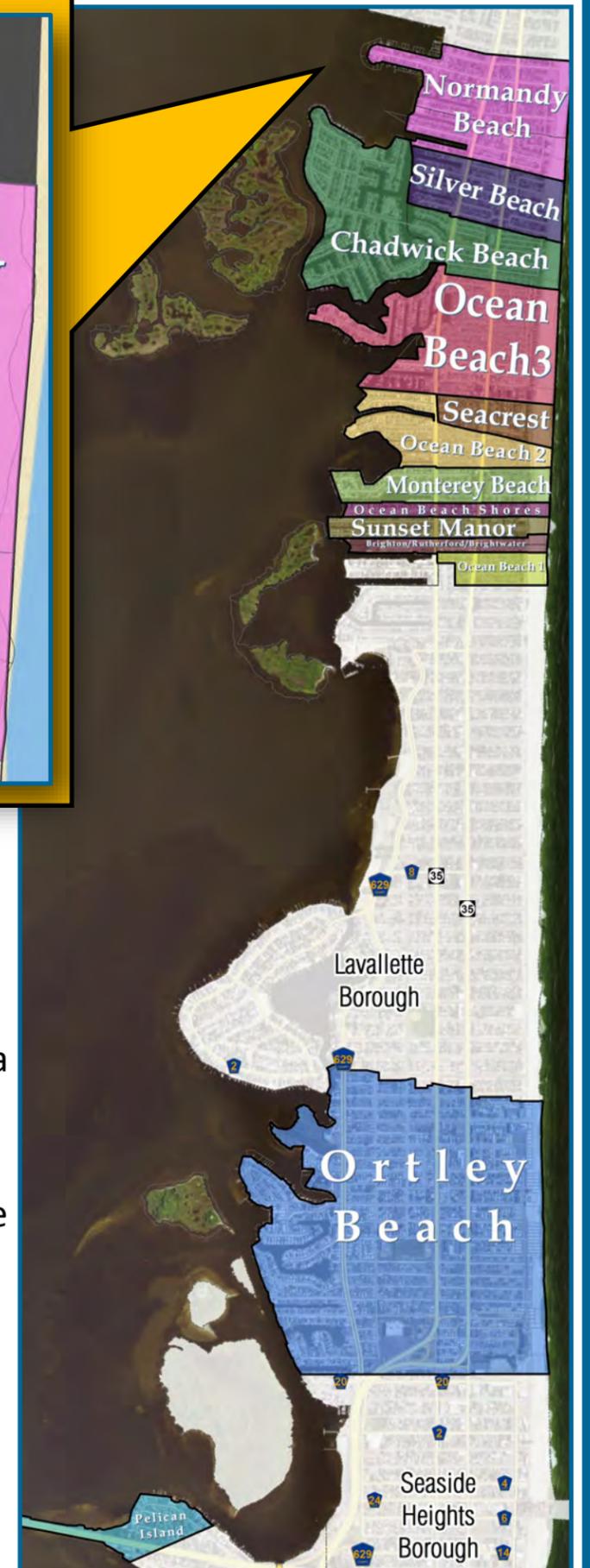
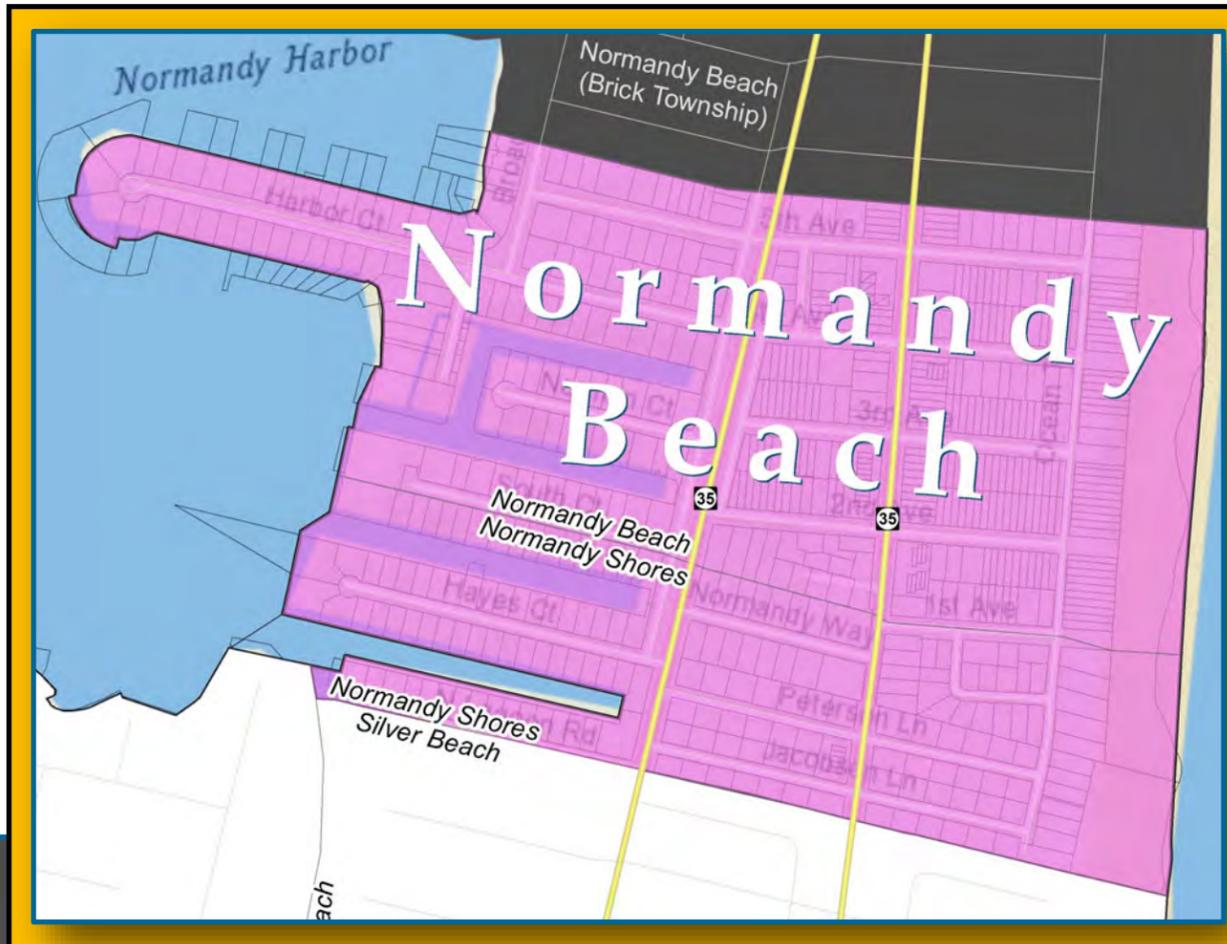


Barrier Island: Normandy Beach

Includes Normandy Beach and Normandy Shores

Observations:

- The Normandy Beach neighborhood extends into Brick Township. In the Toms River section, Normandy Beach includes the communities of Normandy Beach and Normandy Shores.
- Moderate density residential community, split between lagoon developments on the bayside and higher density residential east of Route 35.
- Location: South of Normandy Beach (Brick), and north of Silver Beach neighborhood



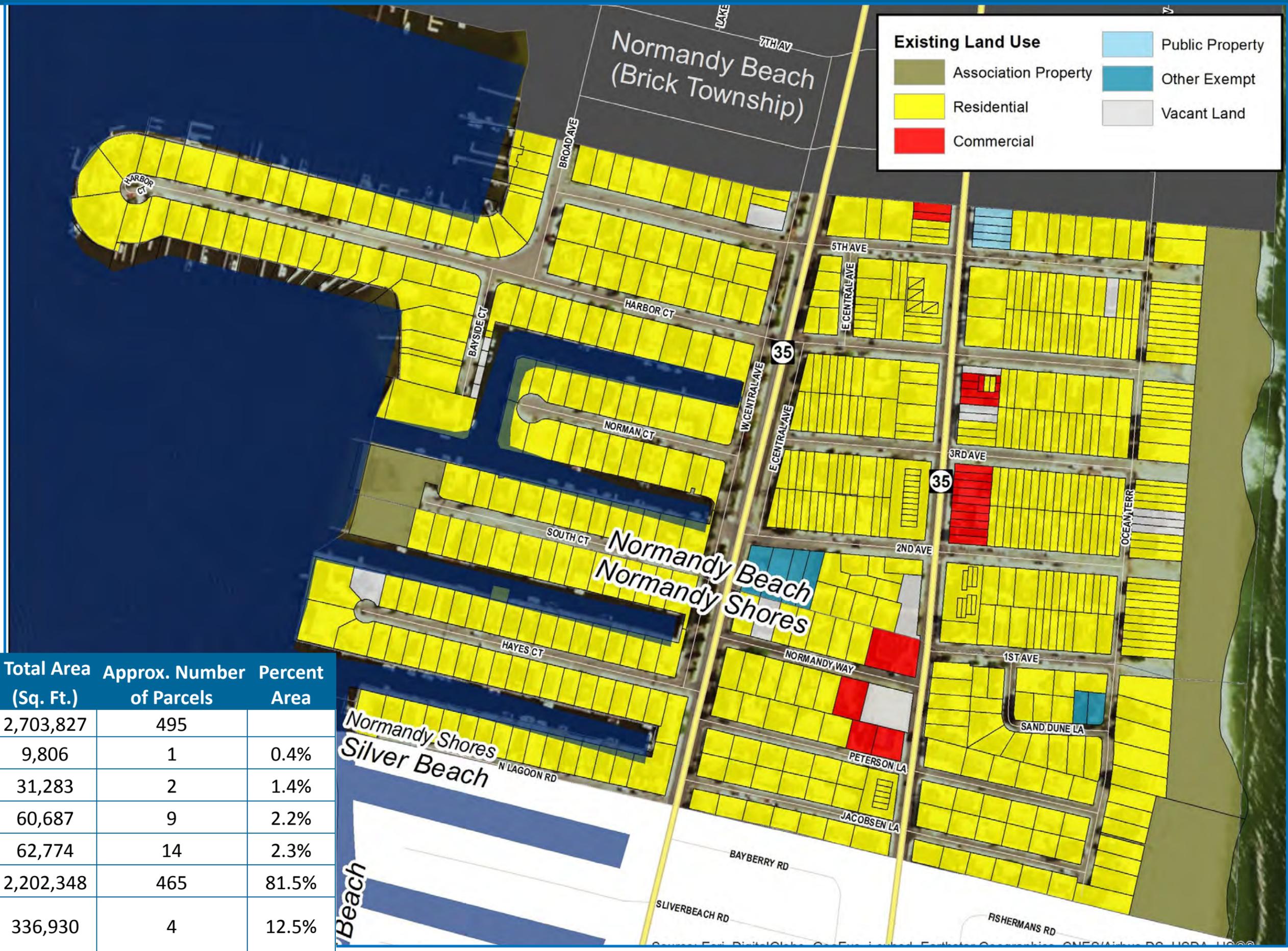
Vulnerability Characteristics:

Mostly in the AE Flood Zone, with small sections in the 0.2%, AO, and VE Flood Zones. The remaining area of the neighborhood is located outside of the special flood hazard area in the X or 0.2% Annual Chance flood zones.

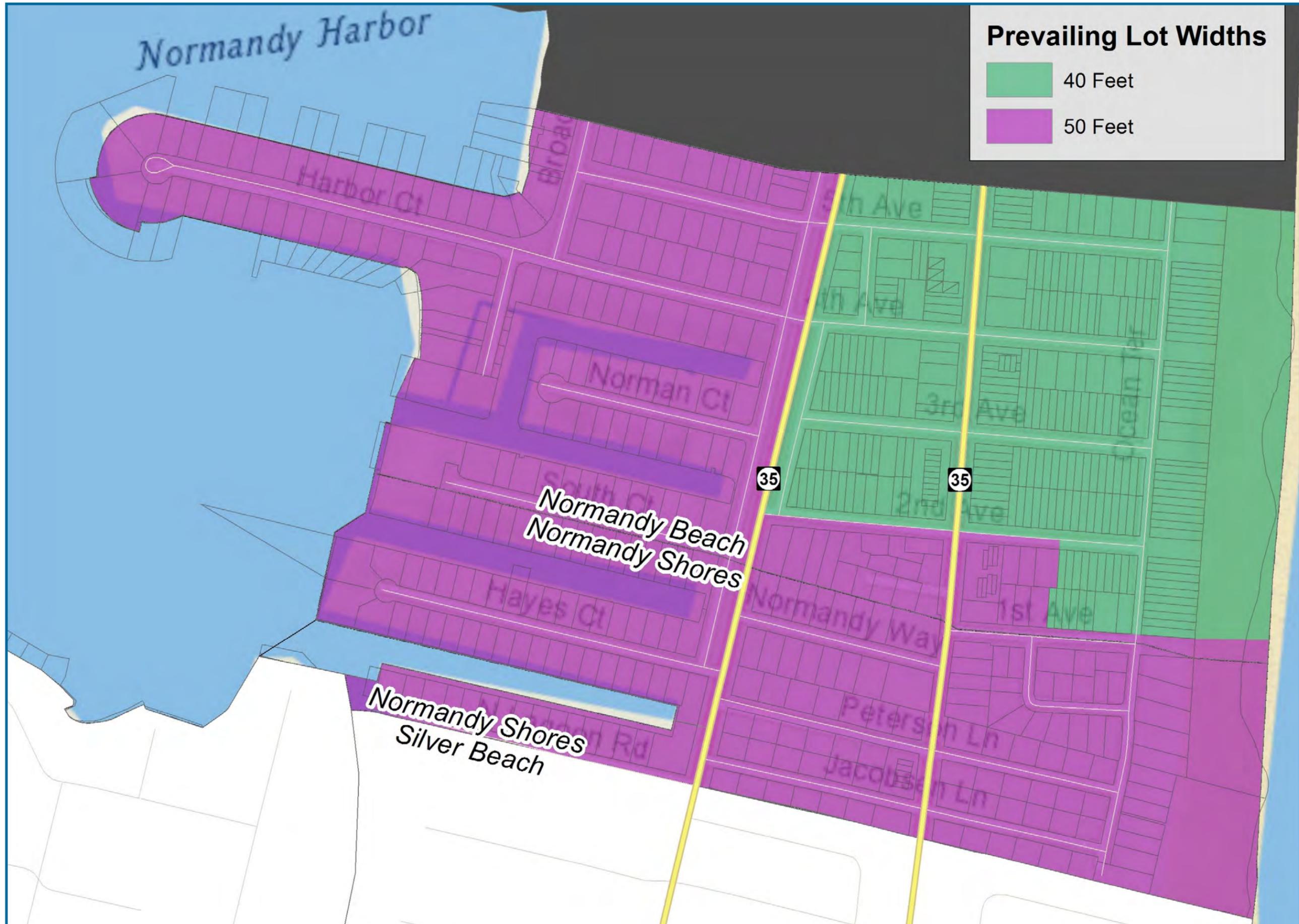
Zoning:

- Zone Districts: 2
 - GB (along Rt. 35N corridor)
 - R-40A Residential
- Variances in 2013-2014: 7
 - Common Types: Pool (2), Remove and Reconstruct (2), Single Family Bulk Variance
 - Bulk Variances: Front setback (2); side setback; lot coverage; depth
- Prevailing Lead Lot Widths:
 - East of Route 35S in the northern half of the neighborhood: 40 feet
 - The rest of the Normandy Beach neighborhood: 50 feet





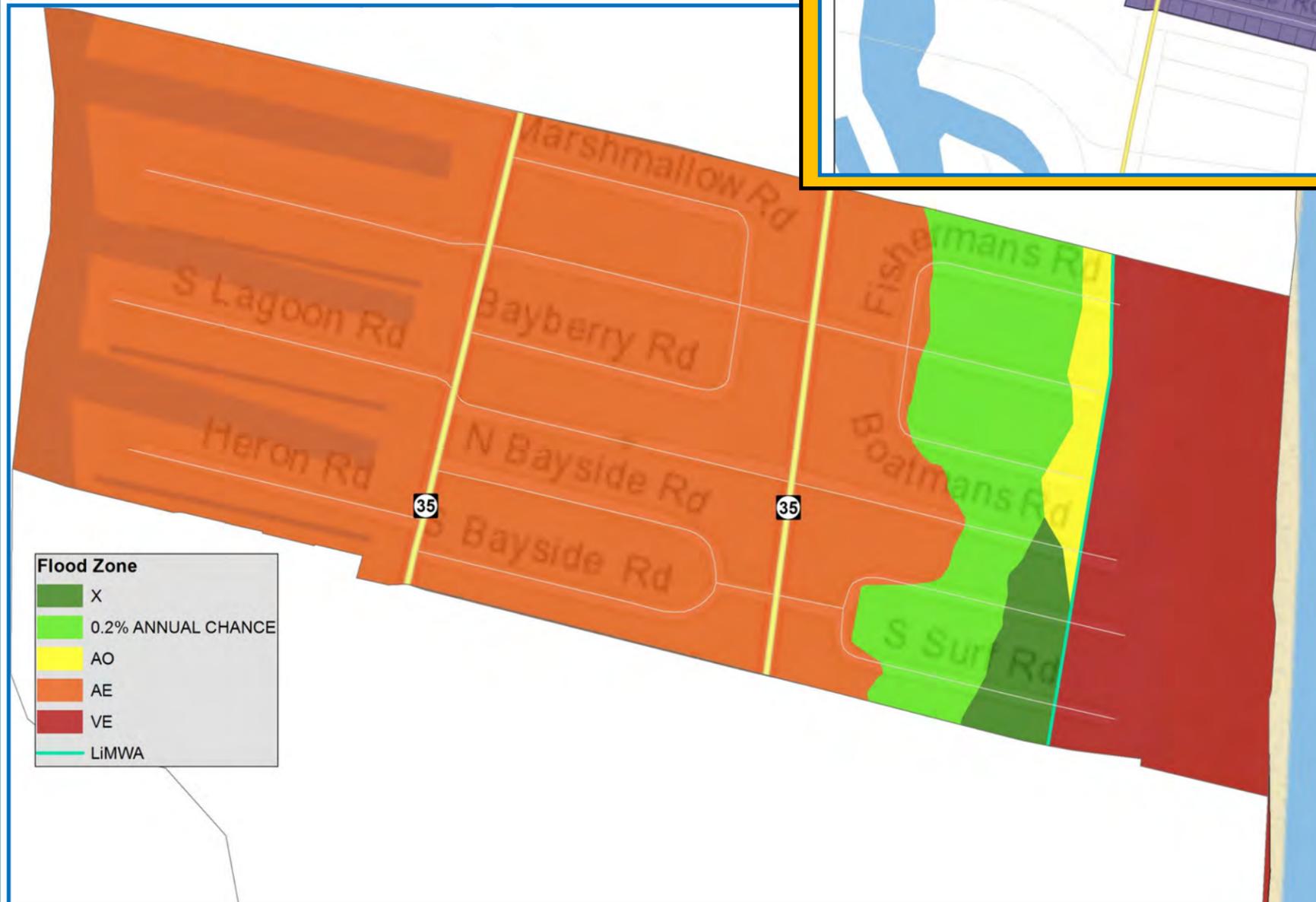
Neighborhood Land Use	Total Area (Sq. Ft.)	Approx. Number of Parcels	Percent Area
Total	2,703,827	495	
Public Property	9,806	1	0.4%
Other Exempt	31,283	2	1.4%
Commercial	60,687	9	2.2%
Vacant	62,774	14	2.3%
Residential	2,202,348	465	81.5%
Association Property	336,930	4	12.5%



Barrier Island: Silver Beach

Observations:

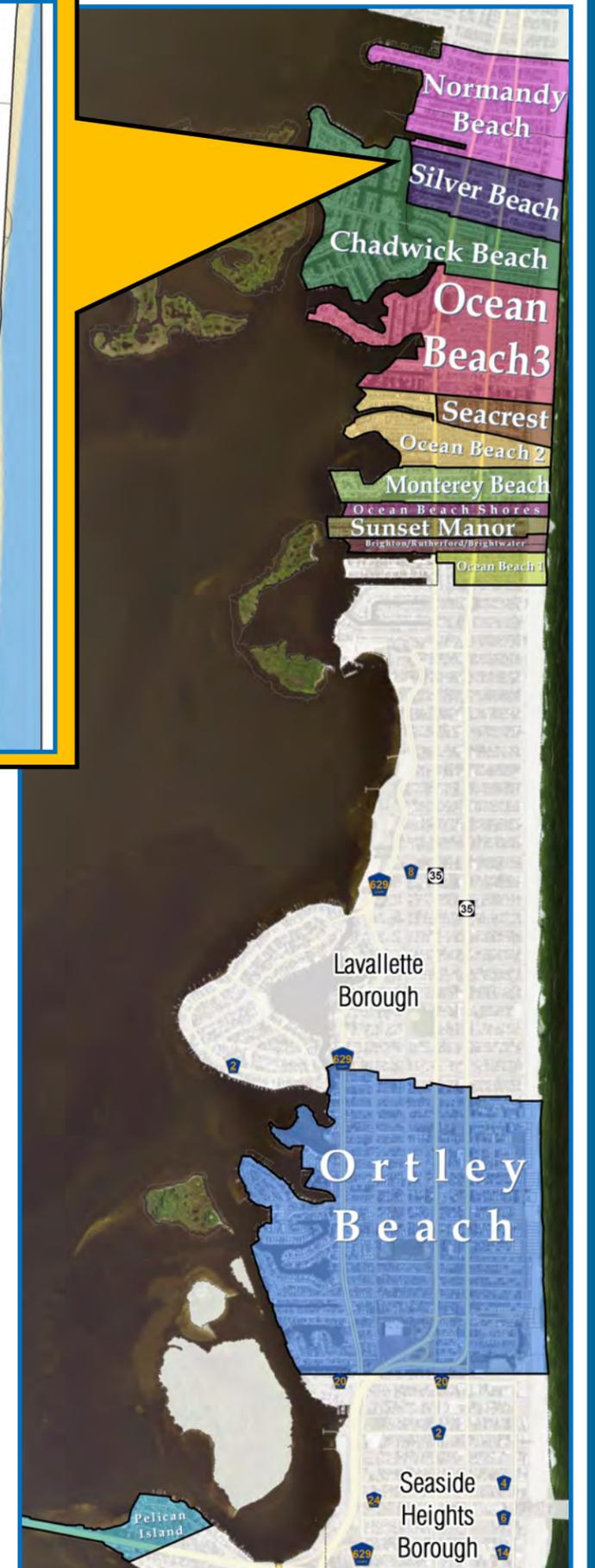
- Moderate density residential community, split between lagoon developments on the bayside and higher density residential east of Route 35.
- Location: South of Normandy Beach, and north of Chadwick Beach neighborhood



Vulnerability

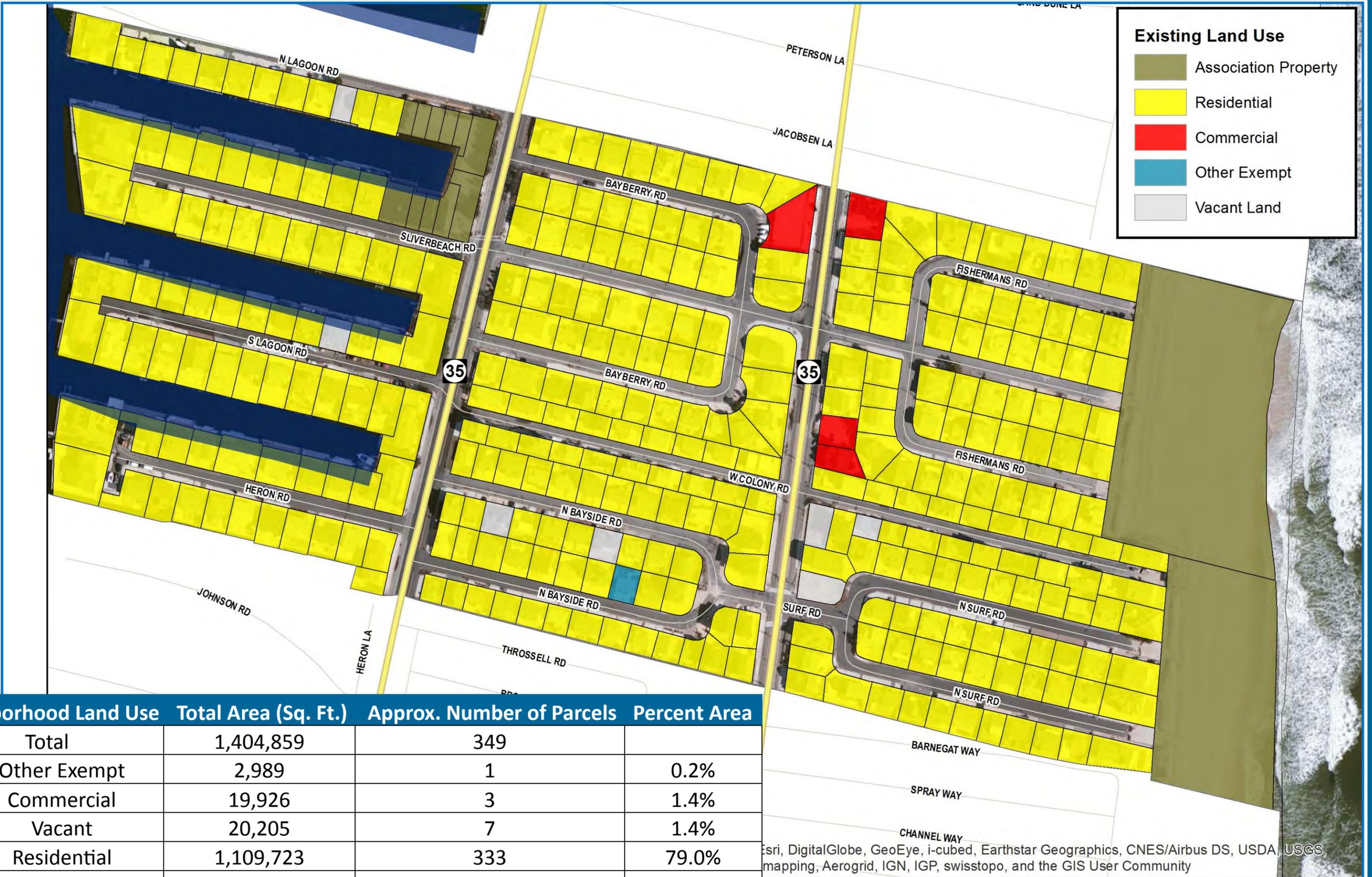
Characteristics:

Mostly in the AE Flood Zone, with small sections in the 0.2%, AO, and VE Flood Zones. The remaining area of the neighborhood is located outside of the special flood hazard area in the X or 0.2% Annual Chance flood zones.





- Zoning:**
- Zoning Districts: 2
 - GB (along Rt. 35N corridor)
 - R-40A Residential
 - Variances in 2013-2014: 1 (Single Family Bulk Variance)
 - Prevailing Lead Lot Widths: 50 feet throughout the Silver Beach neighborhood



Existing Land Use

- Association Property
- Residential
- Commercial
- Other Exempt
- Vacant Land

Neighborhood Land Use	Total Area (Sq. Ft.)	Approx. Number of Parcels	Percent Area
Total	1,404,859	349	
Other Exempt	2,989	1	0.2%
Commercial	19,926	3	1.4%
Vacant	20,205	7	1.4%
Residential	1,109,723	333	79.0%
Association Property	252,014	5	17.9%

Esri, DigitalGlobe, GeoEye, i-cubed, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, mapping, Aerogrid, IGN, IGP, swisstopo, and the GIS User Community

Prevailing Lot Widths
50 Feet



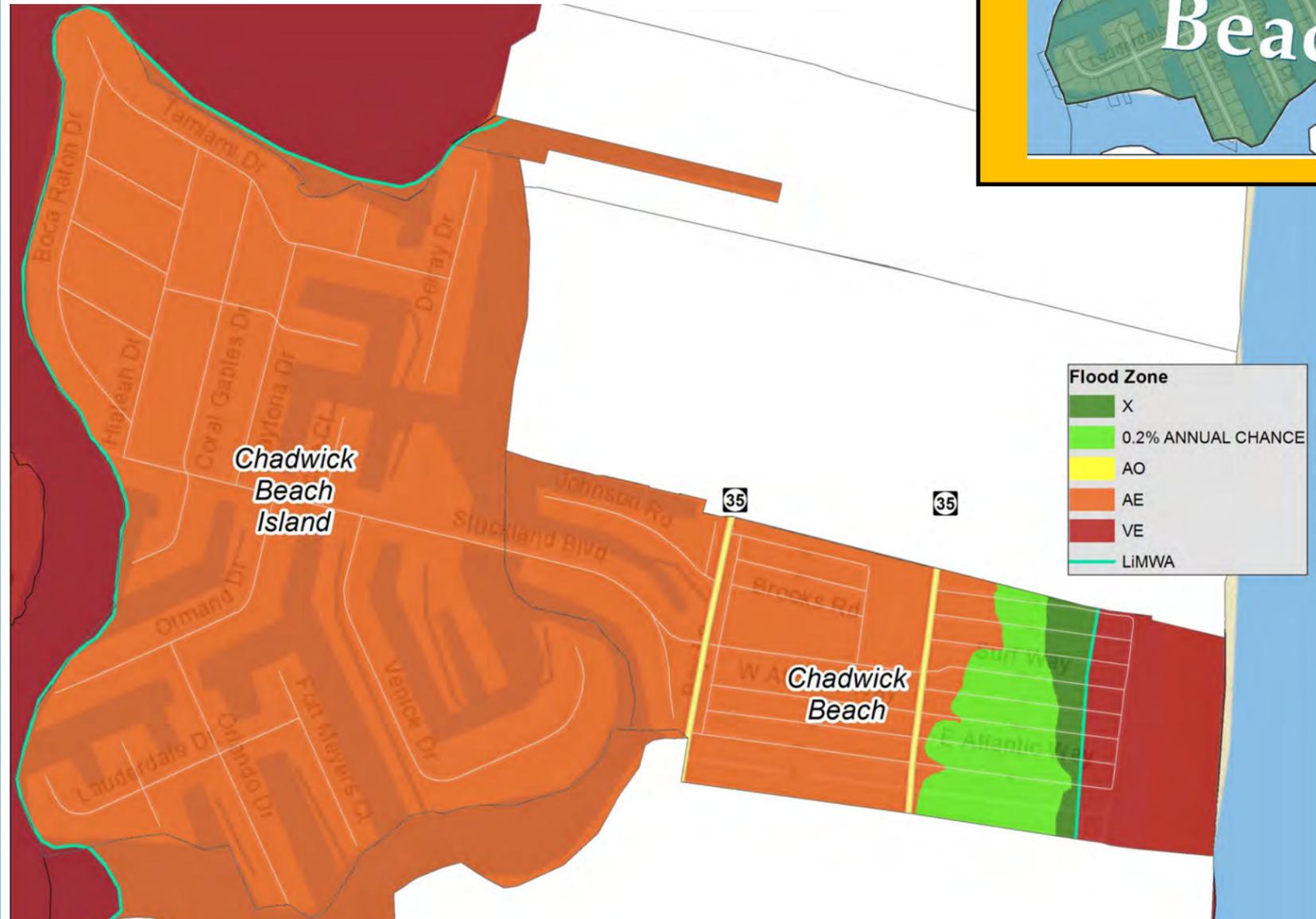
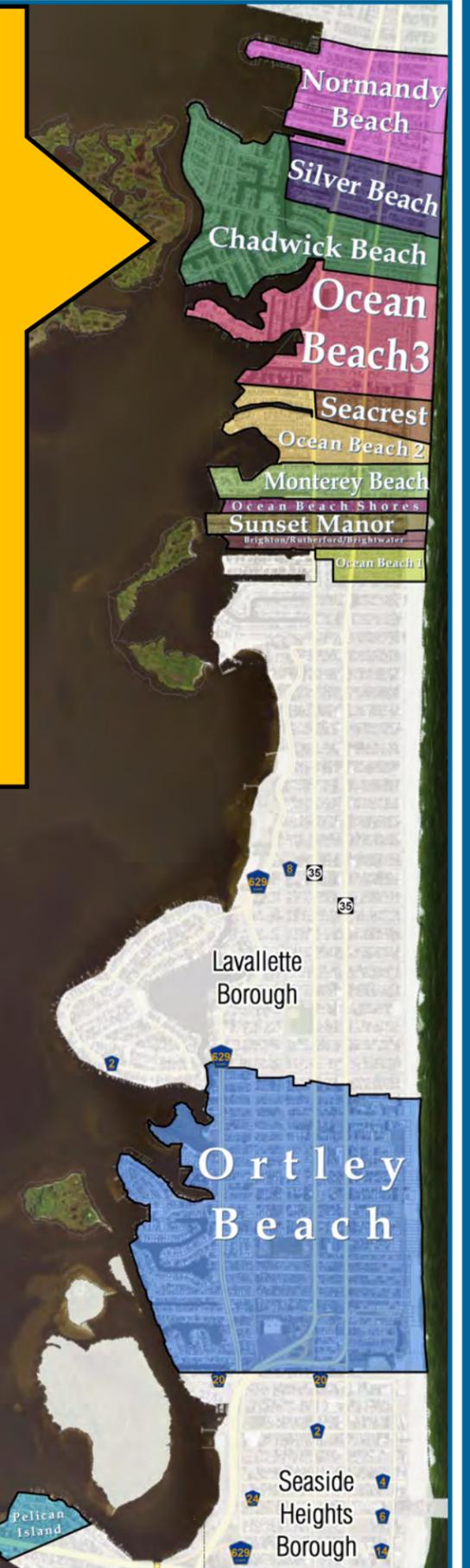
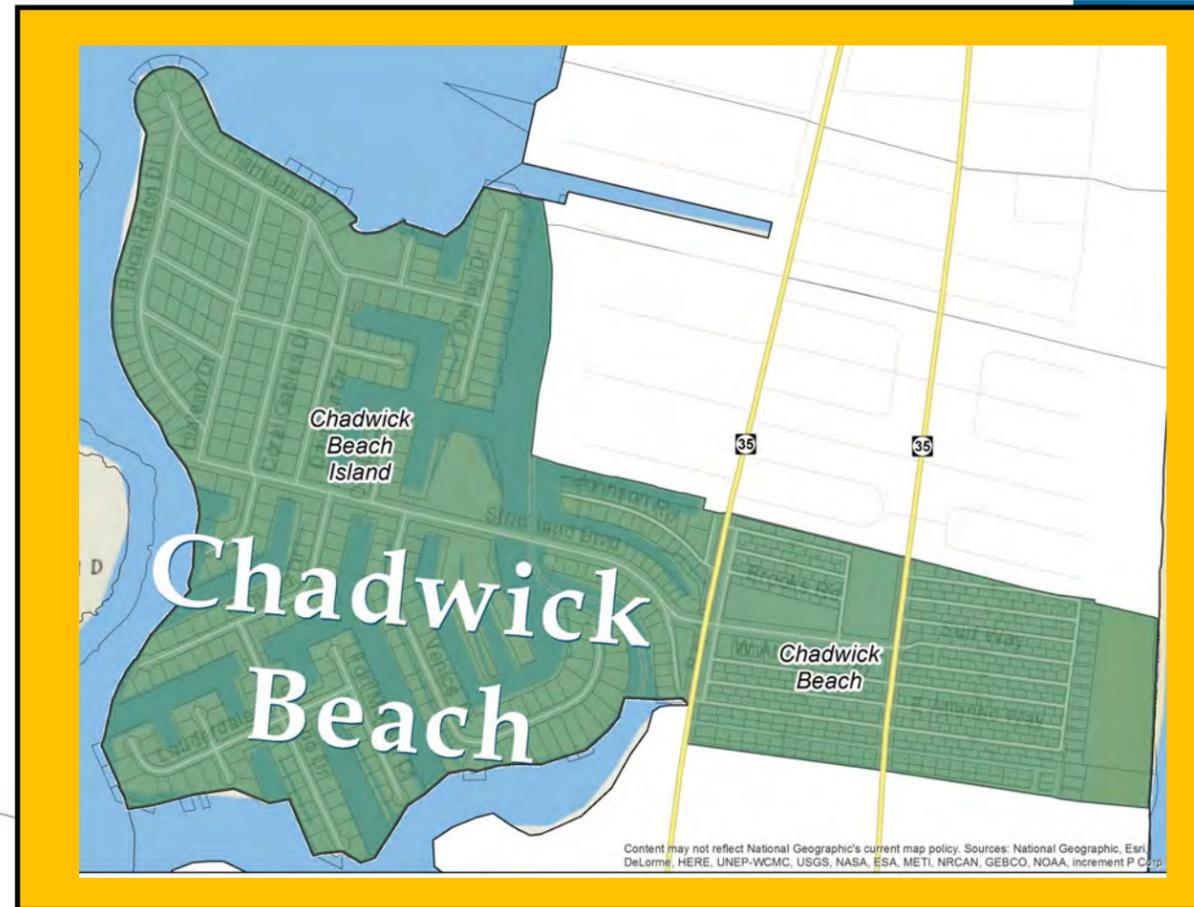
Content may not reflect National Geographic's current map policy. Sources: National Geographic, DeLorme, HERE, UNEP-WCMC, USGS, NASA, ESA, METI, NRCAN, GEBCO, N

Barrier Island: Chadwick Beach

Includes Chadwick Beach and Chadwick Beach Island

Observations:

- Moderate density residential community, split between larger-lot lagoon developments on the bayside and smaller-lot, higher density residential east of Route 35.
- Includes the communities of Chadwick Beach and Chadwick Beach Island.
- Location: South of Silver Beach, and north of Ocean Beach 3.



Vulnerability

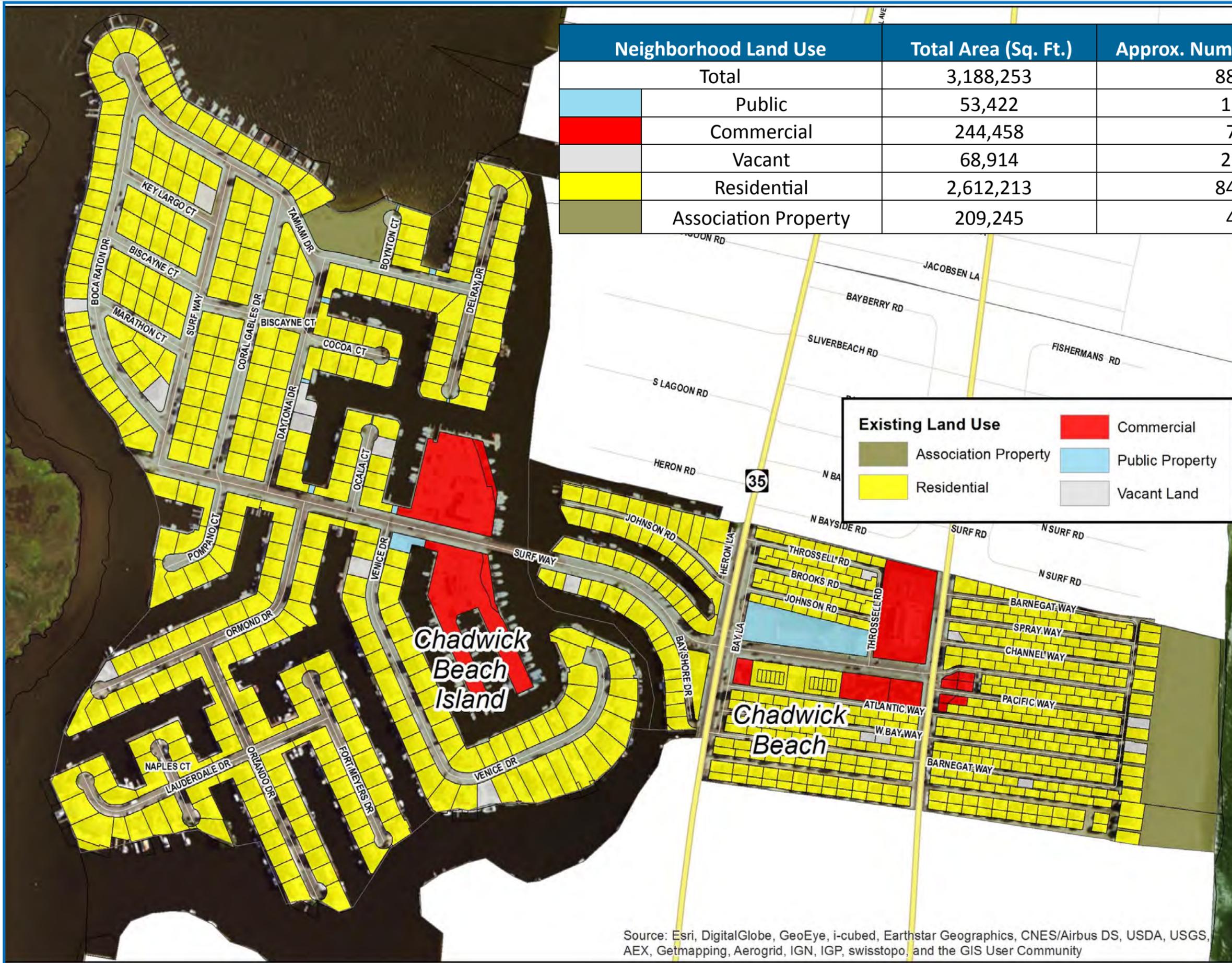
Characteristics:

Mostly in the AE Flood Zone, although the VE Flood Zone impacts the neighborhood from the ocean to just west of Barnegat Way. The remaining area of the neighborhood is located outside of the special flood hazard area in the X or 0.2% Annual Chance flood zones.



Zoning:

- Zoning Districts: 4
 - GB
 - R-40A and R-40B Residential, MF-16 Multifamily
- Variances in 2013-2014: 19
 - Common Types: Decks (5), Single Family Bulk Variances (3), Remove and Reconstruct (5)
 - Bulk Variances: Area, Depth and, Width (R-40B); Side Setback; Front Setback; Lot Coverage (R-40B); Structure Offset To Water
- Prevailing Lead Lot Widths:
 - 35 ft. along oceanfront;
 - 50 ft. in parts of the bayfront lagoons and east of Rt. 35 south (lot depth is an issue here, measuring only 30 feet);
 - 55-60 ft. in the bayfront lagoons

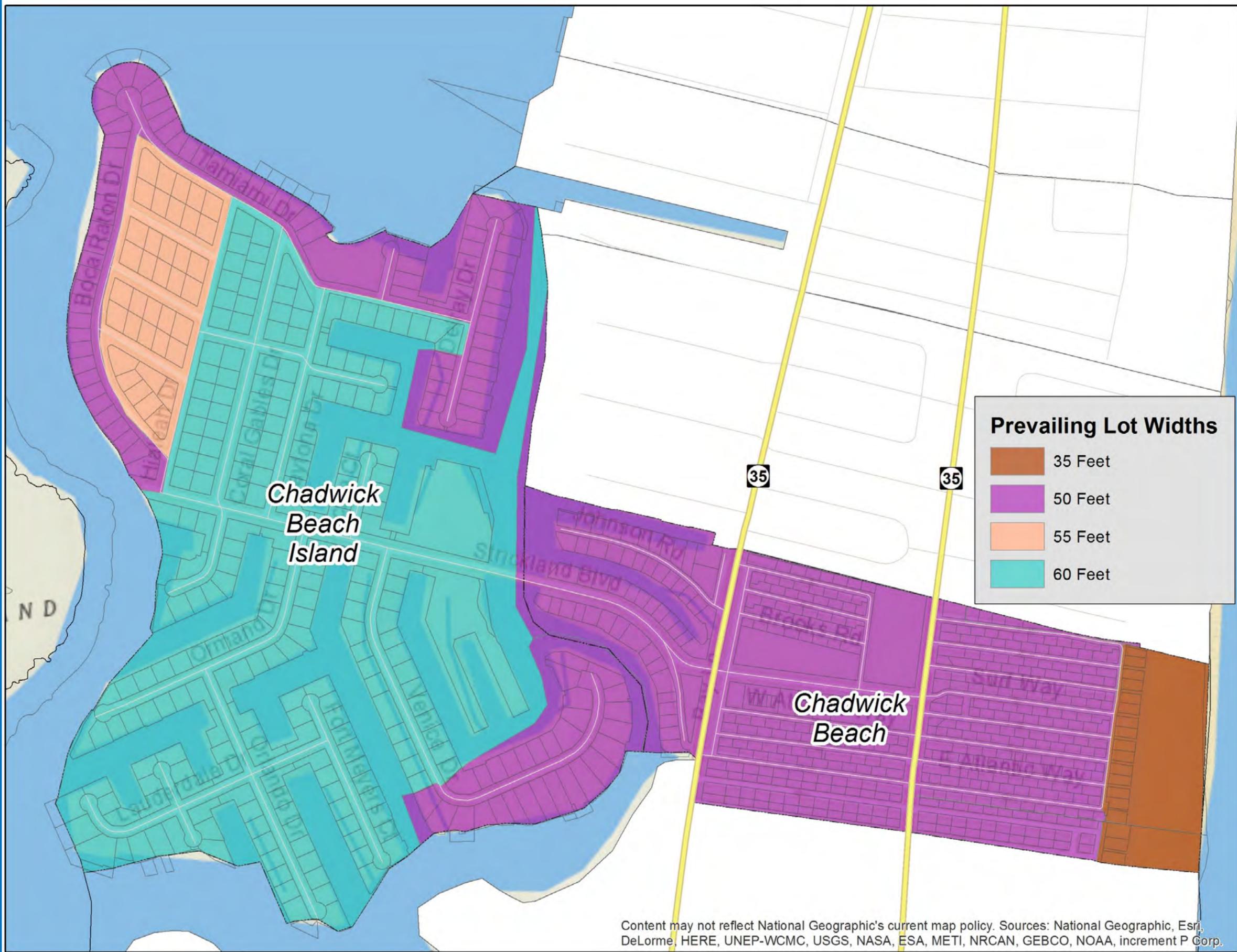


Neighborhood Land Use	Total Area (Sq. Ft.)	Approx. Number of Parcels	Percent Area
Total	3,188,253	885	
Public	53,422	12	1.7%
Commercial	244,458	7	7.7%
Vacant	68,914	21	2.2%
Residential	2,612,213	841	81.9%
Association Property	209,245	4	6.6%

Existing Land Use

- Association Property
- Commercial
- Residential
- Public Property
- Vacant Land

Source: Esri, DigitalGlobe, GeoEye, i-cubed, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AEX, Getmapping, Aerogrid, IGN, IGP, swisstopo, and the GIS User Community

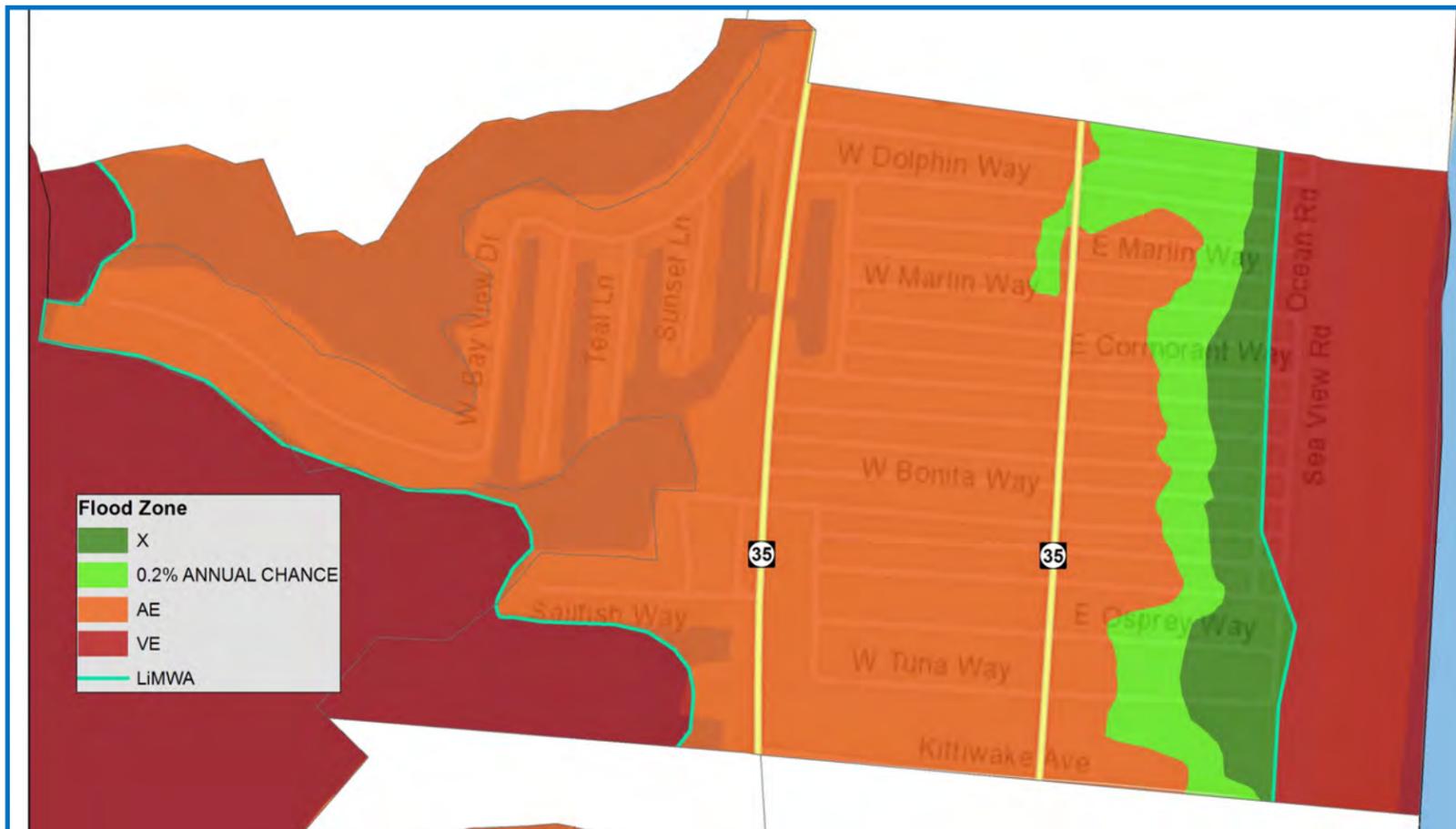
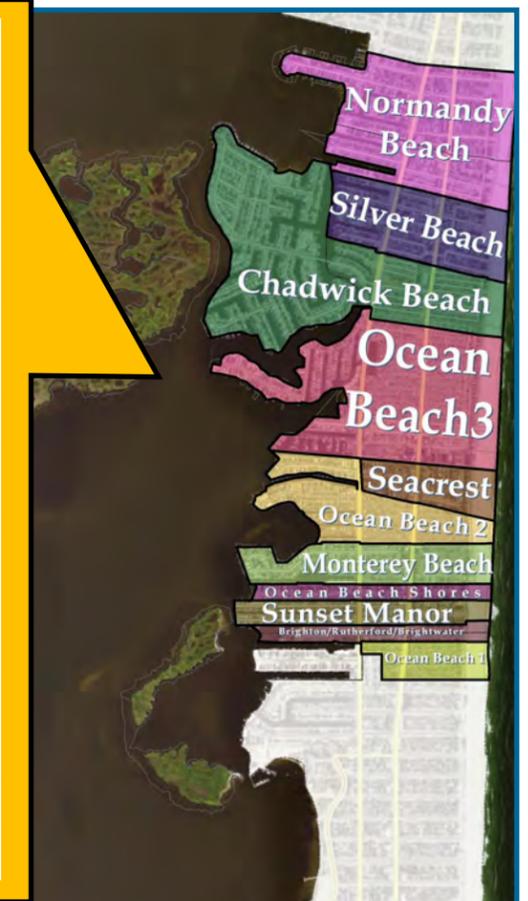
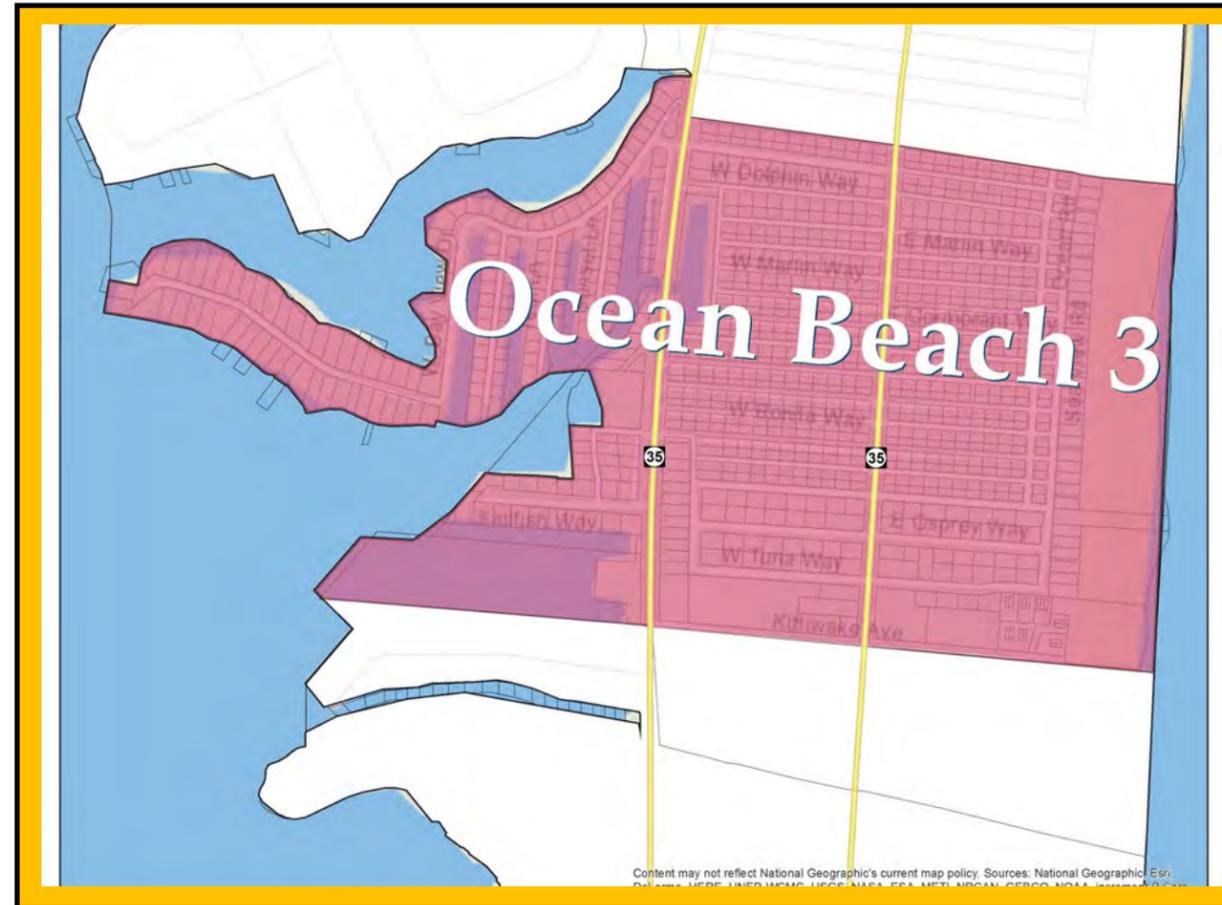


Content may not reflect National Geographic's current map policy. Sources: National Geographic, Esri, DeLorme, HERE, UNEP-WCMC, USGS, NASA, ESA, METI, NRCAN, GEBCO, NOAA, increment P Corp.

Barrier Island: Ocean Beach 3

Observations:

- Multi-story, larger-lot lagoon developments on the bayside and smaller-lot high-density, single story residential east of Route 35.
- Lots east of Route 35 have larger lot widths than lot depths, while the bayside lagoon developments have lot widths that are generally smaller than their depths.
- Location: South of Chadwick Beach, and north of Ocean Beach 2 and Seacrest.



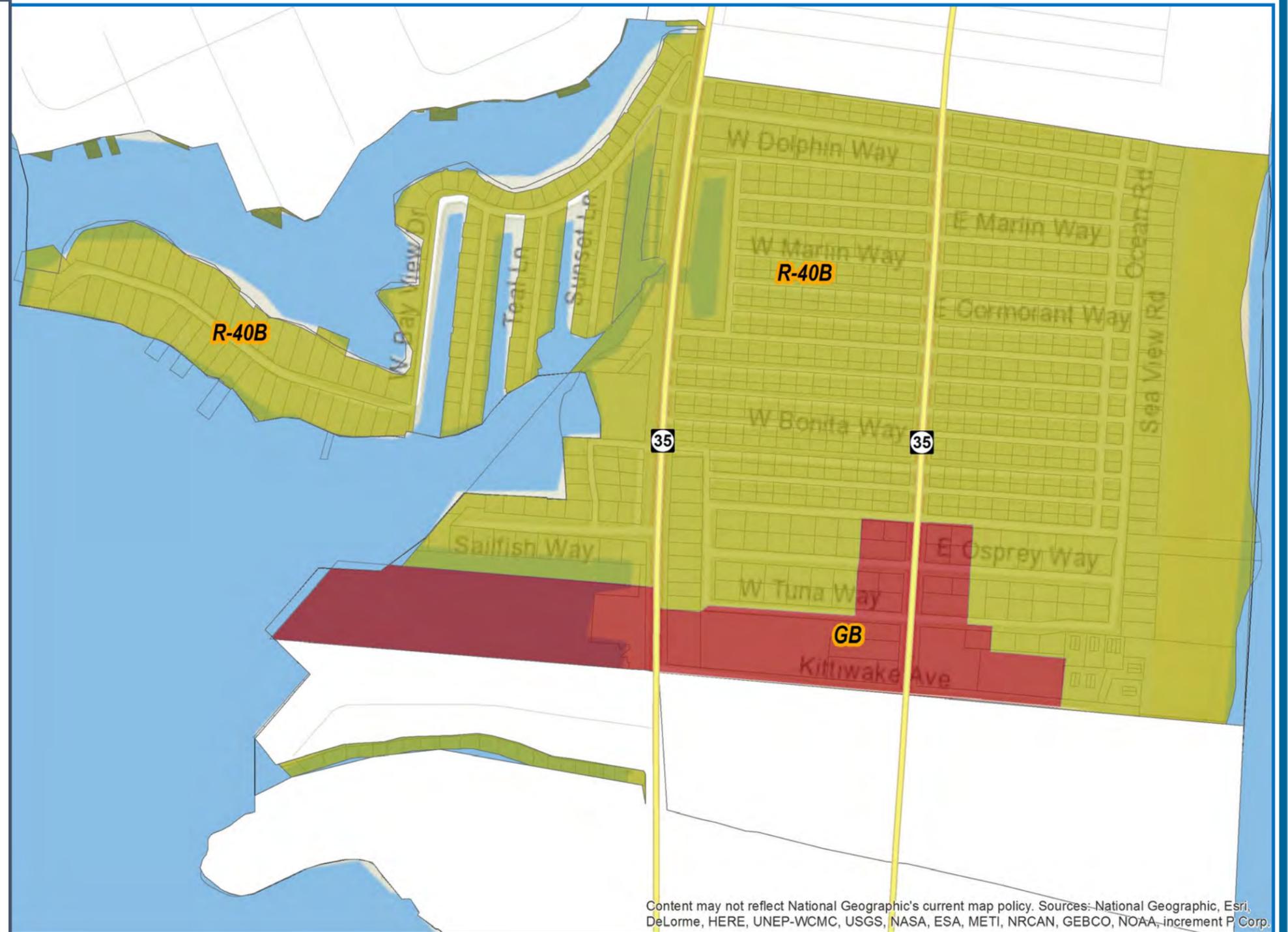
Vulnerability Characteristics:

Mostly in the AE Flood Zone. East of Route 35 north, there is a section outside of the special flood hazard area, in either Flood Zone X or the 0.2% flood zone, while the entirety of the ocean-front is in the VE flood zone.



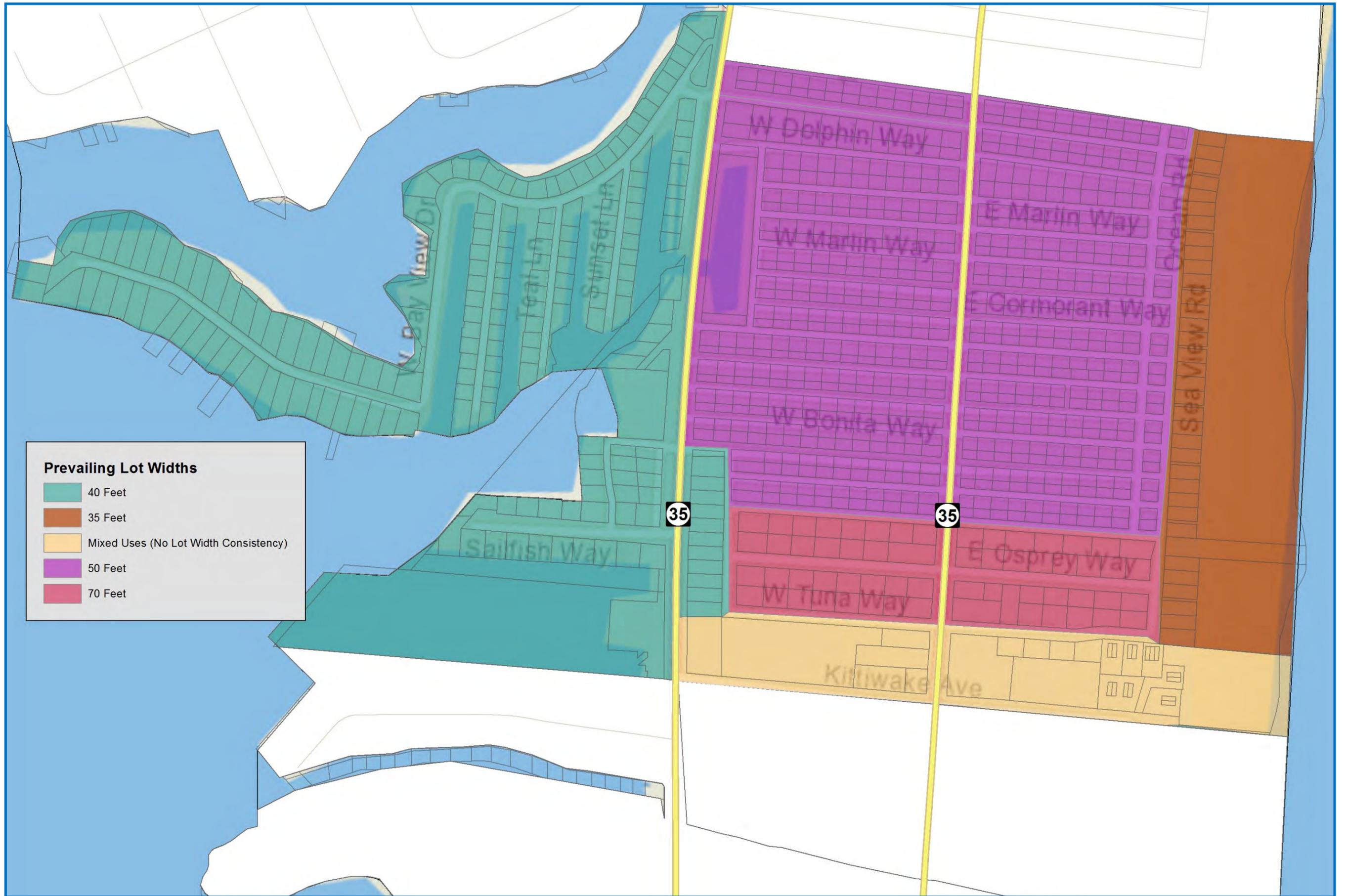
Zoning:

- Zoning Districts: 2
 - GB
 - R-40B Residential
- Variances in 2013-2014: 35
 - Common Types: Decks (2); Single Family Bulk Variances (12); Remove and Reconstruct (19);
 - Bulk Variances: Area, Depth, Front Setback, Side Setback, Rear Setback, and Lot Coverage; Accessory setbacks, Combined Side Setbacks, and Structure Offset To Water
- Prevailing lead Lot Widths:
 - 35 ft. along the beachfront;
 - 40 ft. west of Rt. 35 south
 - 50 ft. in the northern portion and southern-most portion of the neighborhood
 - 70 feet between W Tuna Way and W Albacore Way
 - Mixed Widths between W Tuna Way and Kittiwake Ave
- Lot depth in Ocean Beach 3 is an issue, where lot depths can be as shallow as 32 feet. Greater lot depths exist on the bay side.





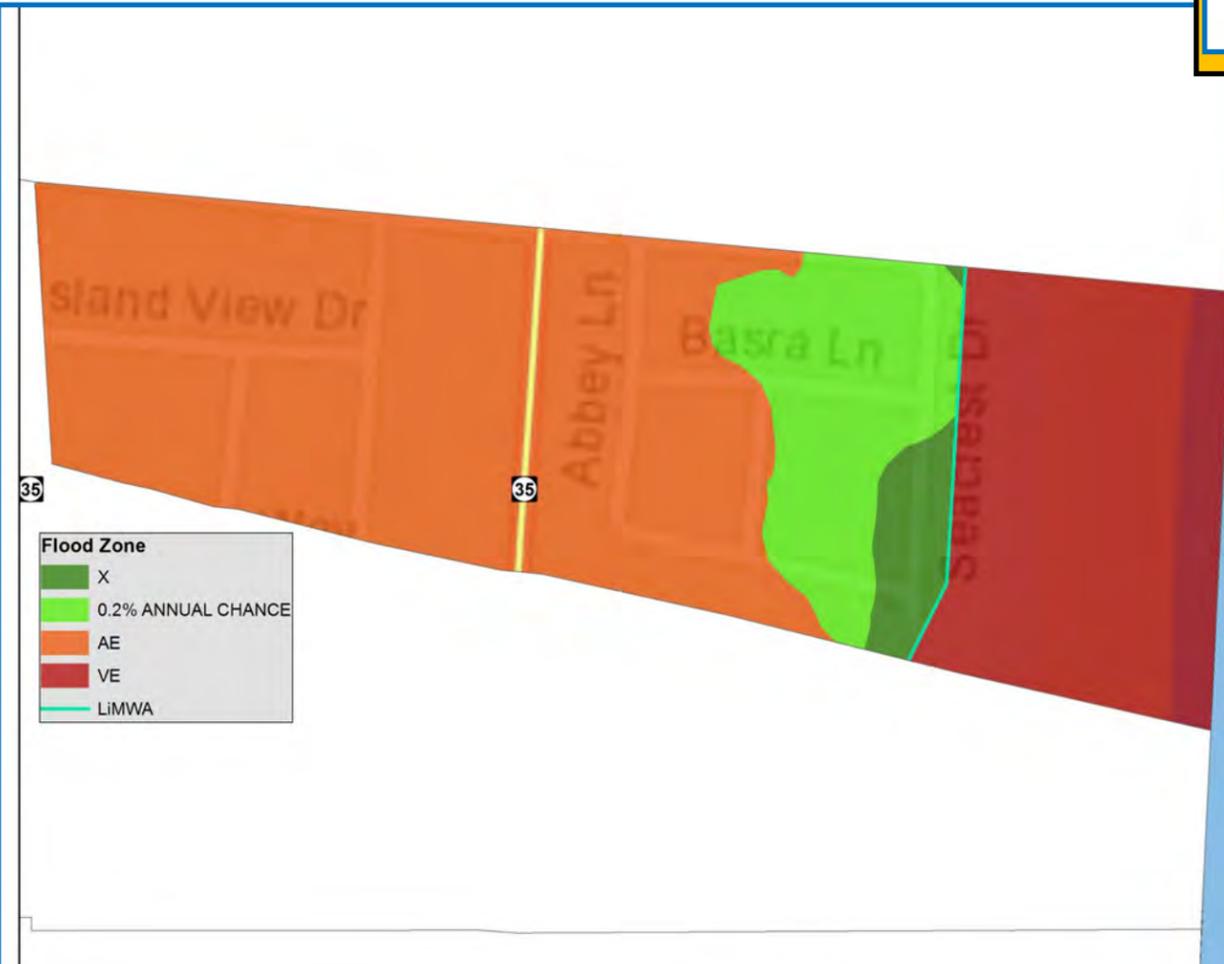
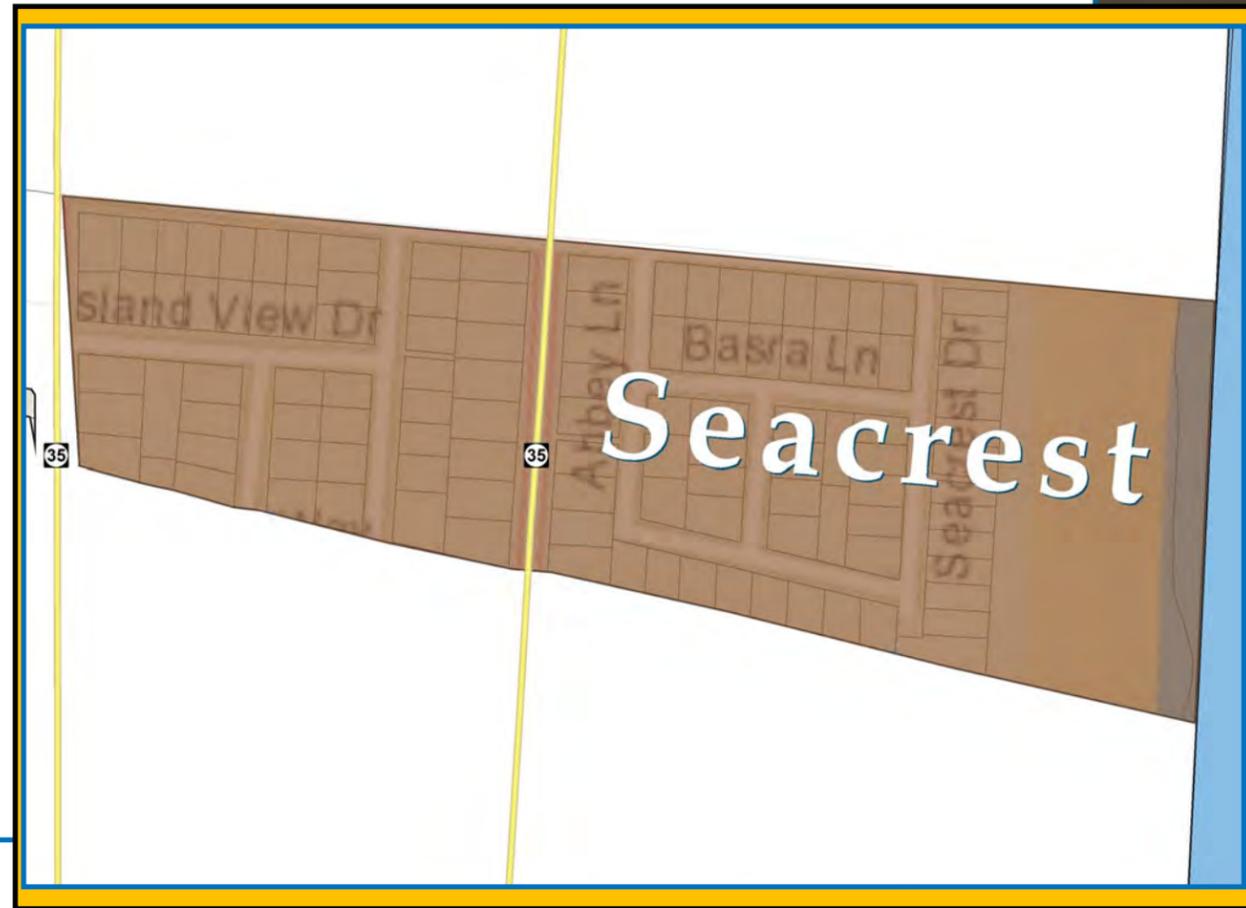
Neighborhood Land Use	Total Area (Sq. Ft.)	Approx. Number of Parcels	Percent Area
Total	3,311,740	955	
Other Exempt	39,029	3	1.2%
Commercial	401,726	9	12.1%
Vacant	131,284	11	4.0%
Residential	2,241,606	923	67.1%
Association Property	498,095	9	15.0%



Barrier Island: Seacrest

Observations:

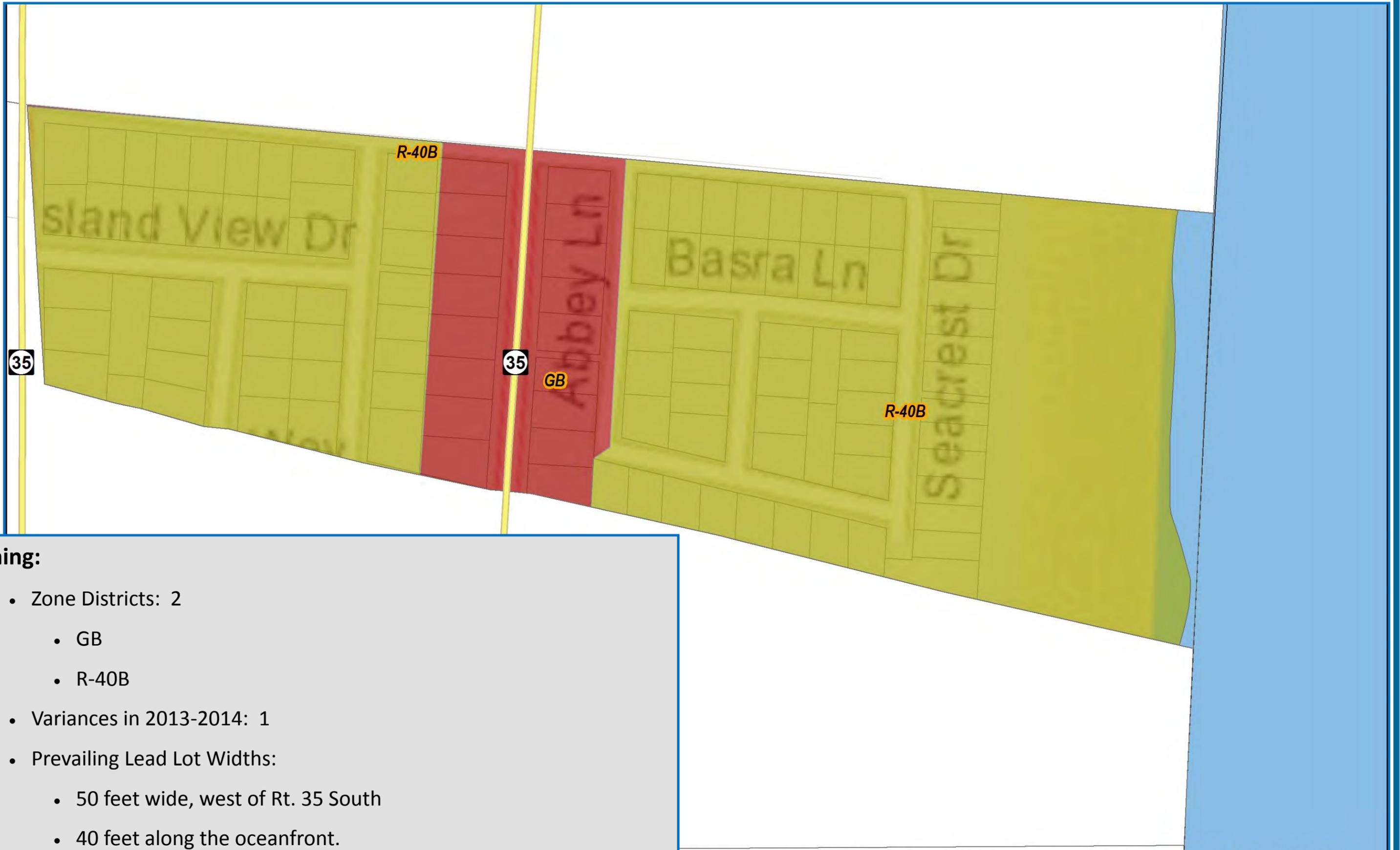
- Oceanfront neighborhood located between Ocean Beach 3 and Ocean Beach 2
- Moderate-density residential community, consisting of one and two story houses



Vulnerability Characteristics:

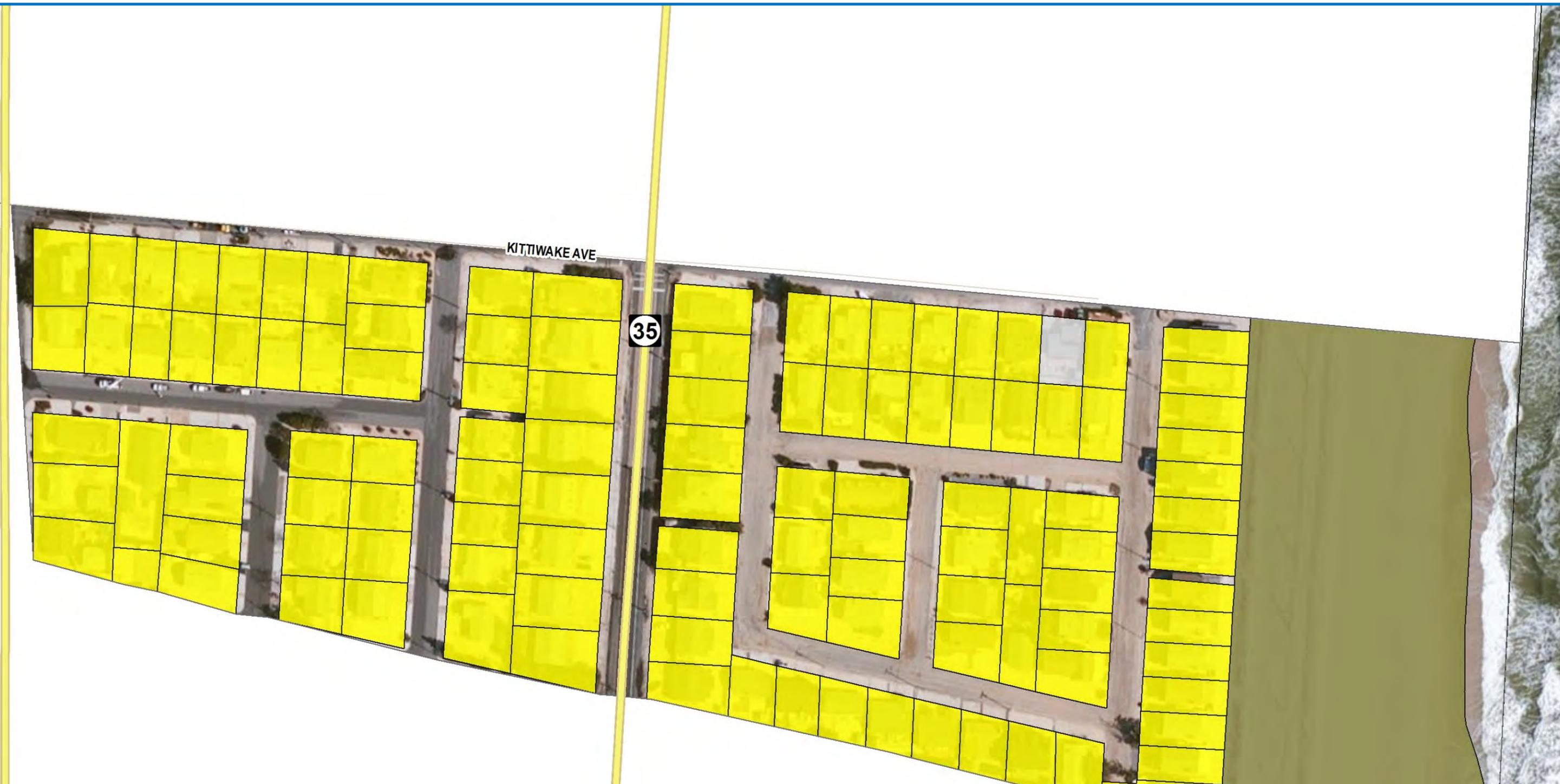
- Special Flood Hazard Areas
 - VE Flood Zone east of Seacrest Drive
 - AE Flood Zone west of Cart Lane



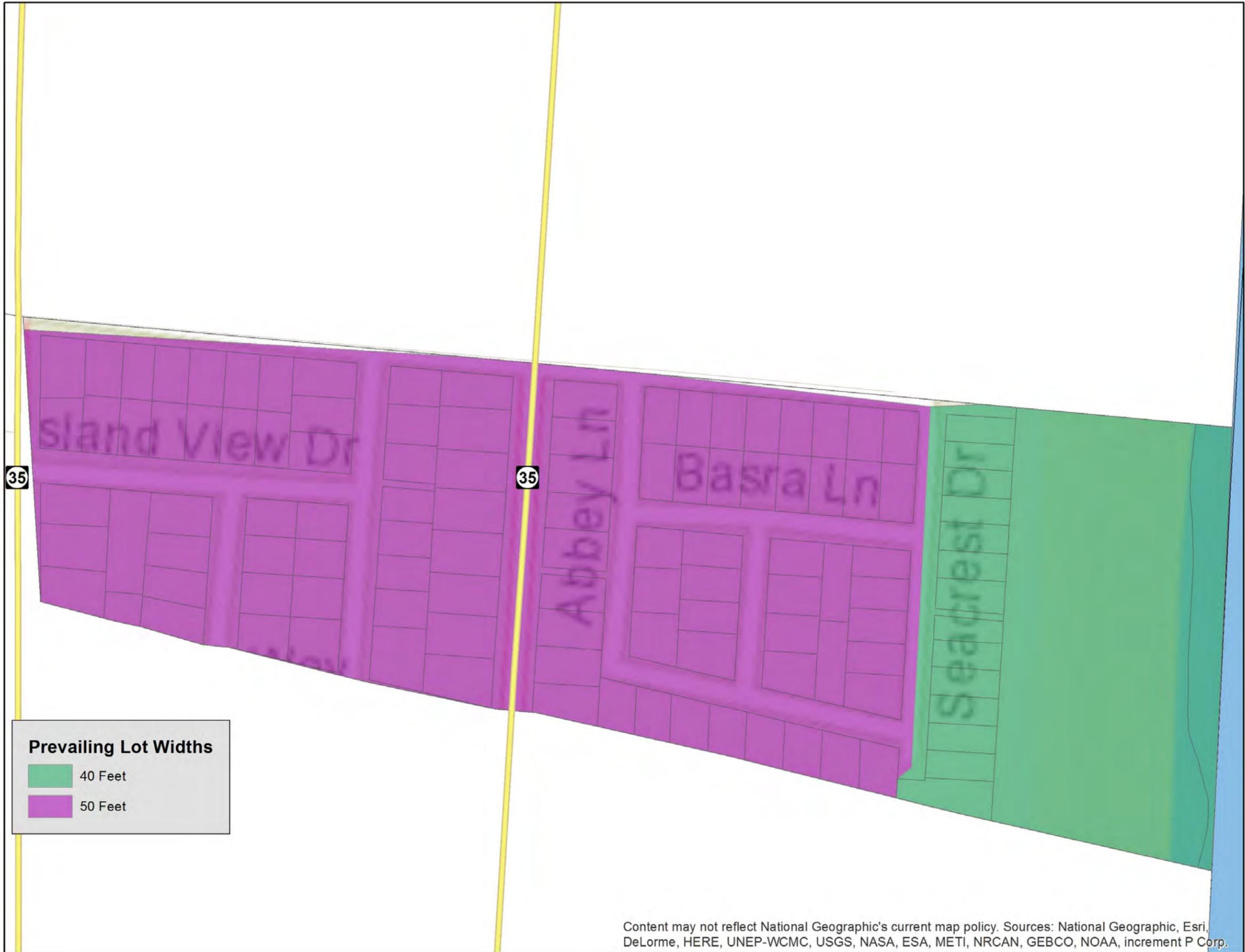


Zoning:

- Zone Districts: 2
 - GB
 - R-40B
- Variances in 2013-2014: 1
- Prevailing Lead Lot Widths:
 - 50 feet wide, west of Rt. 35 South
 - 40 feet along the oceanfront.



Neighborhood Land Use and Map Key		Total Area (Sq. Ft.)	Approx. Number of Parcels	Percent Area
Total		688,847	115	
	Vacant	4,004	1	0.6%
	Residential	512,242	113	74.4%
	Association Property	172,601	1	25.1%



Content may not reflect National Geographic's current map policy. Sources: National Geographic, Esri, DeLorme, HERE, UNEP-WCMC, USGS, NASA, ESA, METI, NRCAN, GEBCO, NOAA, increment P Corp.

Barrier Island: Ocean Beach 2

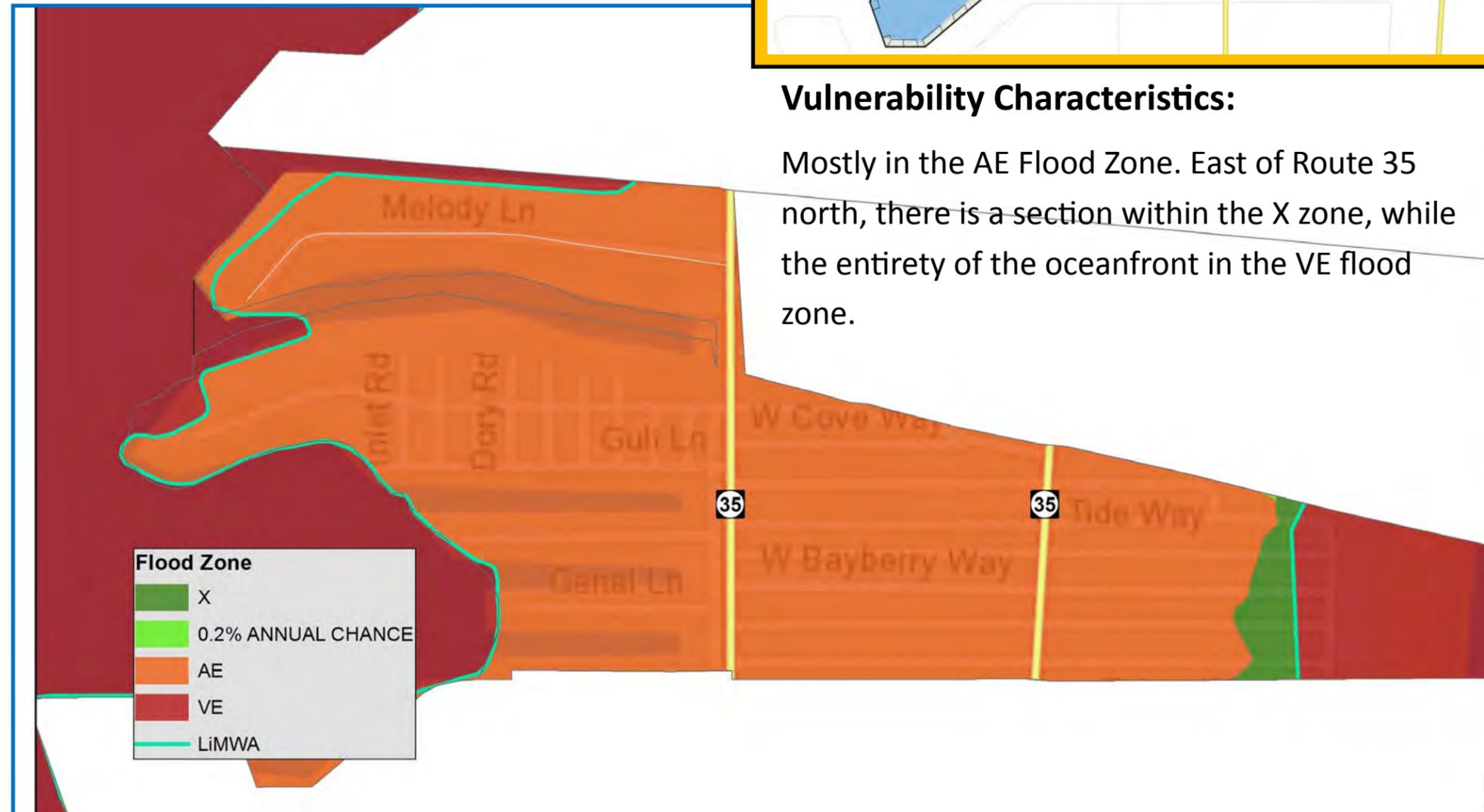
Observations:

- Moderate density residential community, split between lagoon developments on the bayside and residential east of Route 35.
- Location: South of Ocean Beach 3, south and west of Seacrest, and north of Monterey Beach



Vulnerability Characteristics:

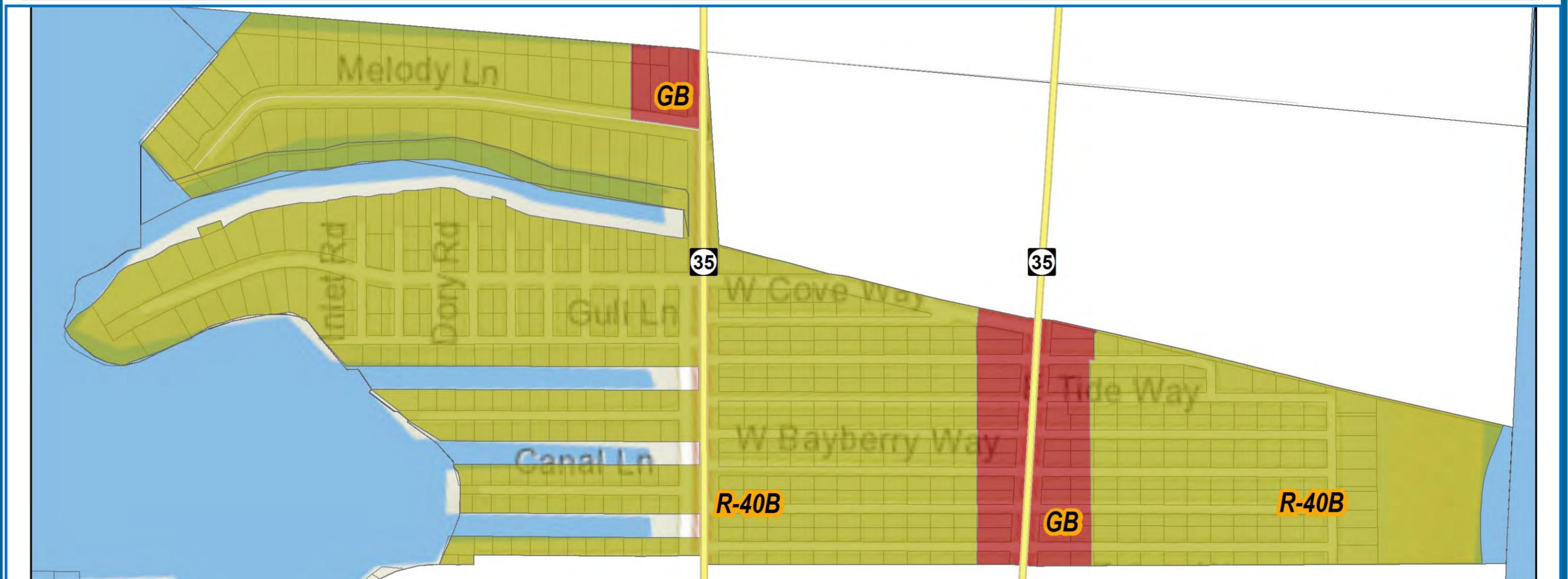
Mostly in the AE Flood Zone. East of Route 35 north, there is a section within the X zone, while the entirety of the oceanfront in the VE flood zone.



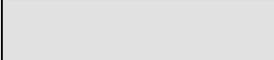
Zoning:

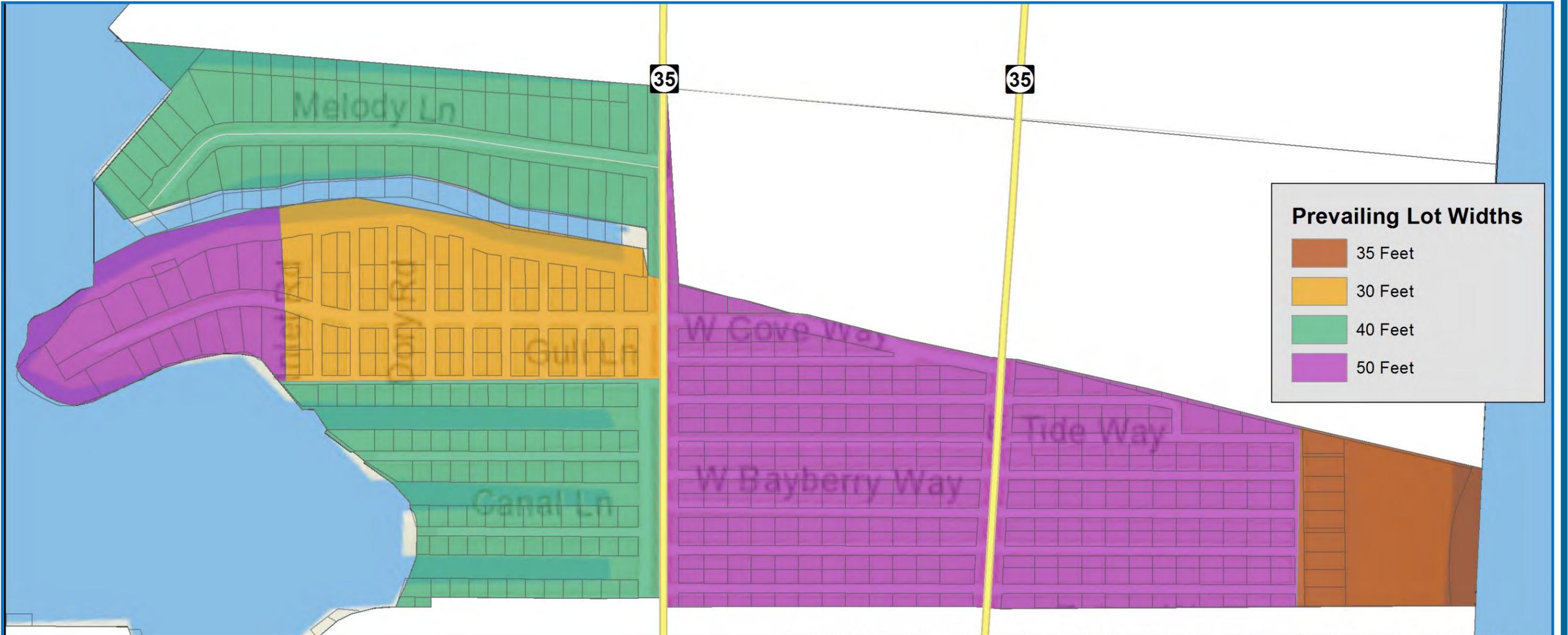
- Zoning Districts: 2
 - GB (along Rt. 35N corridor)
 - R-40B Residential
- Variances in 2013-2014: 7
 - Common Types: Single Family Bulk Variances (3), Remove and Reconstruct (3)
 - Bulk Variances: Area, Depth, Front Setback, accessory setbacks, Structure Offset To Water, Lot Coverage (R-40B)

- Prevailing Lead Lot Widths: 40 ft. along the beachfront and southern lagoon; 30 and 50 ft.in northern lagoon; 50 feet in center of neighborhood
- Lot depth in the neighborhood varies, with the prevailing lot depth measuring 30 feet deep.





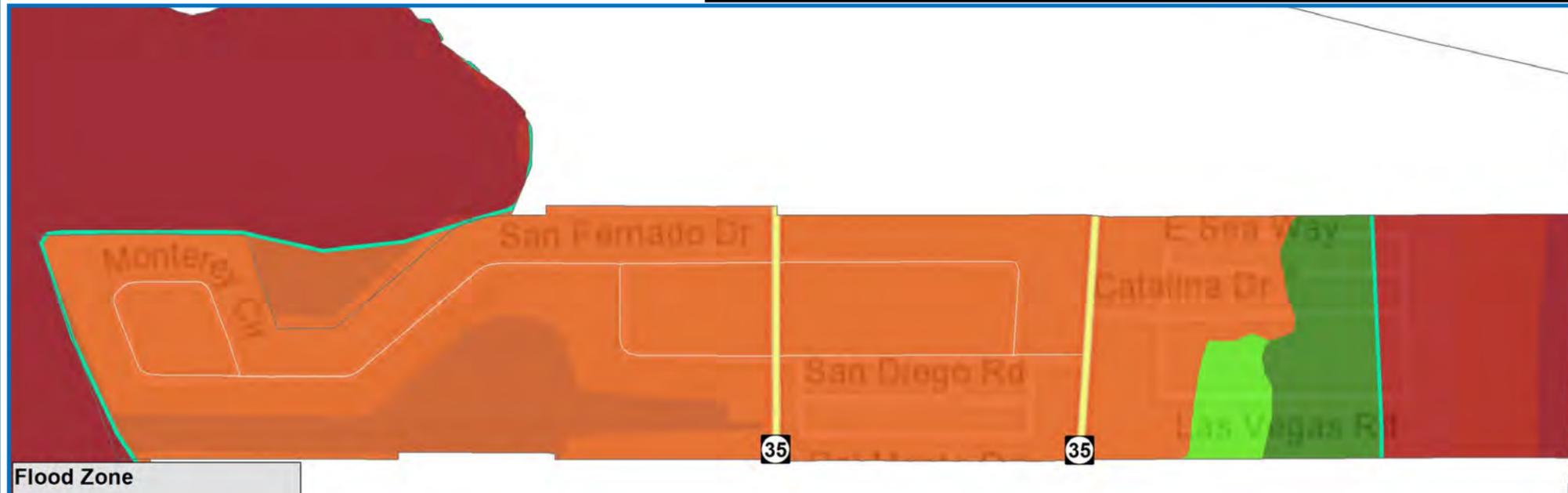
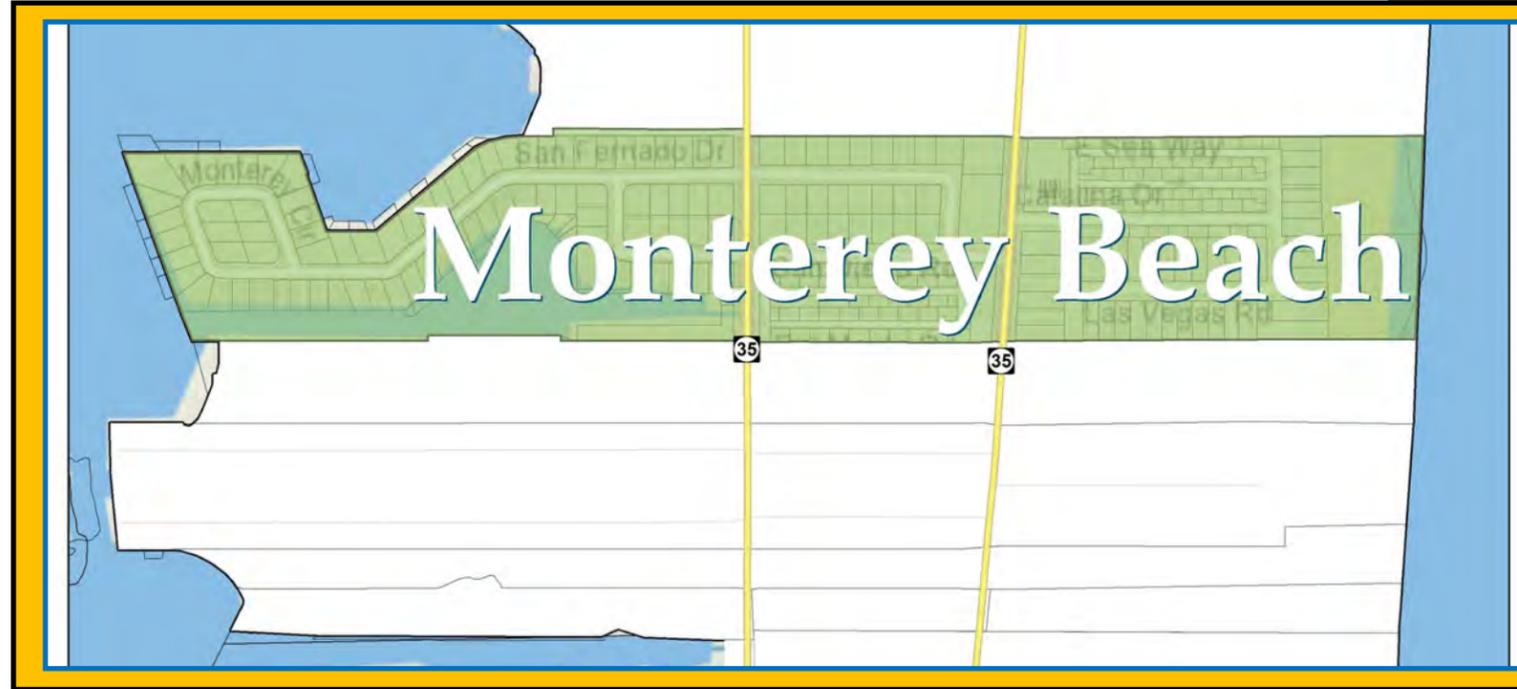
Neighborhood Land Use		Total Area (Sq. Ft.)	Approx. Number of Parcels	Percent Area
Total		1,214,684	540	
	Commercial	23,741	6	2.0%
	Vacant	31,322	16	2.6%
	Residential	1,034,156	508	85.1%
	Association Property	125,465	10	10.3%



Barrier Island: Monterey Beach

Observations:

- Moderate density residential community, split between lagoon developments on the bayside and higher density residential east of Route 35.
- Location: South of Ocean Beach 2 and north of Ocean Beach Shores.

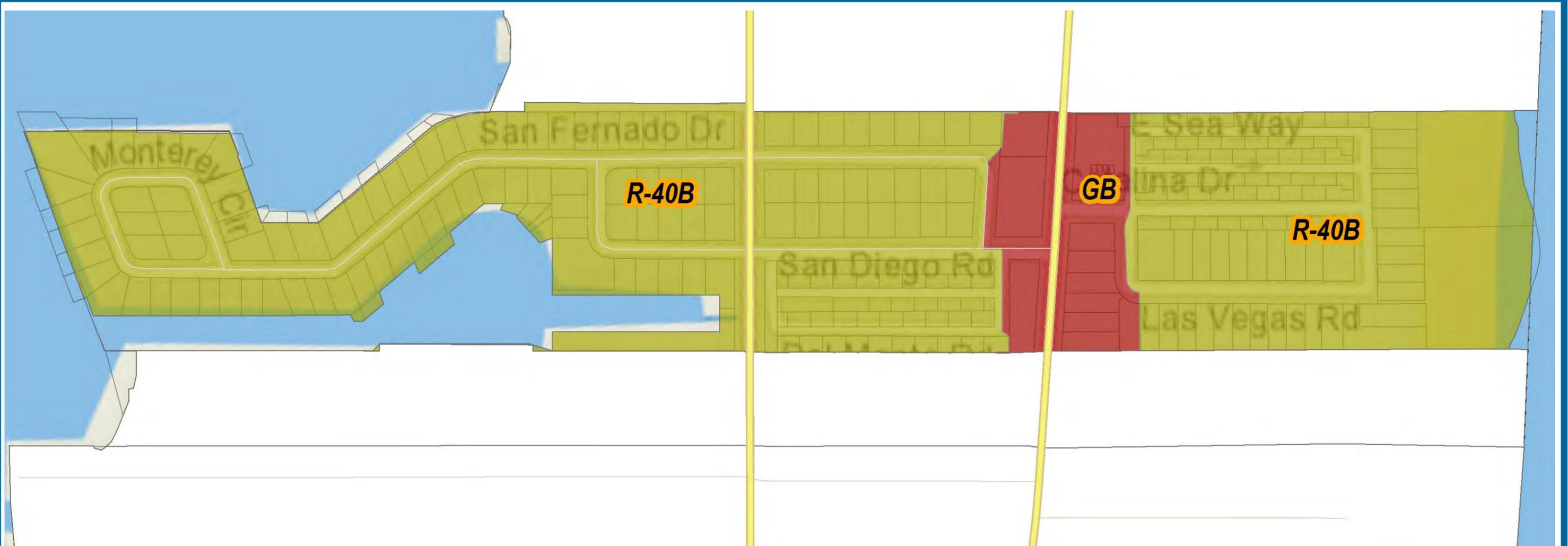


Flood Zone	
Green	X
Light Green	0.2% ANNUAL CHANCE
Orange	AE
Red	VE
Green line	LIMWA

Vulnerability Characteristics:

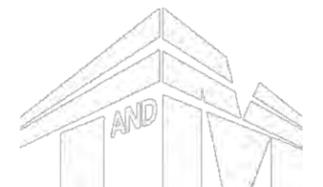
Mostly in the AE Flood Zone. East of Route 35 north, there is a section outside of the special flood hazard area in the X Zone and 0.2% Annual Chance zone. East of Ocean Road, the entirety of the oceanfront is in the VE flood zone.

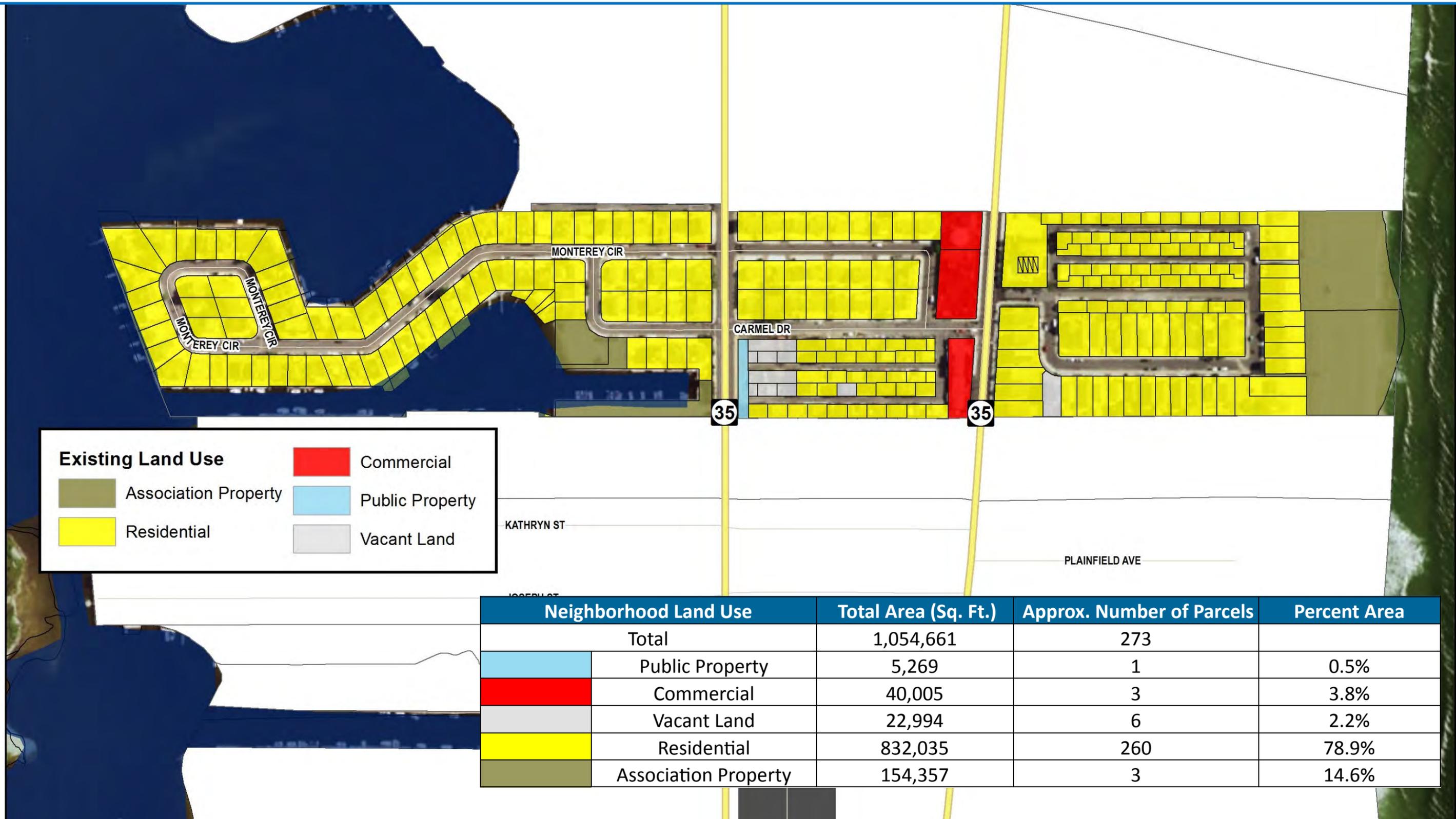


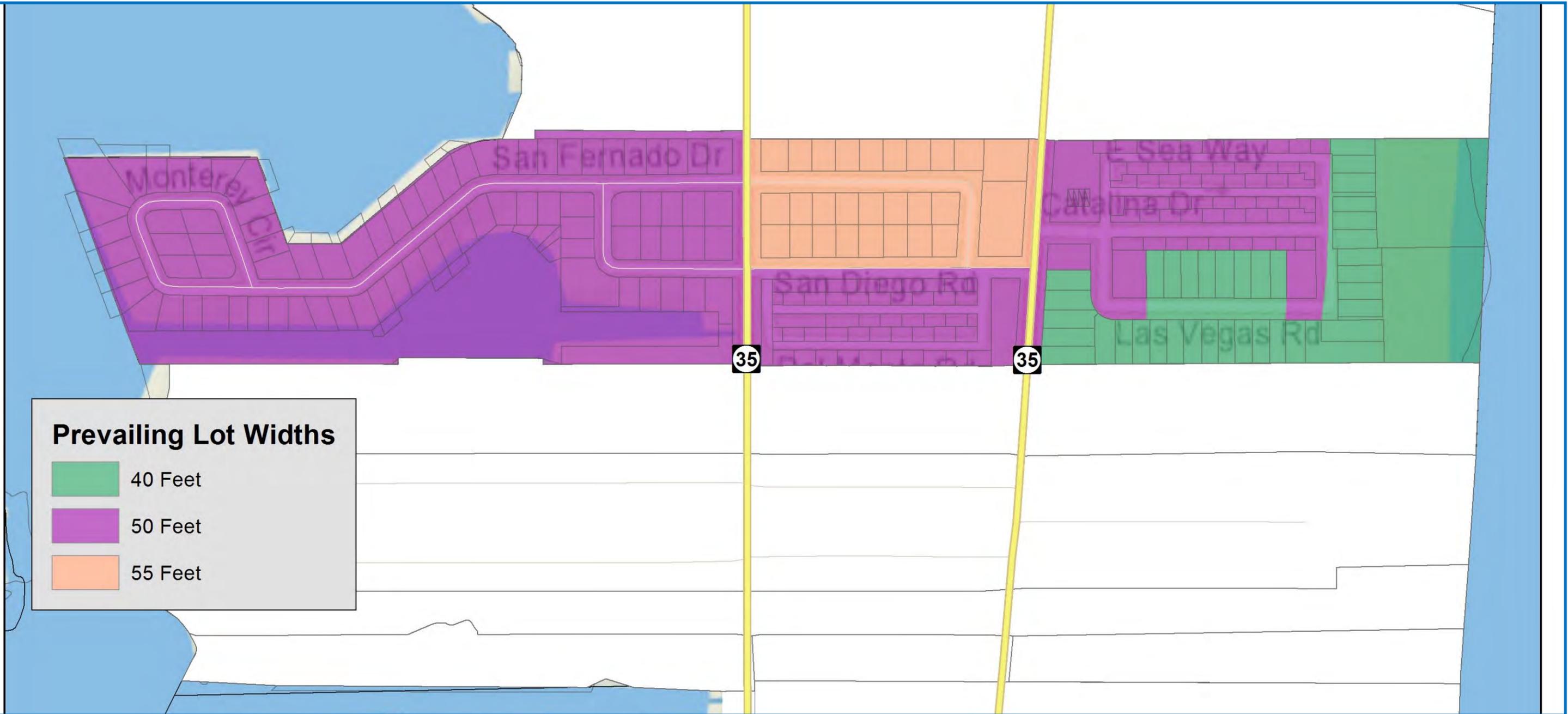


Zoning

- Zoning Districts: 2
 - GB (along Rt. 35N corridor)
 - R-40A Residential
- Variances in 2013-2014: 2
 - Types: Deck and Remove and Reconstruct;
 - Bulk Variances: Area, Depth, Front Setback, and Rear Setback (R-40B)
- Prevailing Lead Lot Width:
 - 40 ft. along the oceanfront and Las Vegas Road
 - 50 ft. through the neighborhood with the exception of a 55 ft. block along the northern border between Route 35.
- Lot depth varies with prevailing lot depth measuring at least 70 feet deep, however some shallow lots are found closer to the Atlantic Ocean.



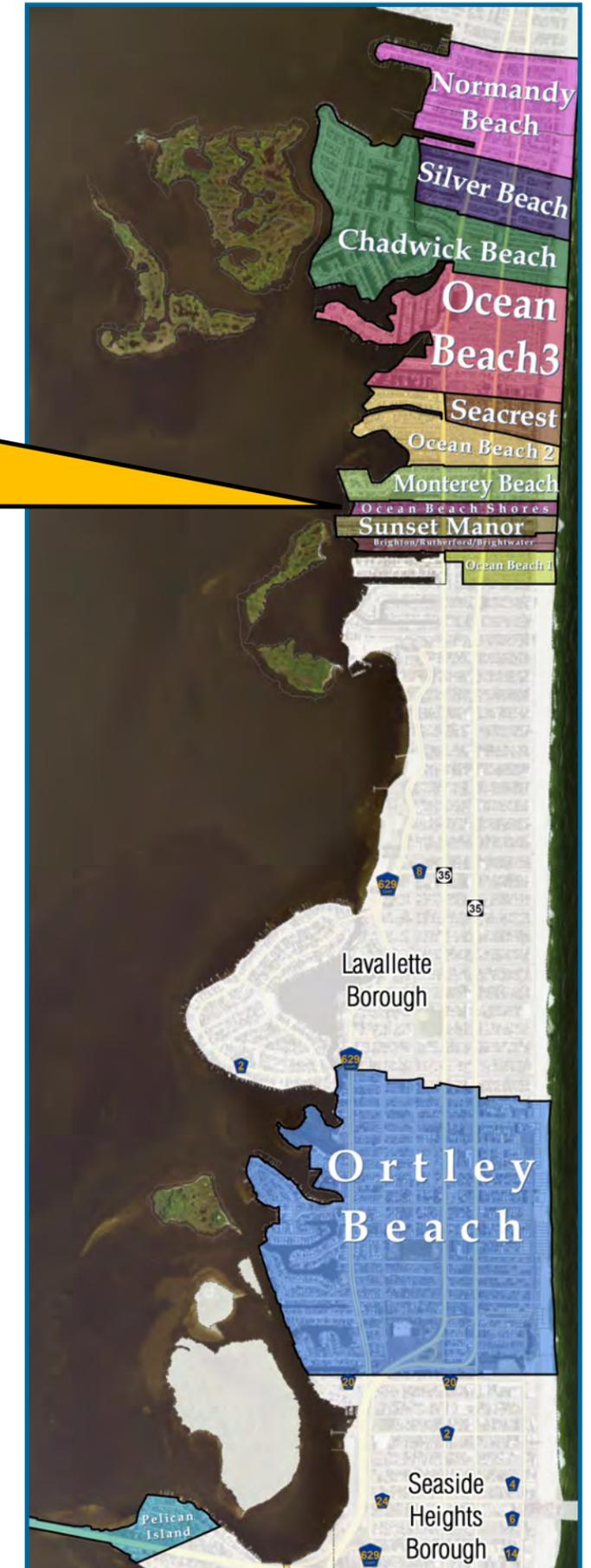




Prevailing Lot Widths

Green	40 Feet
Purple	50 Feet
Orange	55 Feet

Barrier Island: Ocean Beach Shores

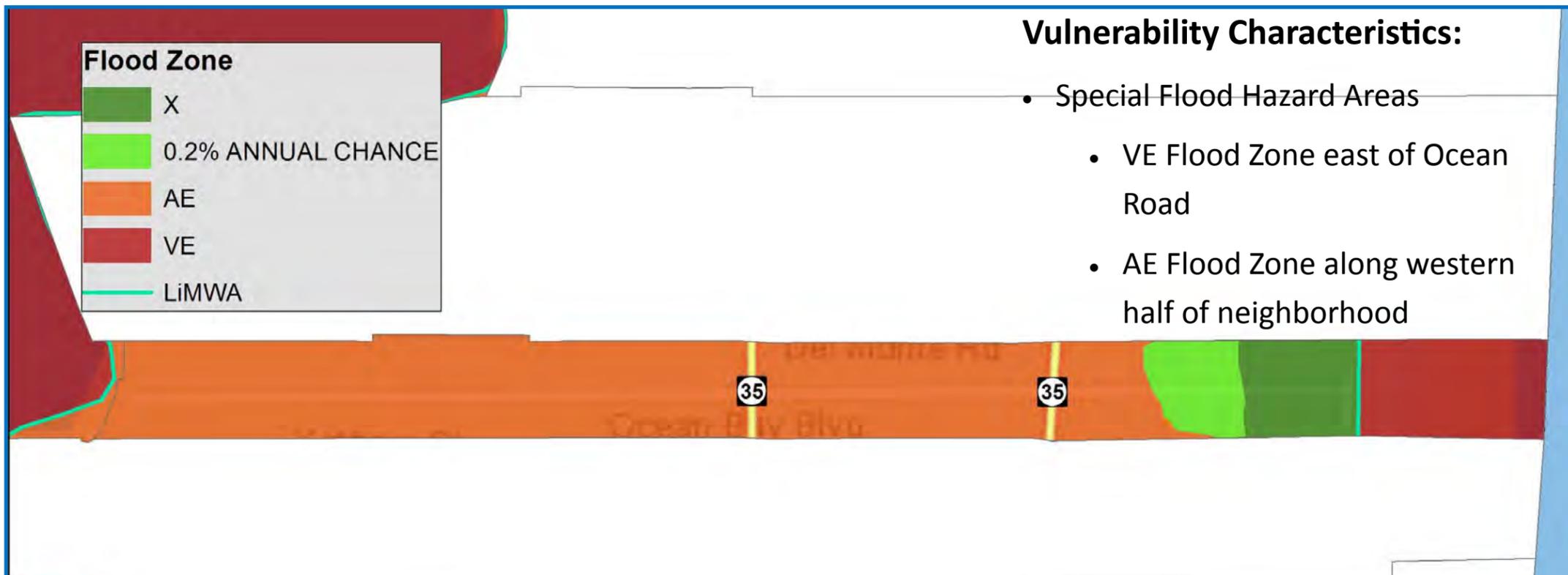


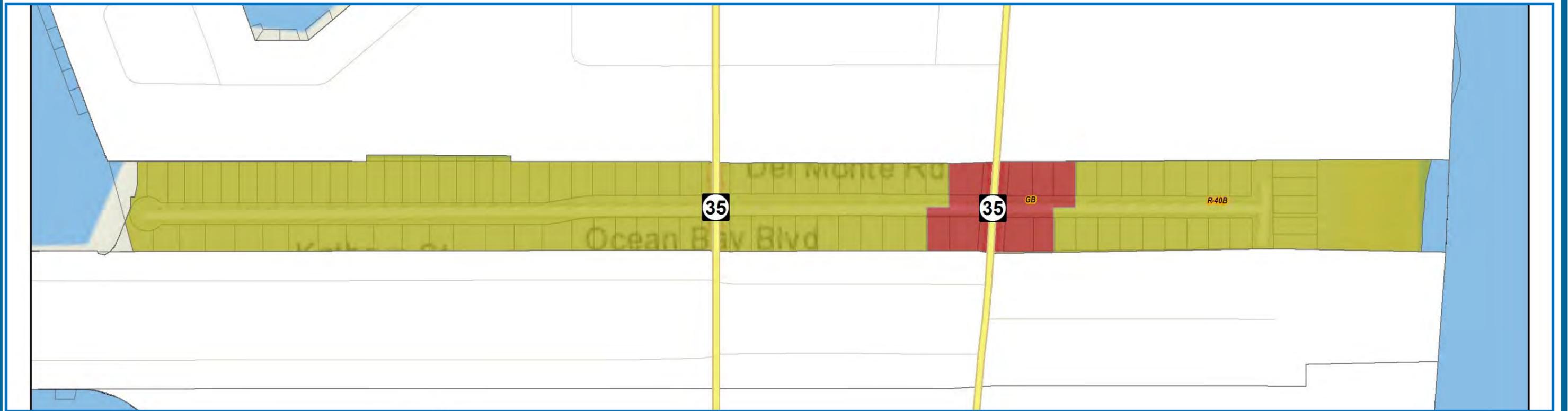
Observations:

- Located between Monterey Beach and Sunset Manor
- Moderate-density residential community, consisting of one story houses

Vulnerability Characteristics:

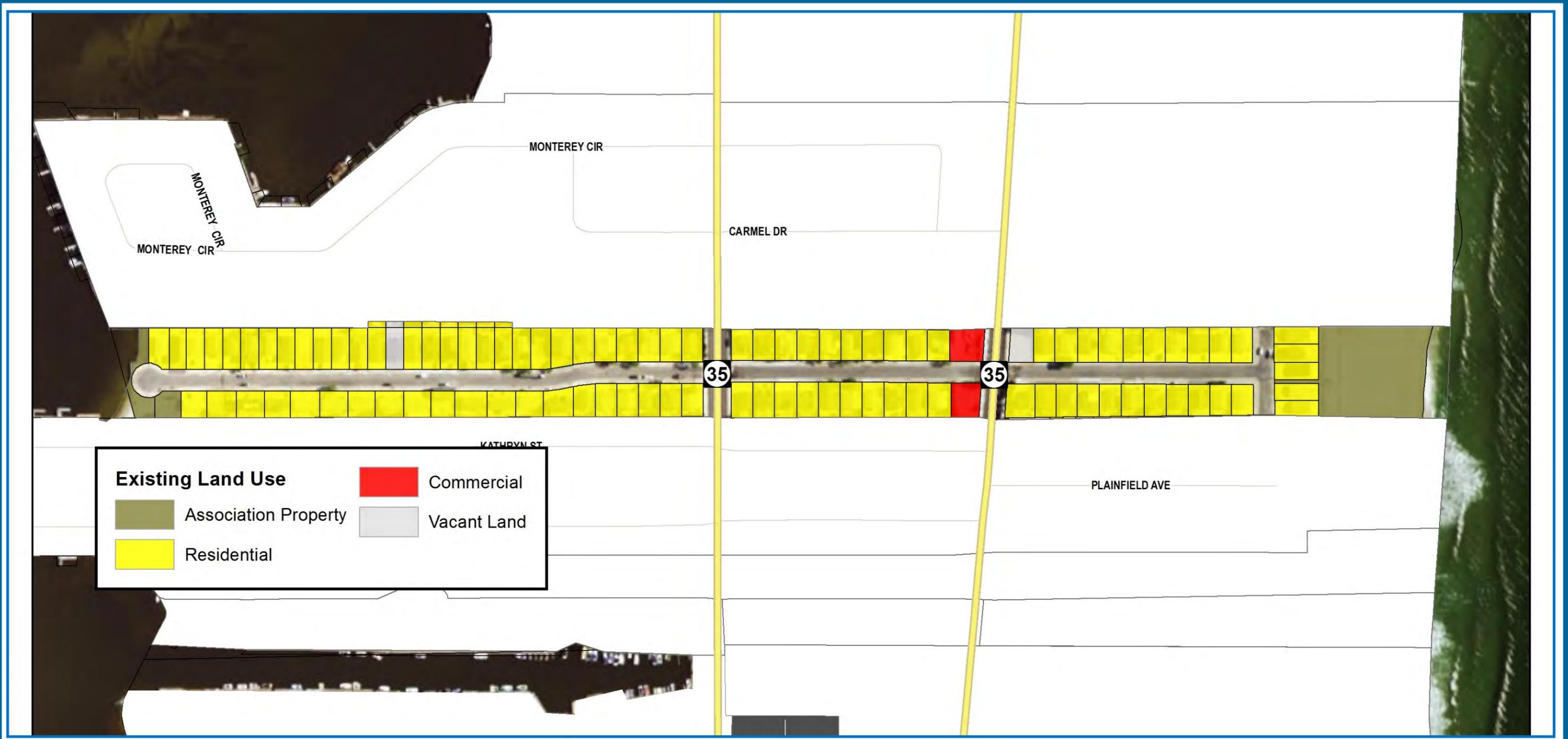
- Special Flood Hazard Areas
 - VE Flood Zone east of Ocean Road
 - AE Flood Zone along western half of neighborhood





Zoning:

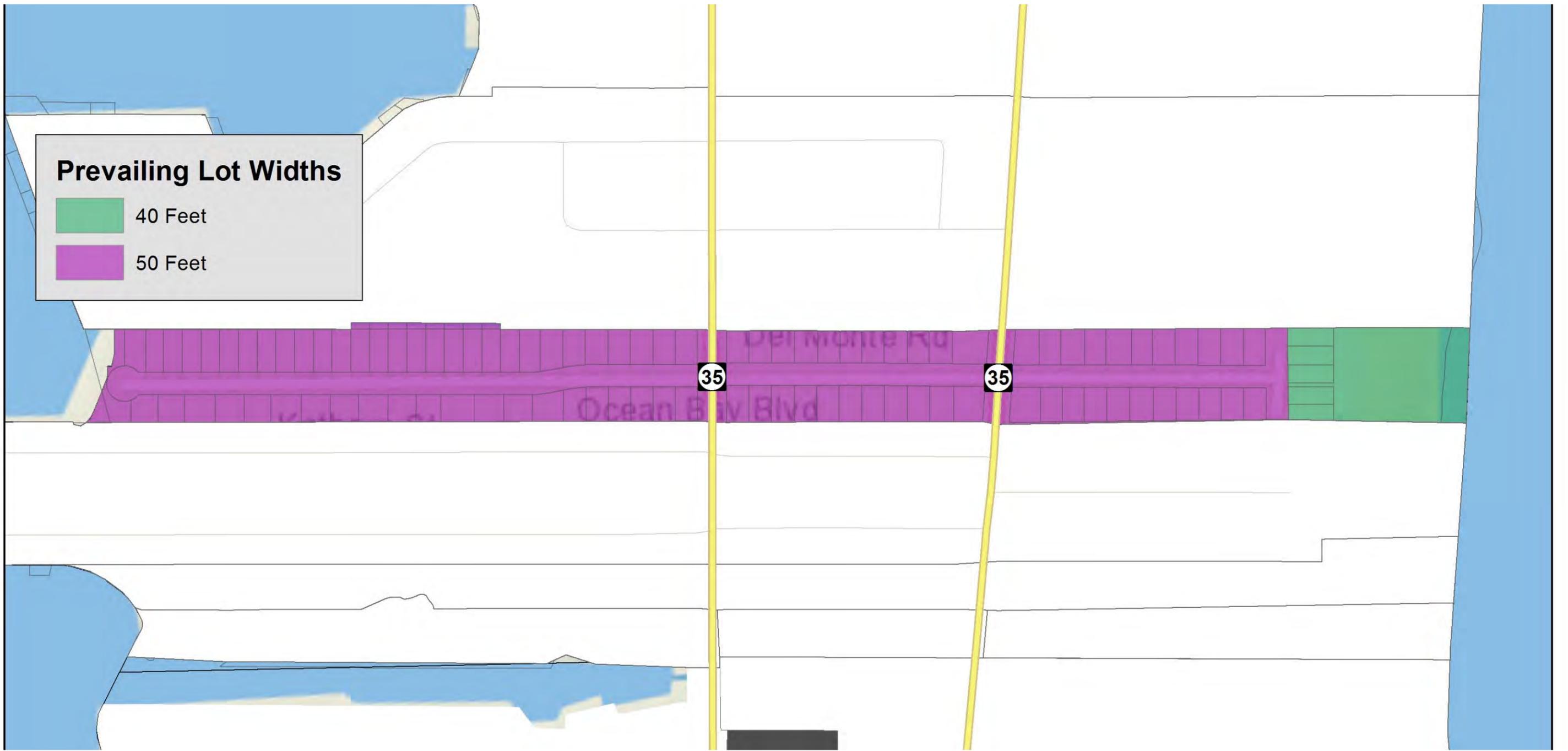
- Zone Districts: 2
 - GB
 - R-40B
- Variances in 2013-2014: 2
 - Variances include 1 Remove and Reconstruct and 1 Single Family Bulk Variance (Pending); Lot Coverage (2)
- Prevailing Lead Lot Widths are generally 50 feet wide, except along the oceanfront, where they are 40 feet
- Lot depths range from 65 to 79 feet in measurement. Ocean front properties meet the 100 foot depth.



Neighborhood Land Use		Total Area (Sq. Ft.)	Approx. Number of Parcels	Percent Area
Total		463,849	128	
	Vacant Land	10,010	5	2.2%
	Residential	380,358	117	82.0%
	Commercial	11,043	2	2.4%
	Association Property	62,438	4	13.5%

Prevailing Lot Widths

	40 Feet
	50 Feet



Barrier Island: Sunset Manor

Observations:

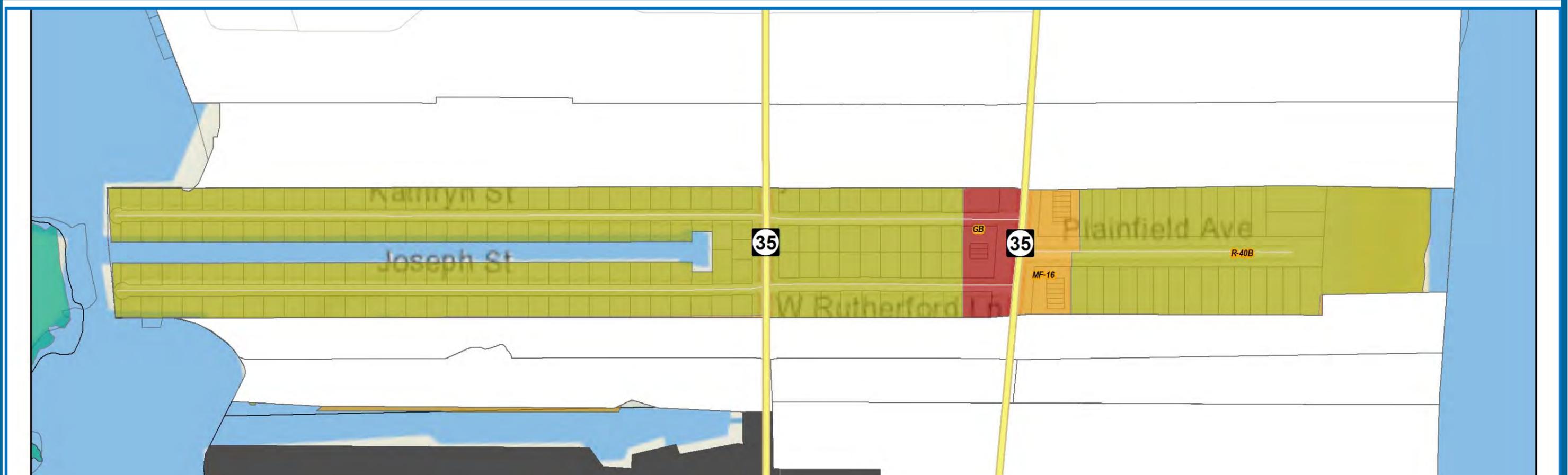
- Oceanfront neighborhood located between Ocean Beach Shores and Brighton/Rutherford/Brightwater neighborhoods
- Moderate-density residential community, consisting of one and two story houses



Vulnerability Characteristics:

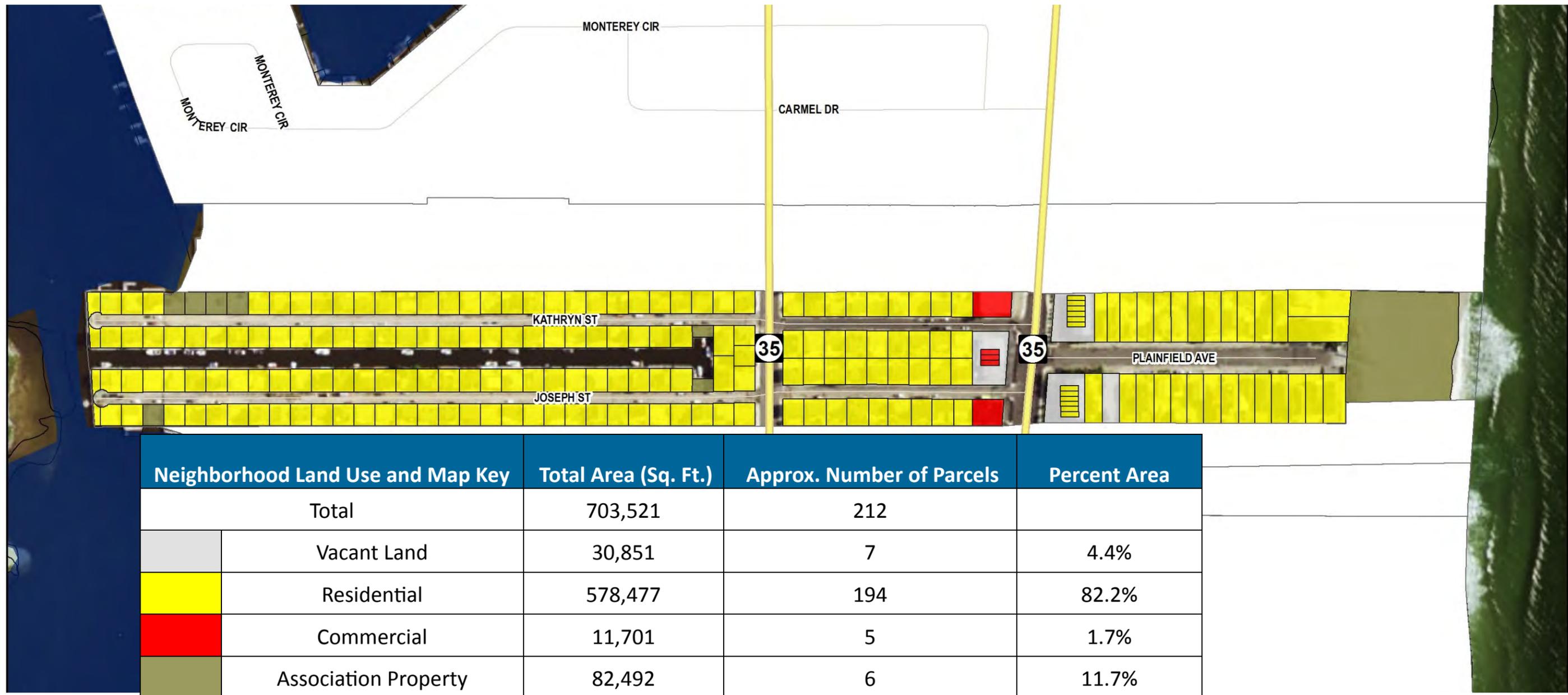
- Special Flood Hazard Areas
 - VE Flood Zone at the eastern end of Plainfield Avenue
 - AE Flood Zone along western half of neighborhood

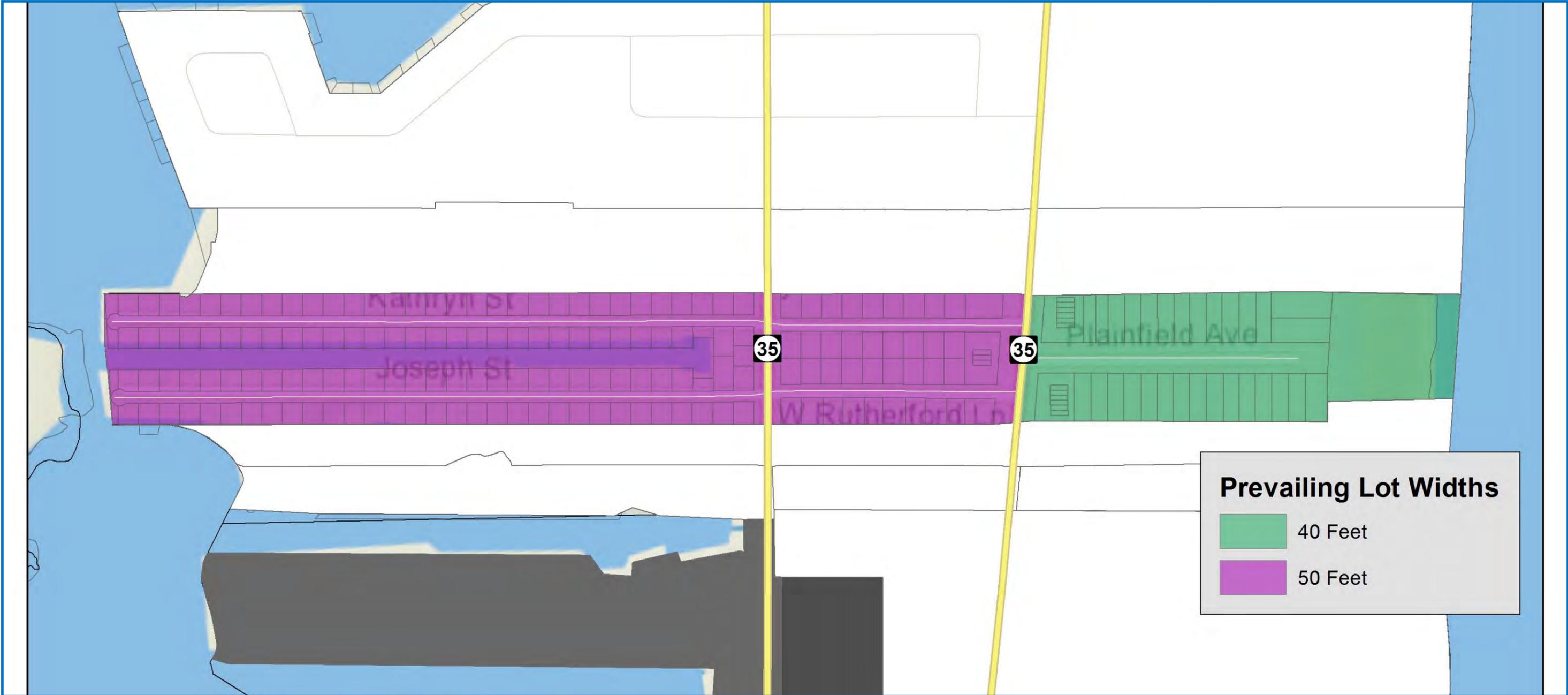




Zoning:

- Zone Districts: 3
 - MF-16
 - R-40B
 - GB
- Variances in 2013-2014: 7
 - Variances include 5 Remove and Reconstruct and 2 Decks
- Prevailing Lead Lot Widths are 50 feet wide, west of Route 35 North. East of Route 35 North, lot widths are 40 feet.
- Lot depths vary in range, mostly between 50 and 62 feet with some as deep as 119 feet.



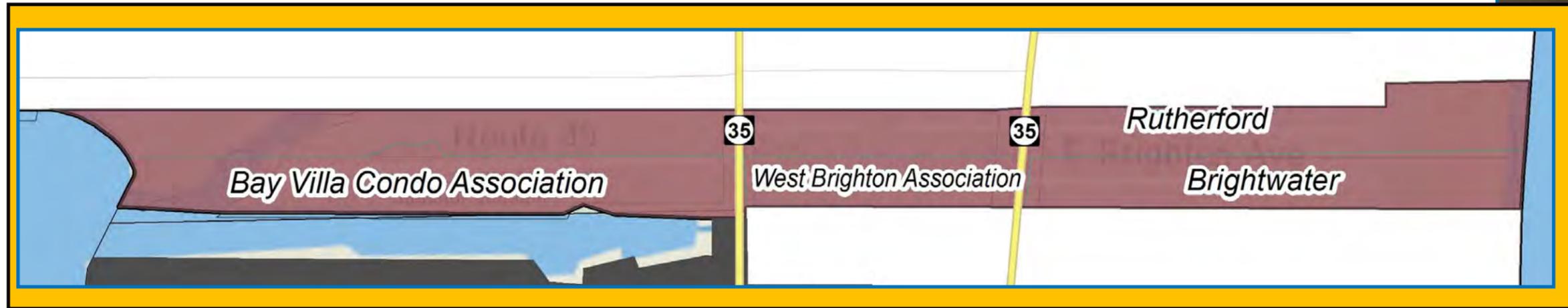


Prevailing Lot Widths

	40 Feet
	50 Feet

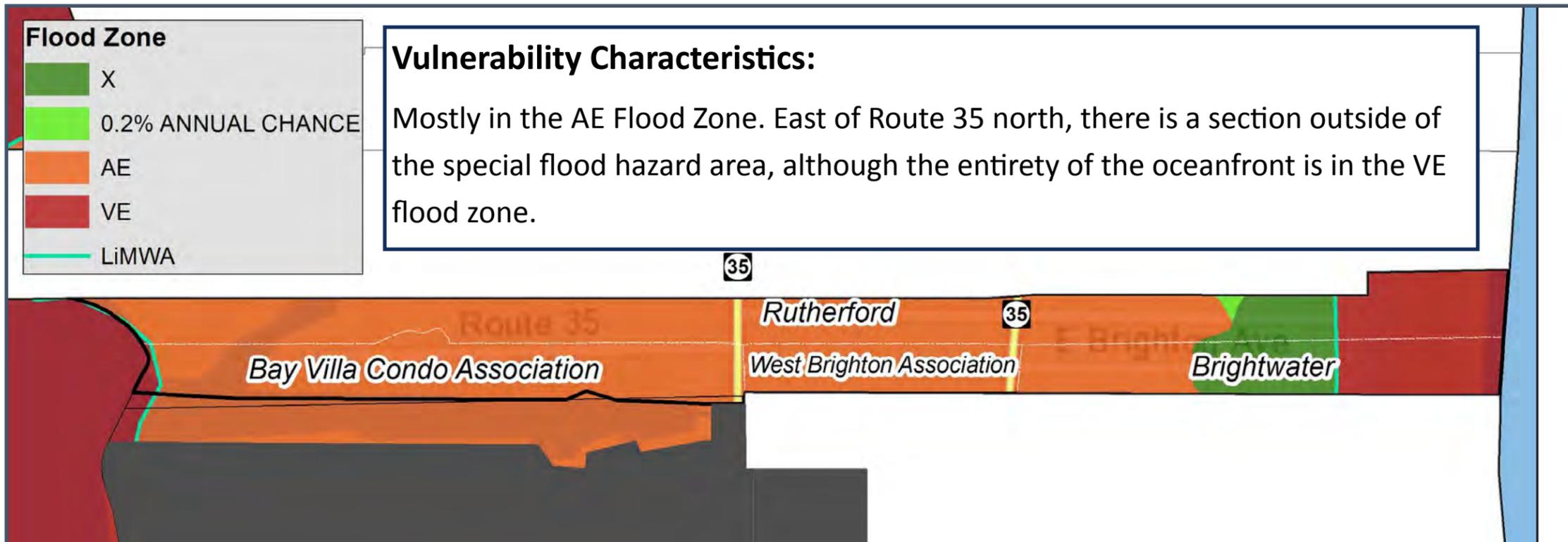
Barrier Island: Brighton/Rutherford/Brightwater

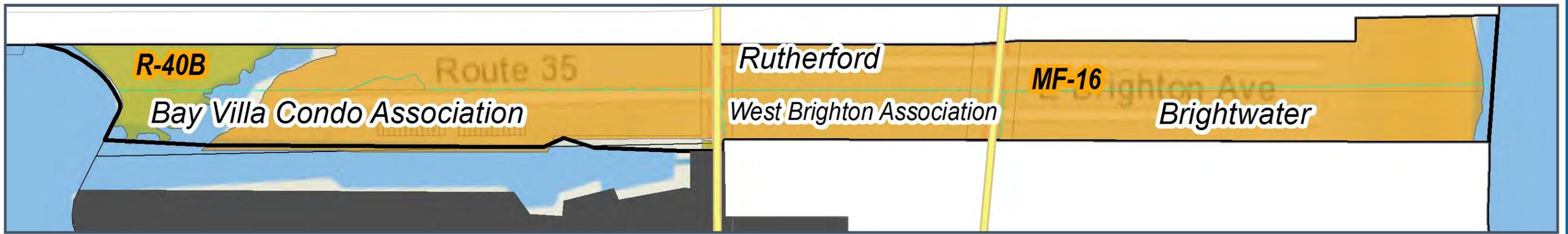
Includes Bay Villa Condo Association, West Brighton Association, Rutherford Homeowners Association and Brightwater Trailer and Cottage Association



Observations:

- Comprises four different community associations that share similar development patterns, characterized by multifamily developments and small-lot, single-story modular residential development.
- The Bay Villa Condominium association, consists of townhomes.
- Location: Sunset Manor and north of Ocean Beach 1 and the Borough of Lavallette.





Zoning

- Zoning Districts: 2
- MF-16 Multifamily
- R-40B Residential* (Applies to non-buildable area of neighborhood)
- Prevailing Lead Lot Width: NA
- Variances in 2013-2014: 1
- Common Type: Single Family Bulk Variance

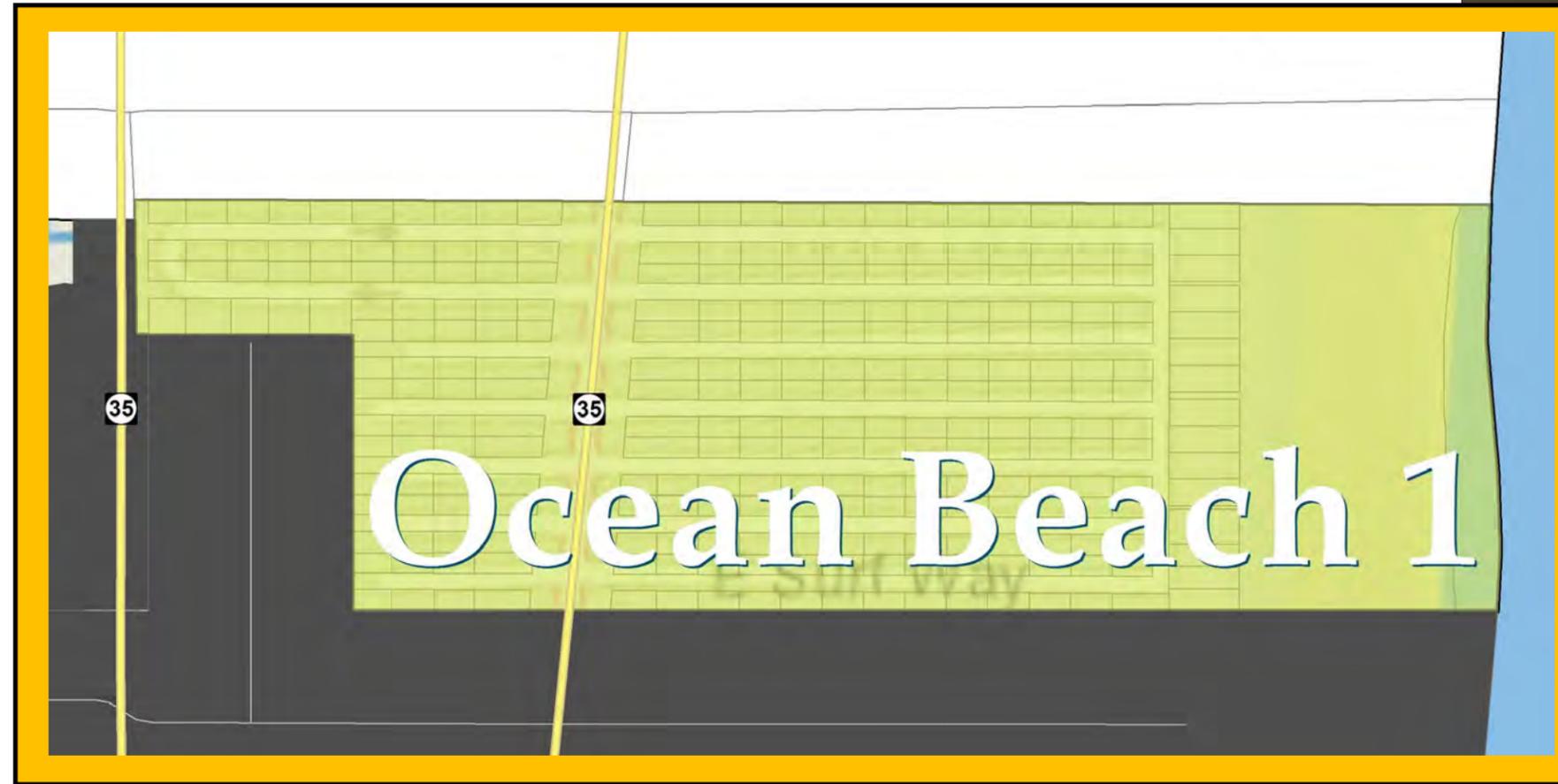


Neighborhood Land Use	Total Area (Sq. Ft.)	Approx. Number of Parcels	Percent Area
Total	581,263	34	
Association Property	567,351	9	97.6%
Residential	13,912	25	2.4%

Barrier Island: Ocean Beach 1

Observations:

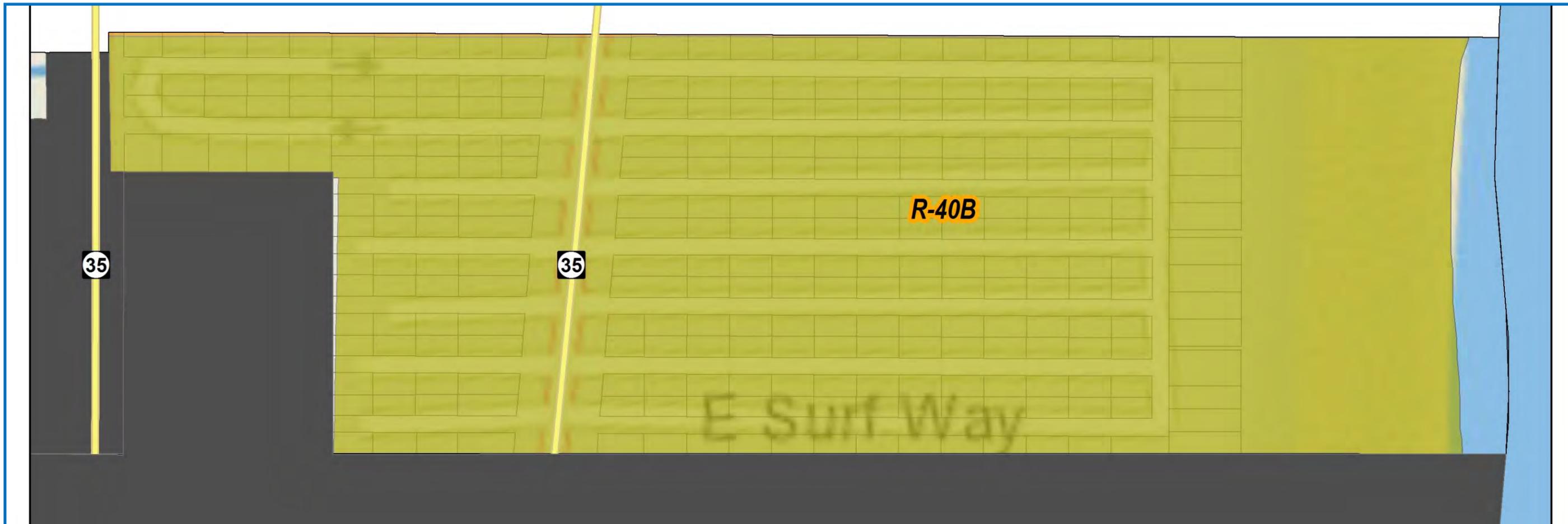
- Moderate density residential community, located entirely east of Route 35 South.
- Location: South of the Brighton, Rutherford, Brightwater communities, and north of Lavallette Borough



Vulnerability Characteristics:

Mostly in the AE Flood Zone. East of Route 35 north, there is a section of an X zone, with the entirety of the oceanfront in the VE flood zone.



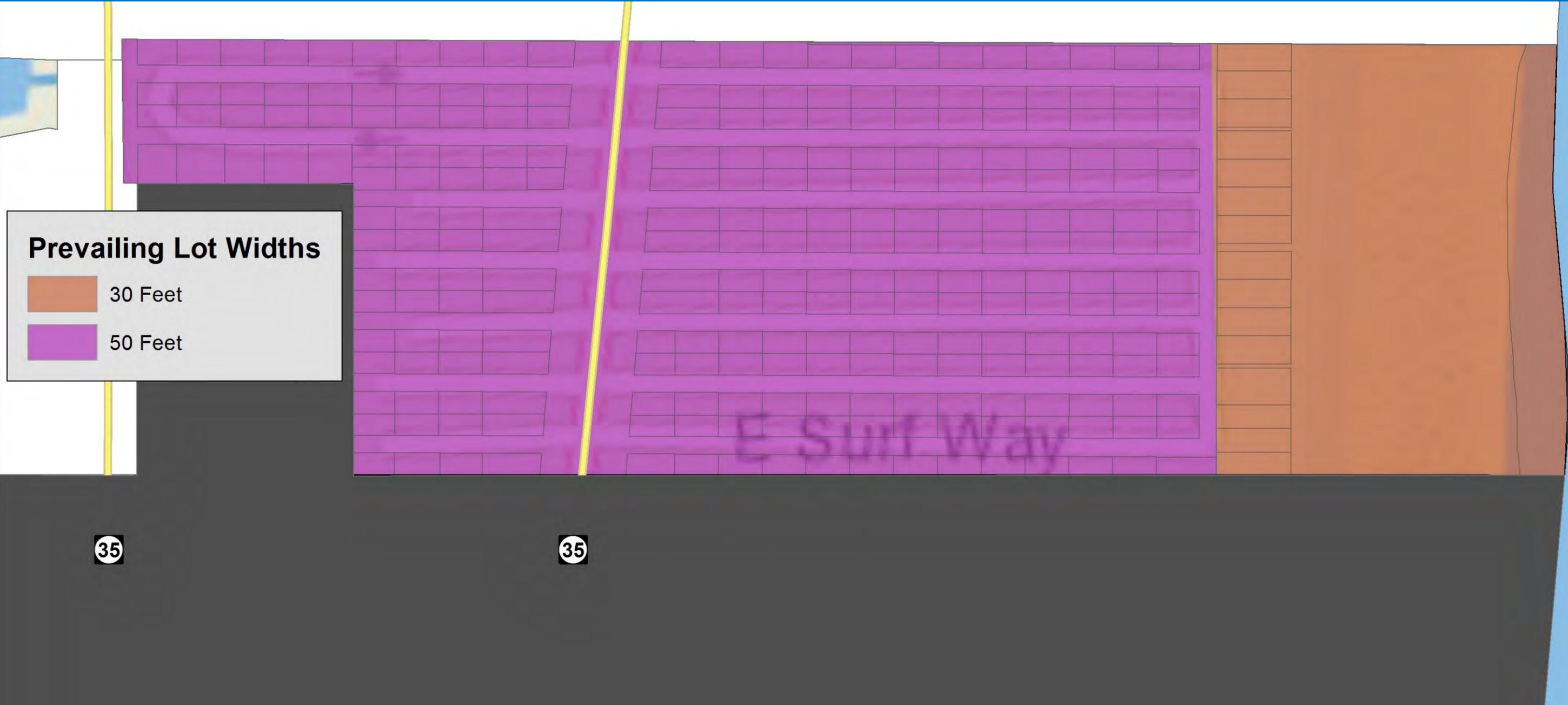


Zoning:

- Zoning Districts: 1 (R-40B)
- Prevailing Lead Lot Width:
 - 50 feet west of the oceanfront
 - 30 feet along the oceanfront
- Variances in 2013-2014: 0
- Prevailing lot depth for the 50 foot wide lots appears to be 25 feet.



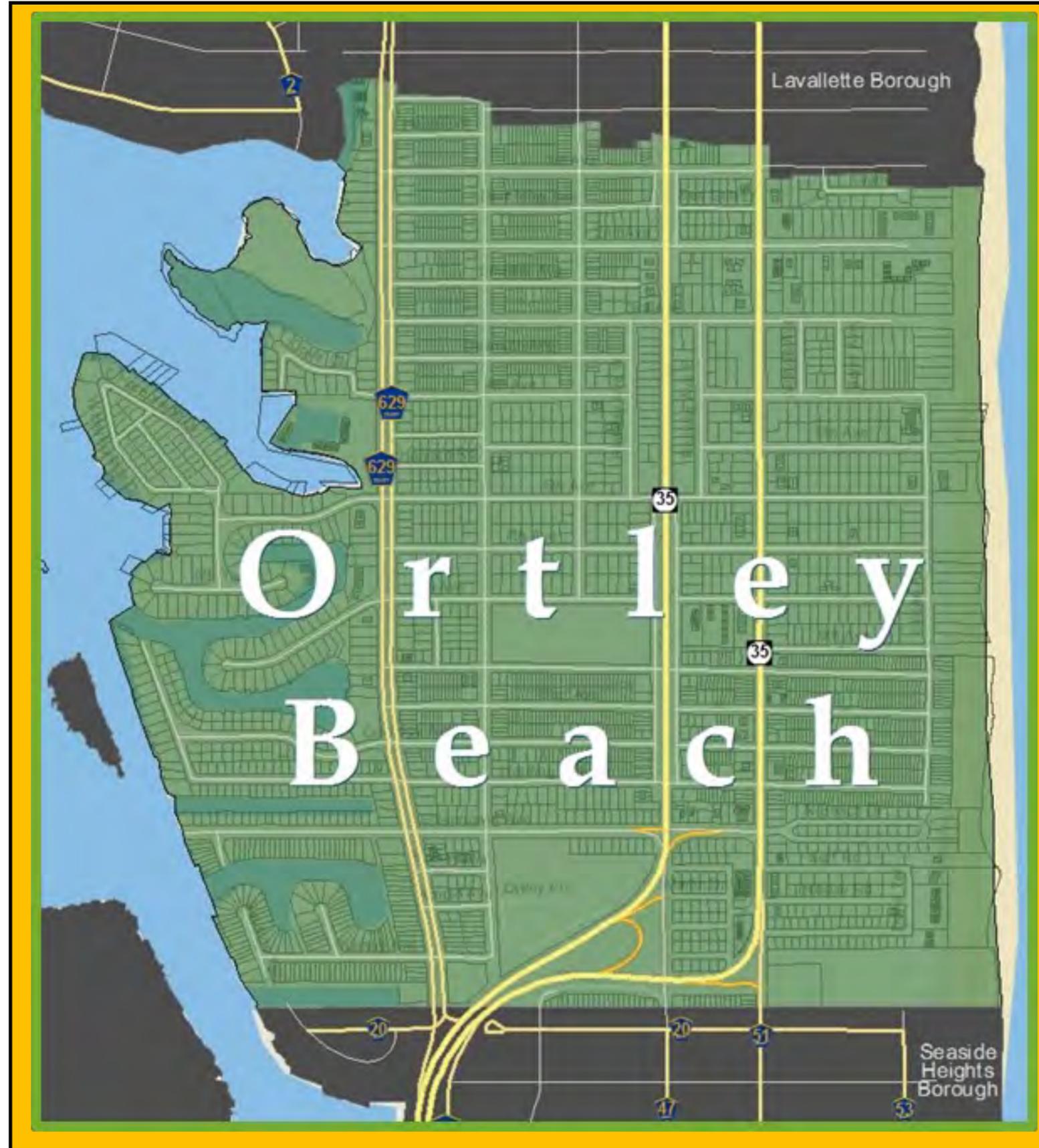
Neighborhood Land Use	Total Area (Sq. Ft.)	Approx. Number of Parcels	Percent Area
Total	501,821	267	
Public Property	1,342	1	0.3%
Commercial	1,564	1	0.3%
Vacant Land	5,960	3	1.2%
Residential	367,713	260	73.3
Association Property	125,243	2	25.0%

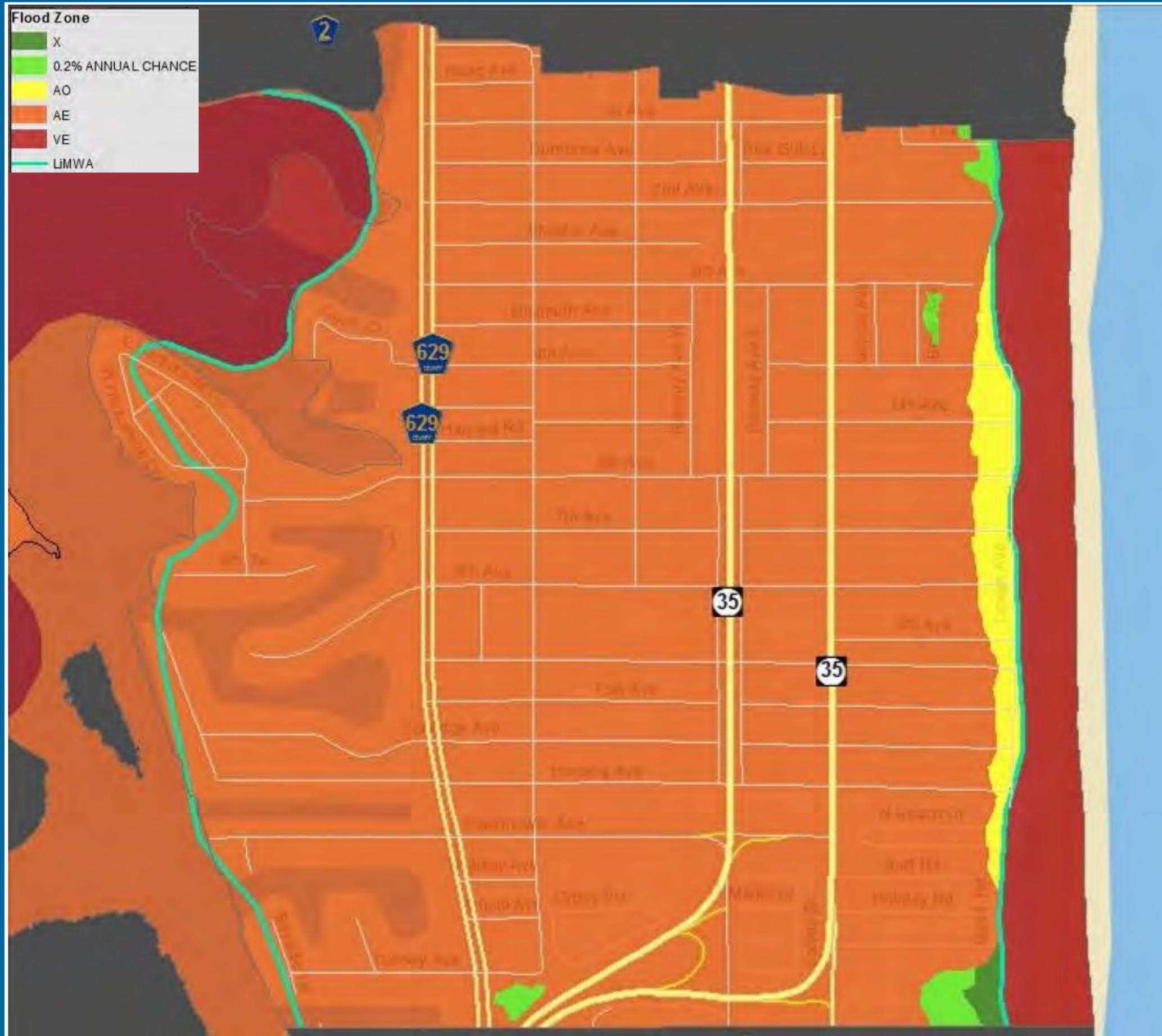


Barrier Island: Ortley Beach

Observations:

- Moderate density residential community, split between lagoon developments on the bayside and residential east of CR 629. Commercial corridor located along Route 35 North.
- Location: South of Lavallette Borough, and north of Seaside Heights Borough





Vulnerability Characteristics:

Mostly in the AE Flood Zone. VE Flood Zone covers the oceanfront and some wetland areas along the bayshore. AO and X zones are located near the oceanfront, and the 0.2% flood zone is found in several “spots” throughout the neighborhood.



Neighborhood Land Use	Total Area (Sq. Ft.)	Approx. Number of Parcels	Percent Area
Total	20,818,805	2,730	
Public Property	1,253,631	15	6.0%
Church/Charitable/Cemetery	35,949	2	0.2%
Other Exempt	49,020	5	0.2%
Commercial	1,043,976	81	5.0%
Apartment	39,694	4	0.2%
Vacant Land	559,935	67	2.7%
Residential	17,660,127	2,553	84.8%
Association Property	176,474	3	0.8%



Zoning:

- Zoning Districts: 4
 - GB (along Rt. 35N corridor)
 - R-40B and R-400C Residential, MF-16 Multifamily
 - Prevailing Lead Lot Widths: 40 feet and 50 feet

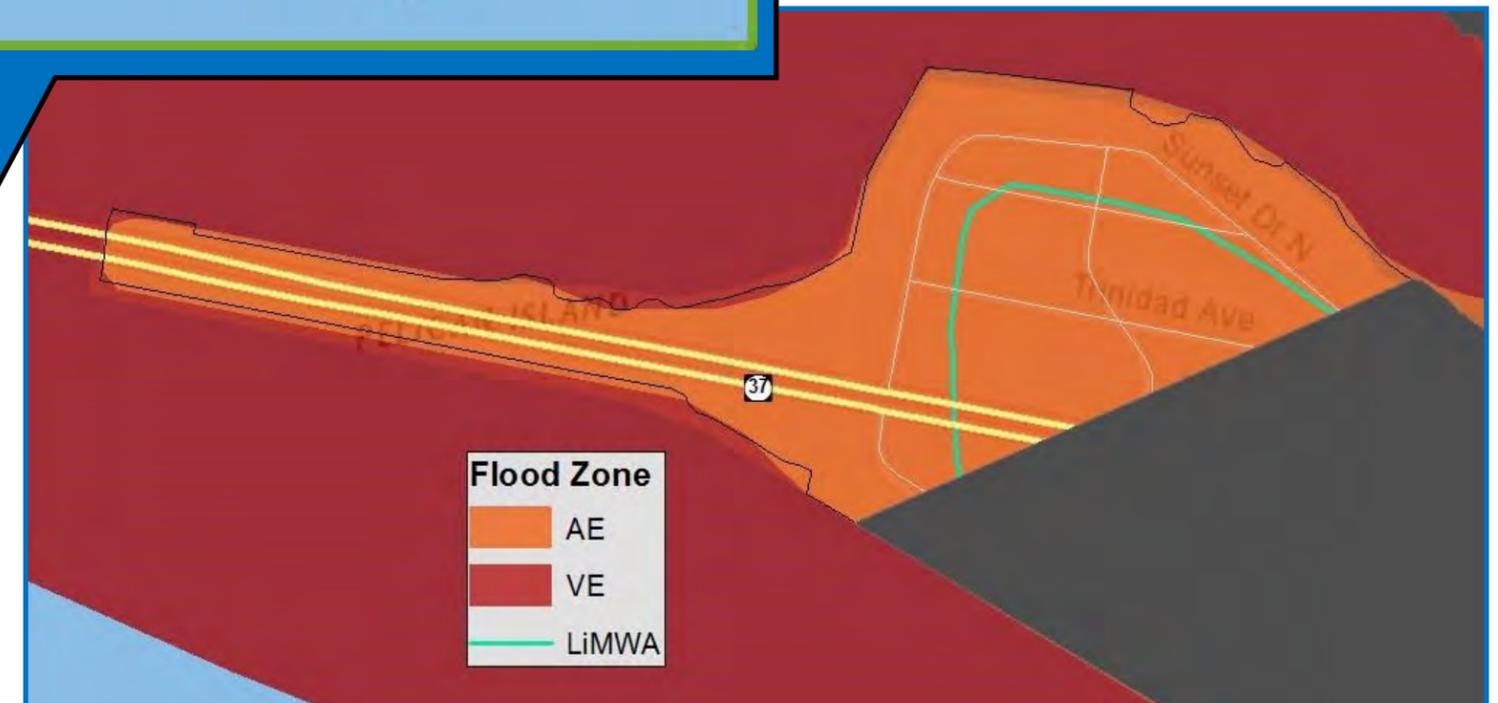
- Variances in 2013-2014: 36 (2 Denied)
 - Common Types: Elevation, additions, condos, Decks and Remove and Reconstruct, Two-family construction on undersized lots
 - Bulk Variances: Area, Depth, Width, Front Setback, Side Setback, Accessory Setbacks, Lot Coverage, Building Height, and Rear Setback (R-40B)
 - Denied: Two Family Bulk Variances (R-40B)

Bay Island: Pelican Island



Observations:

- Predominant Land Use: Residential
- Moderate density residential community with a mix of one and two story dwellings.
- Location: Pelican Island is located in Barnegat Bay, with access to the mainland (Toms River) and barrier island (Seaside Heights) by Route 37. Island has split jurisdiction between Toms River and Berkeley Township.



Vulnerability Characteristics:

The entire Toms River section of Pelican Island is located in the AE Flood Zone.



Zoning:

- Zoning District: 1 (R-40B)
- Variances in 2013-2014: 1
- Type: 3rd Floor Dormer
- Bulk Variances: Side Setback, Rear Setback, Accessory Setback
- Prevailing Lead Lot Widths: 60 feet

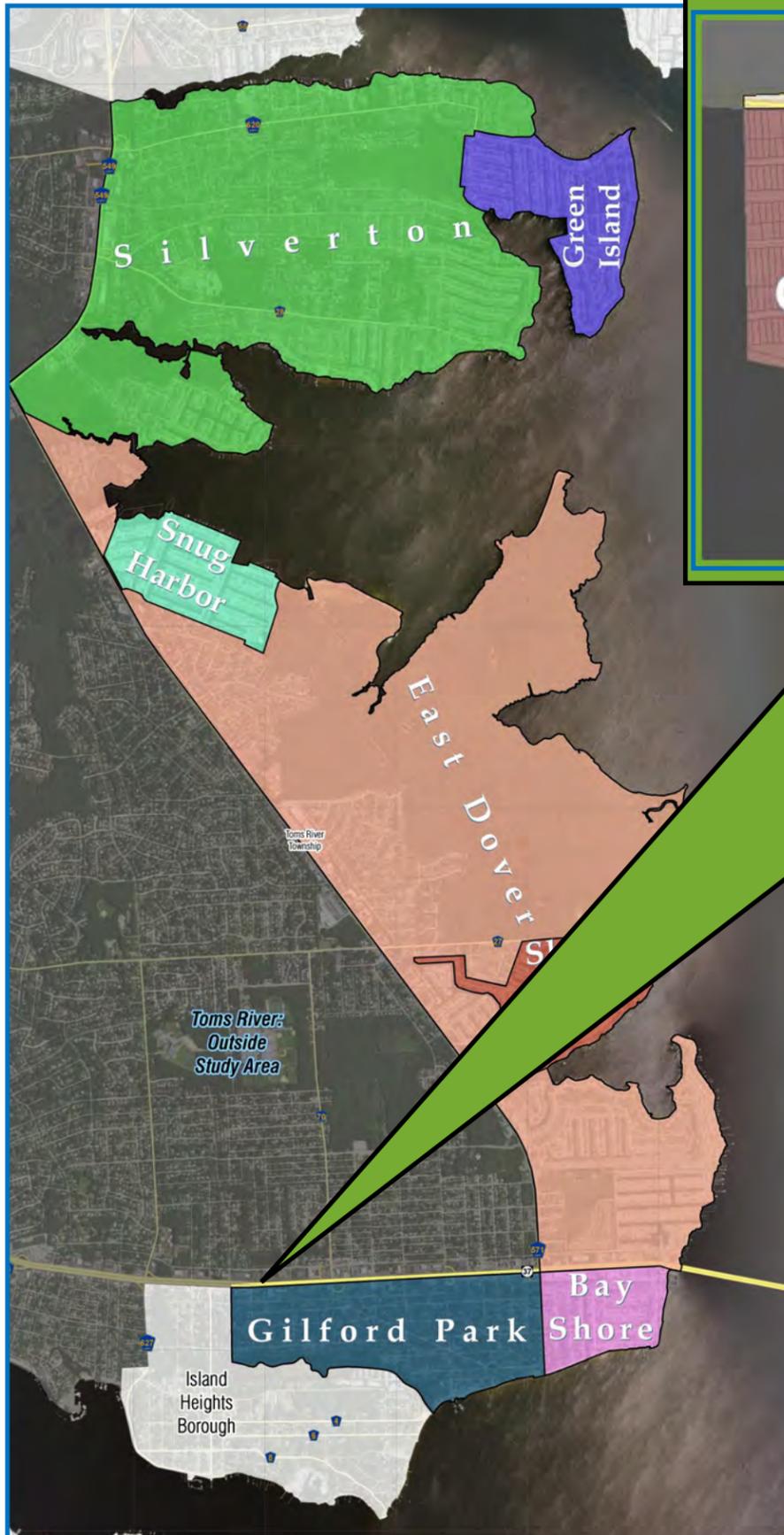


Neighborhood Land Use	Total Area (Sq. Ft.)	Approx. Number of Parcels	Percent Area
Total	615,776	110	
Public Property	28,697	3	4.7%
Commercial	26,911	1	4.4%
Vacant Land	34,599	7	5.6%
Residential	511,539	98	83.1%
Association Property	14,030	1	2.3%



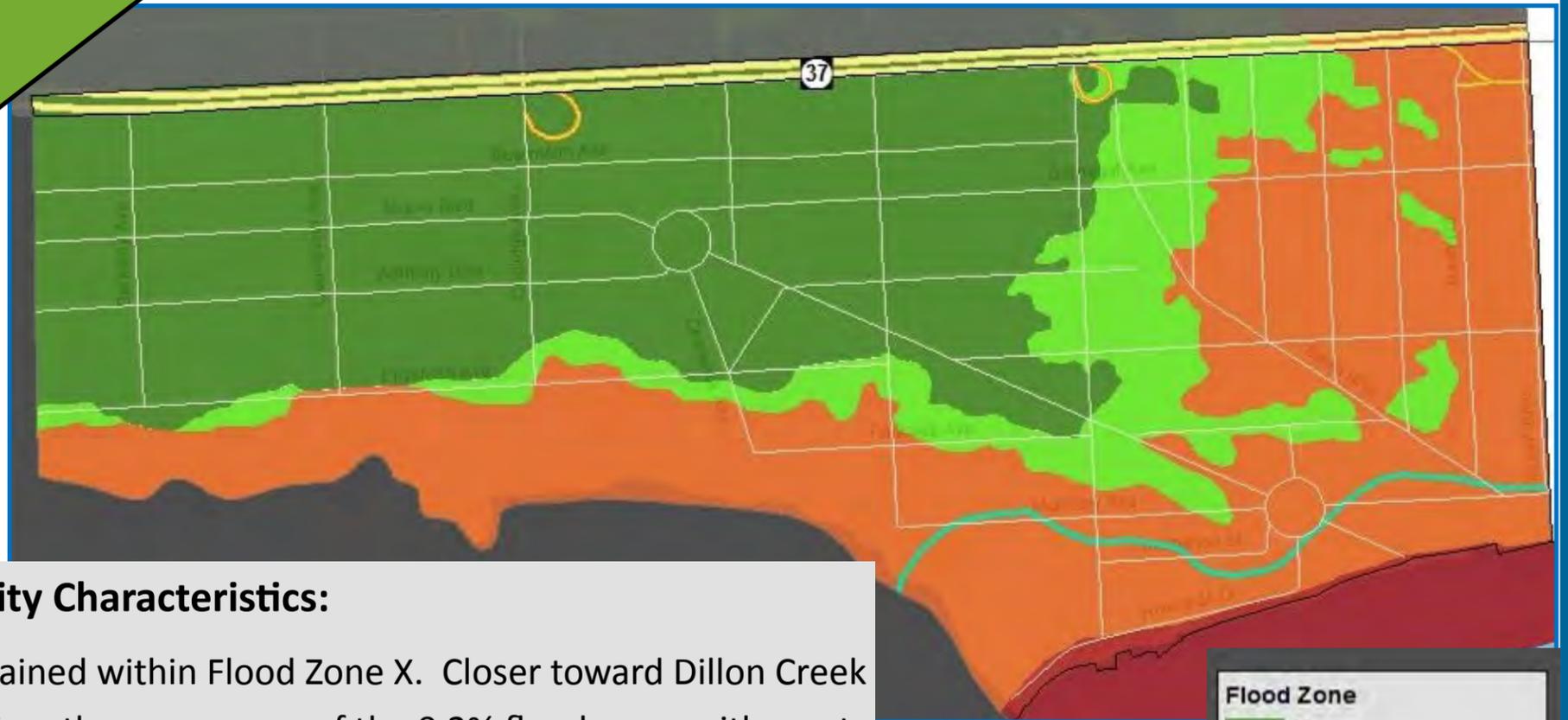
Prevailing Lot Widths
60 Feet

Mainland Bayshore: Gilford Park



Observations:

- Commercial development along Route 37, with moderate density residential south of the highway.
- Location: Adjacent to Bay Shore neighborhood, interior Toms River and Island Heights Borough



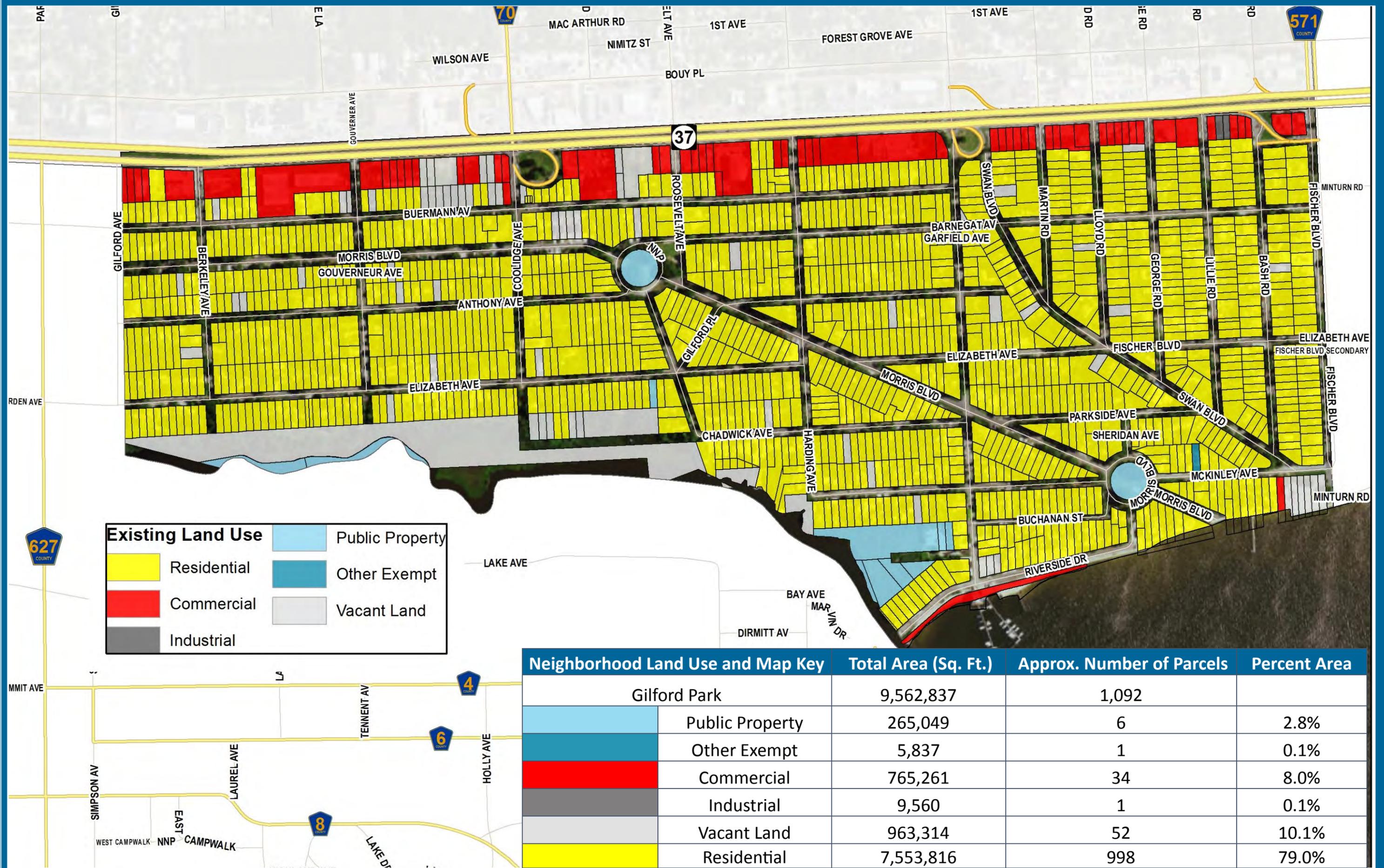
Vulnerability Characteristics:

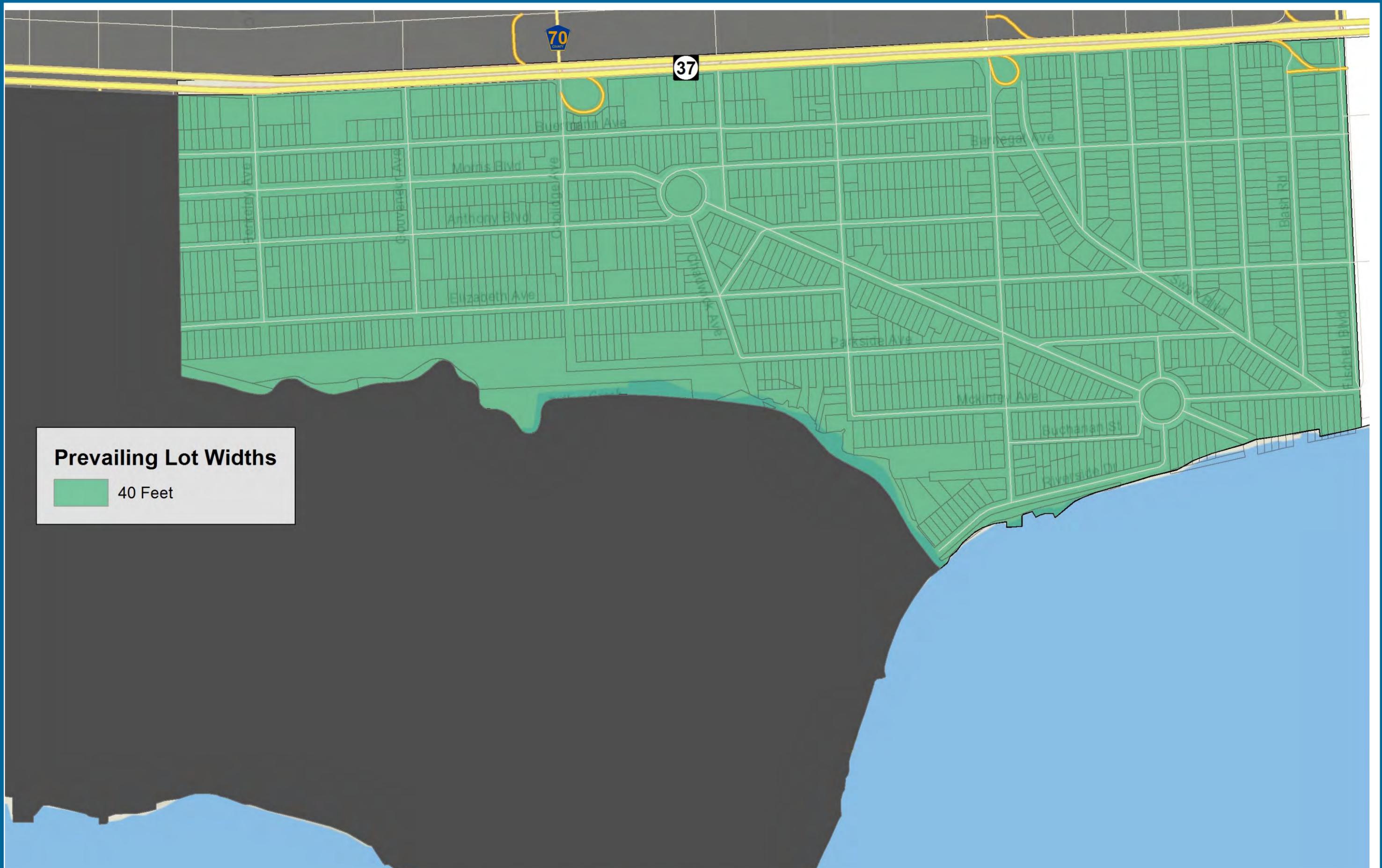
Mostly contained within Flood Zone X. Closer toward Dillon Creek and Toms River there are areas of the 0.2% flood zone, with most of the waterfront in the AE Flood Zone. The VE Flood Zone largely impacts properties located south of Riverside Drive along the Toms River.

Zoning:

- Zones: 2 Districts
 - HB (along Rt. 37 corridor)
 - R-50 Residential
- Variances in 2013-2014: 3
 - Types: Use, Single Family Bulk Variance, Deck
 - Use variance for the Yacht Club
- Prevailing Lead Lot Widths: 40 feet



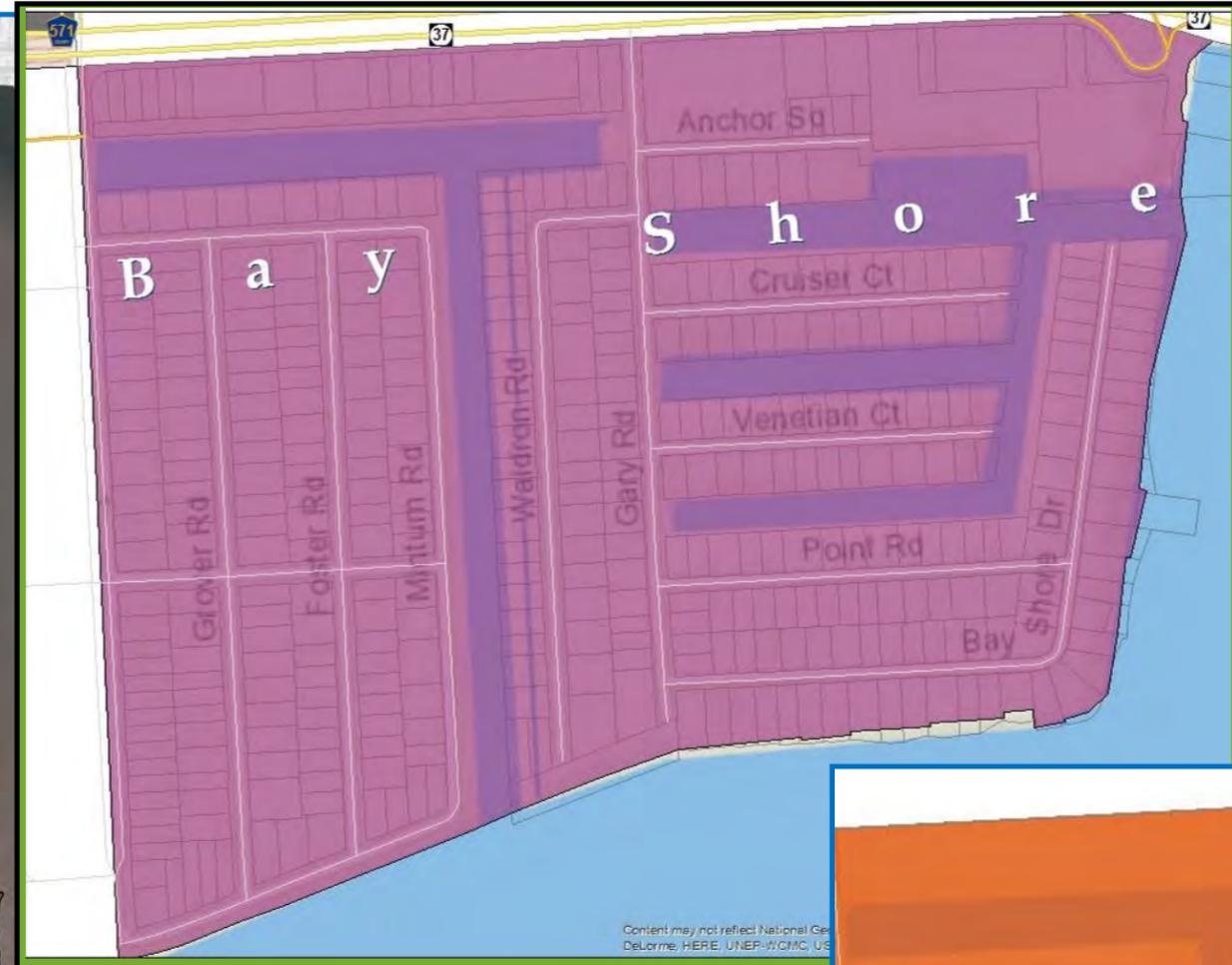
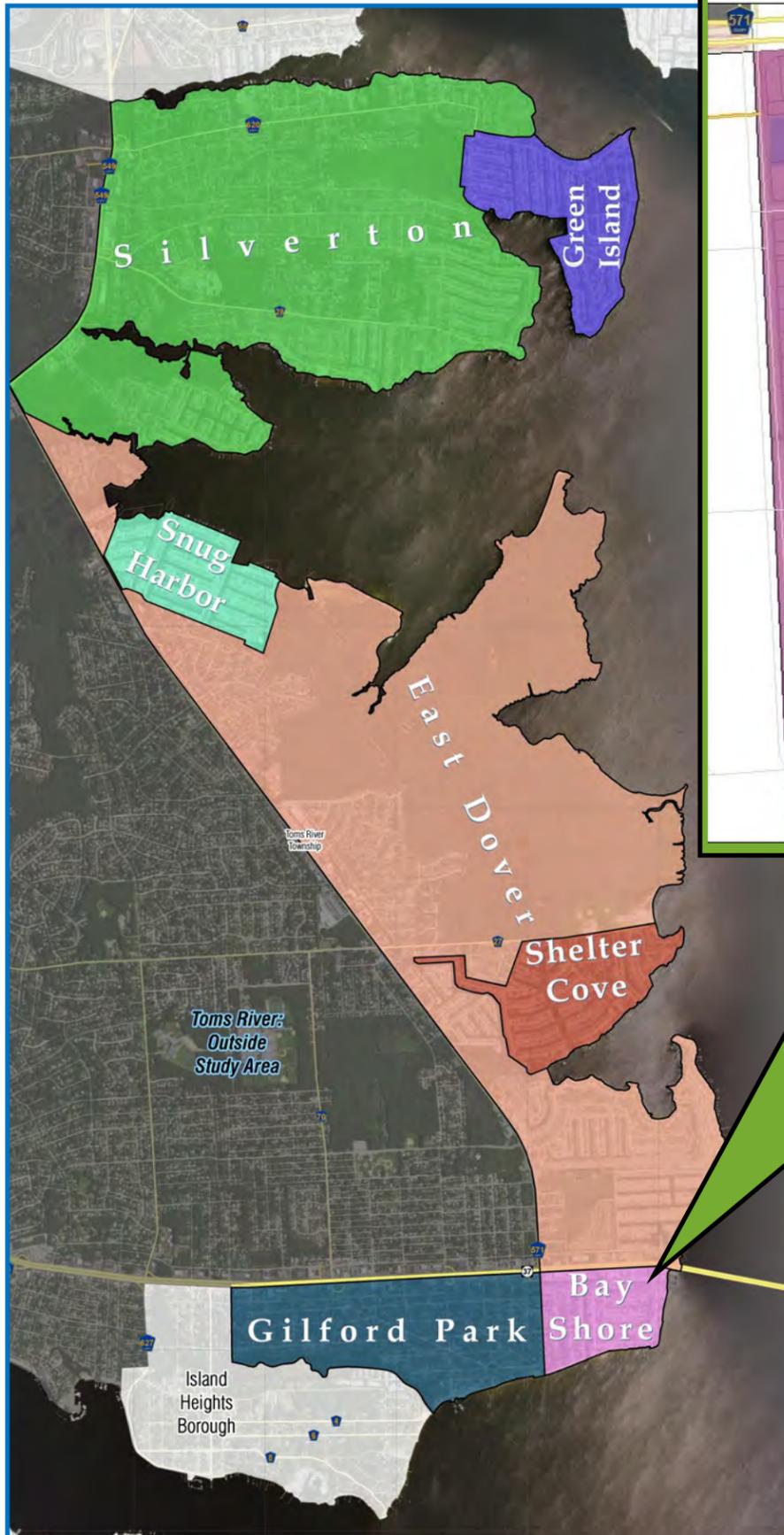




Prevailing Lot Widths

40 Feet

Mainland Bayshore: Bay Shore

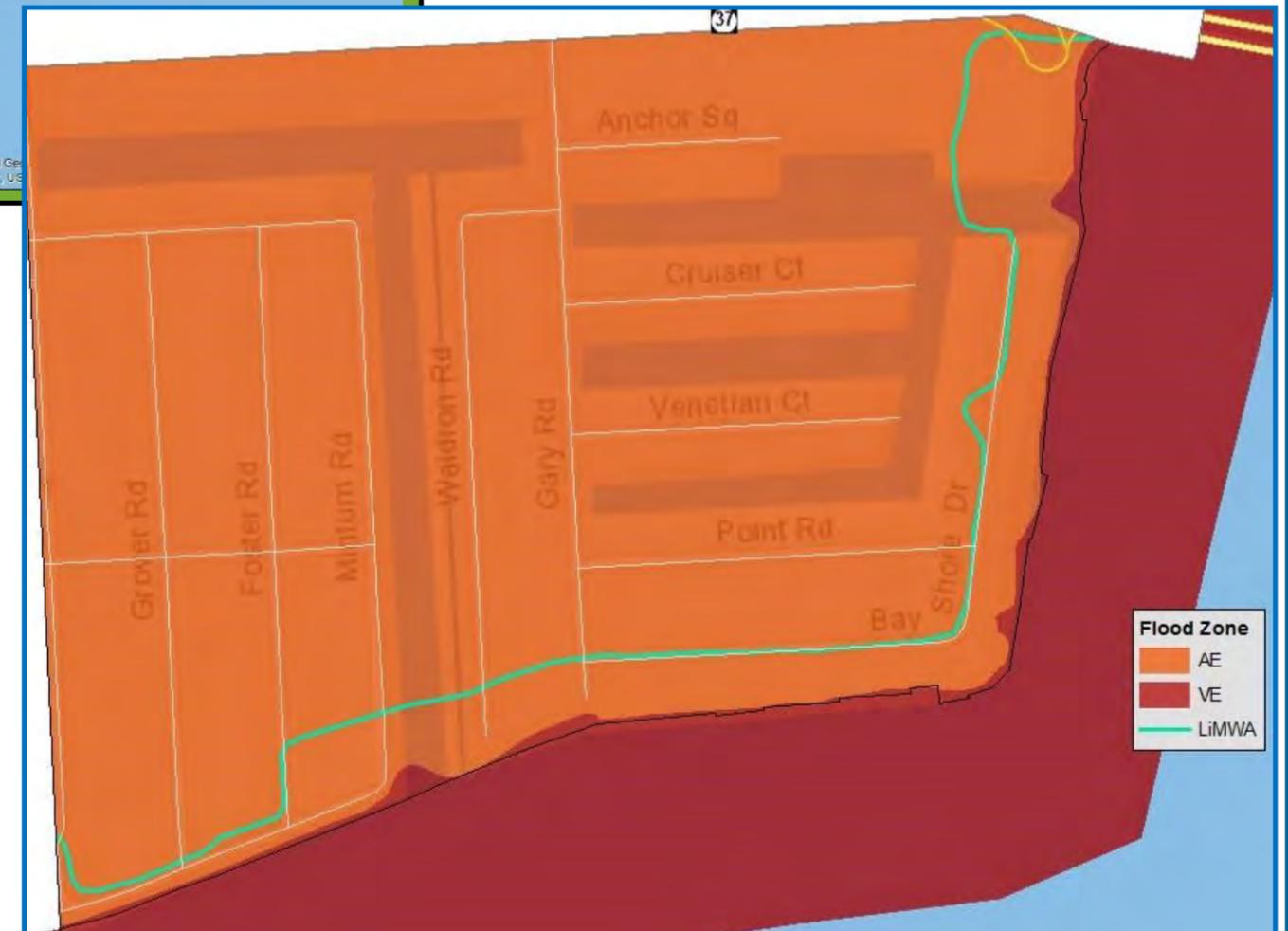


Observations:

- Lagoon development of moderate-density single family housing.
- Location: Adjacent to East Dover and Gilford Park, south of Route 37

Vulnerability Characteristics:

Almost entirely in the AE Flood Zone.



HB Anchor Sq

R-50

Grover Rd

Foster Rd

Minturn Rd

Waldron Rd

Gary Rd

Cruiser Ct

Venetian Ct

Point Rd

Bay Shore Dr

Zoning:

- Zone Districts: 2
 - R-50 Residential
 - HB (along Rt. 37 corridor)
- Variances in 2013-2014: 1 (Deck)
- Prevailing Lead Lot Width: 50 feet



Neighborhood Land Use	Total Area (Sq. Ft.)	Approx. Number of Parcels	Percent Area
Total	3,015,999.14	357	2%
Other Exempt	25,436	4	0.8%
Commercial	366,647	10	12.2%
Industrial	71,116	1	2.4%
Vacant	241,281	18	8.0%
Residential	2,311,520	324	76.6%



Content may not reflect National Geographic's current map policy. Sources: National Geographic, Esri, DeLorme, HERE, UNEP-WCMC, USGS, NASA, ESA, METI, NRCAN, GEBCO, NOAA, increment F Corp.

Mainland Bayshore: Shelter Cove



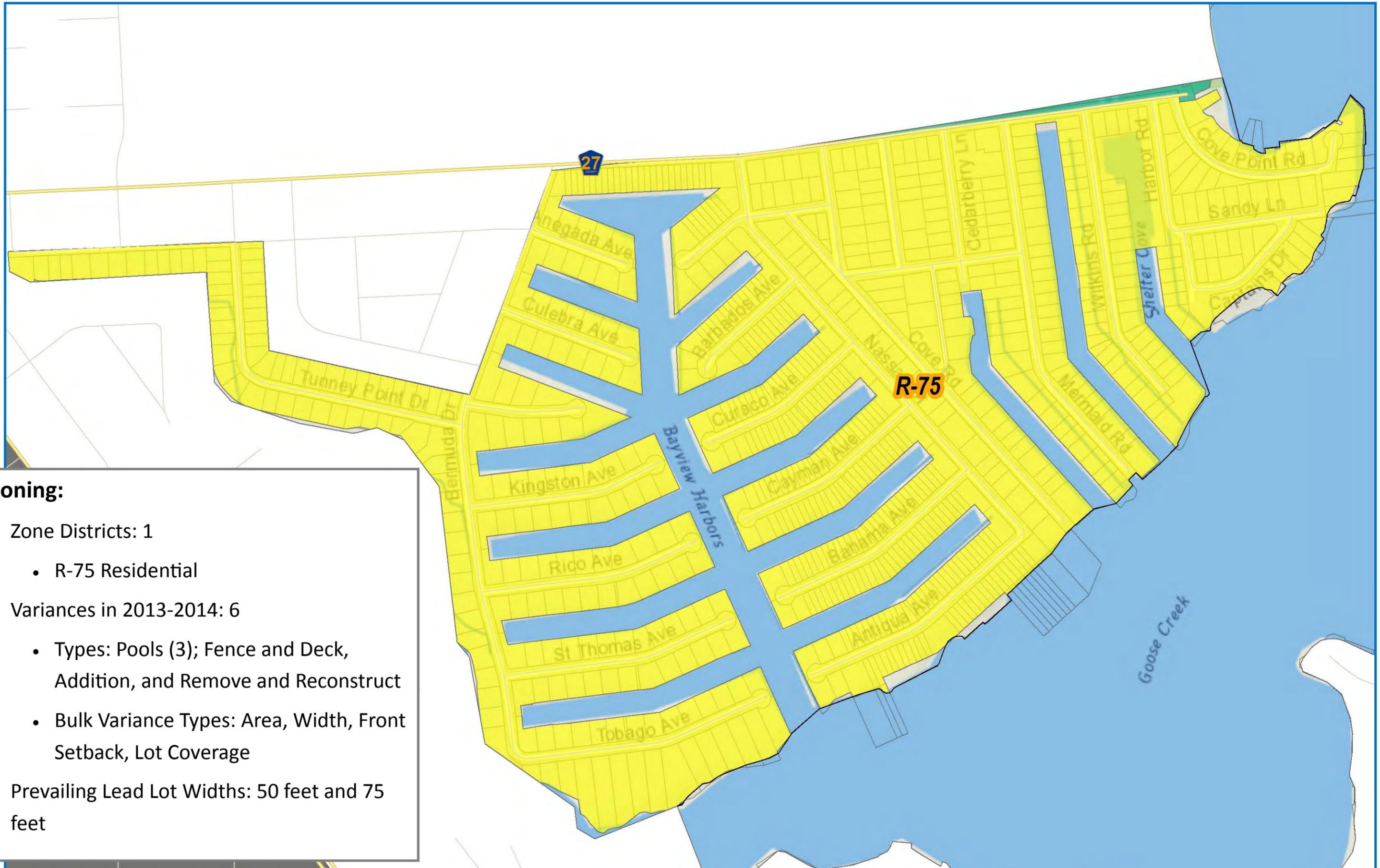
Observations:

- Lagoon development of moderate-density single family housing.
- Location: East of Fischer Blvd.

Vulnerability Characteristics:

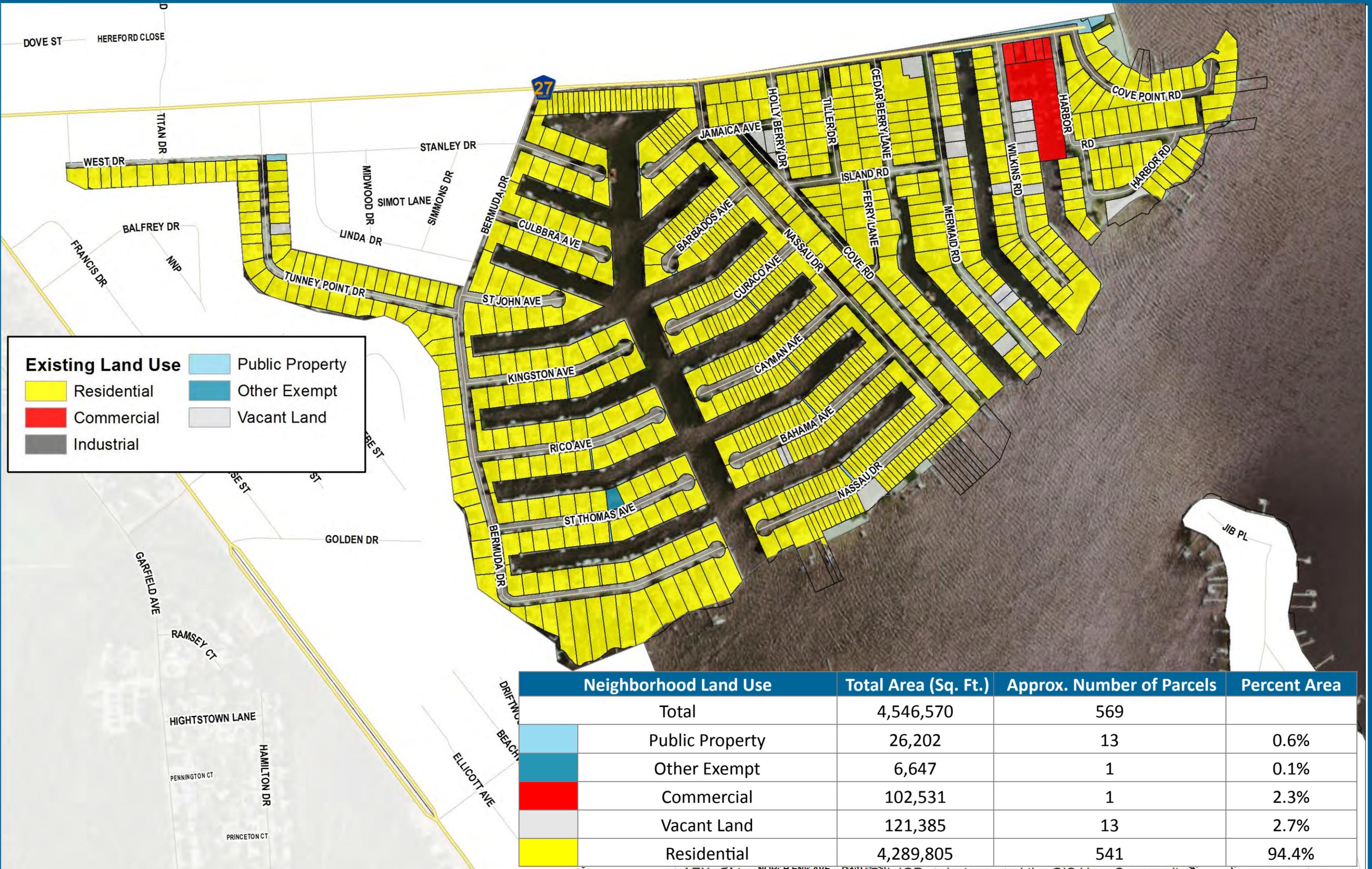
Almost entirely in the special flood hazard area (AE Flood Zone,) with the exception of the western "tail," which is in the 0.2% Flood Zone and Flood Zone X.

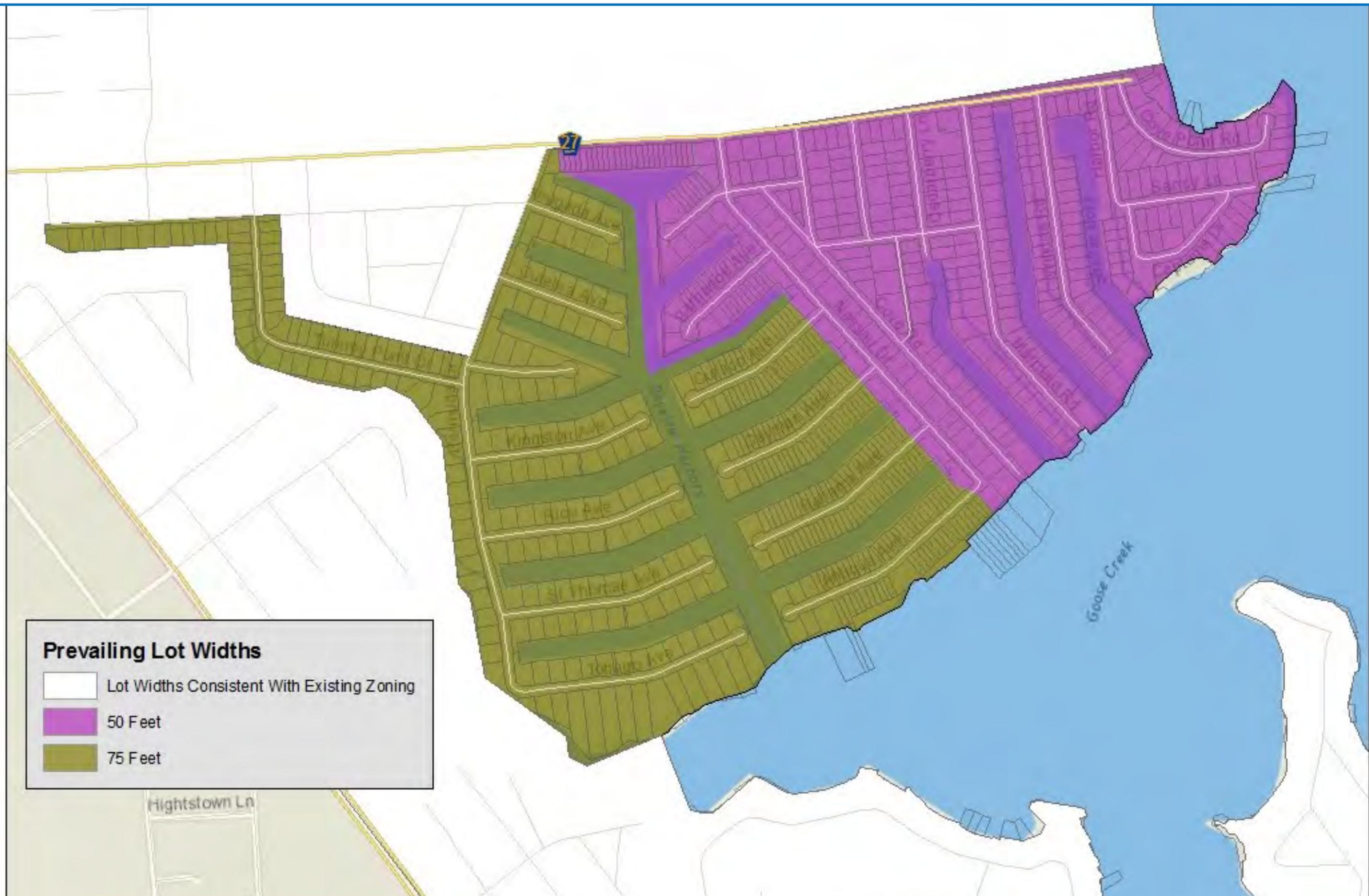




Zoning:

- Zone Districts: 1
 - R-75 Residential
- Variances in 2013-2014: 6
 - Types: Pools (3); Fence and Deck, Addition, and Remove and Reconstruct
 - Bulk Variance Types: Area, Width, Front Setback, Lot Coverage
- Prevailing Lead Lot Widths: 50 feet and 75 feet



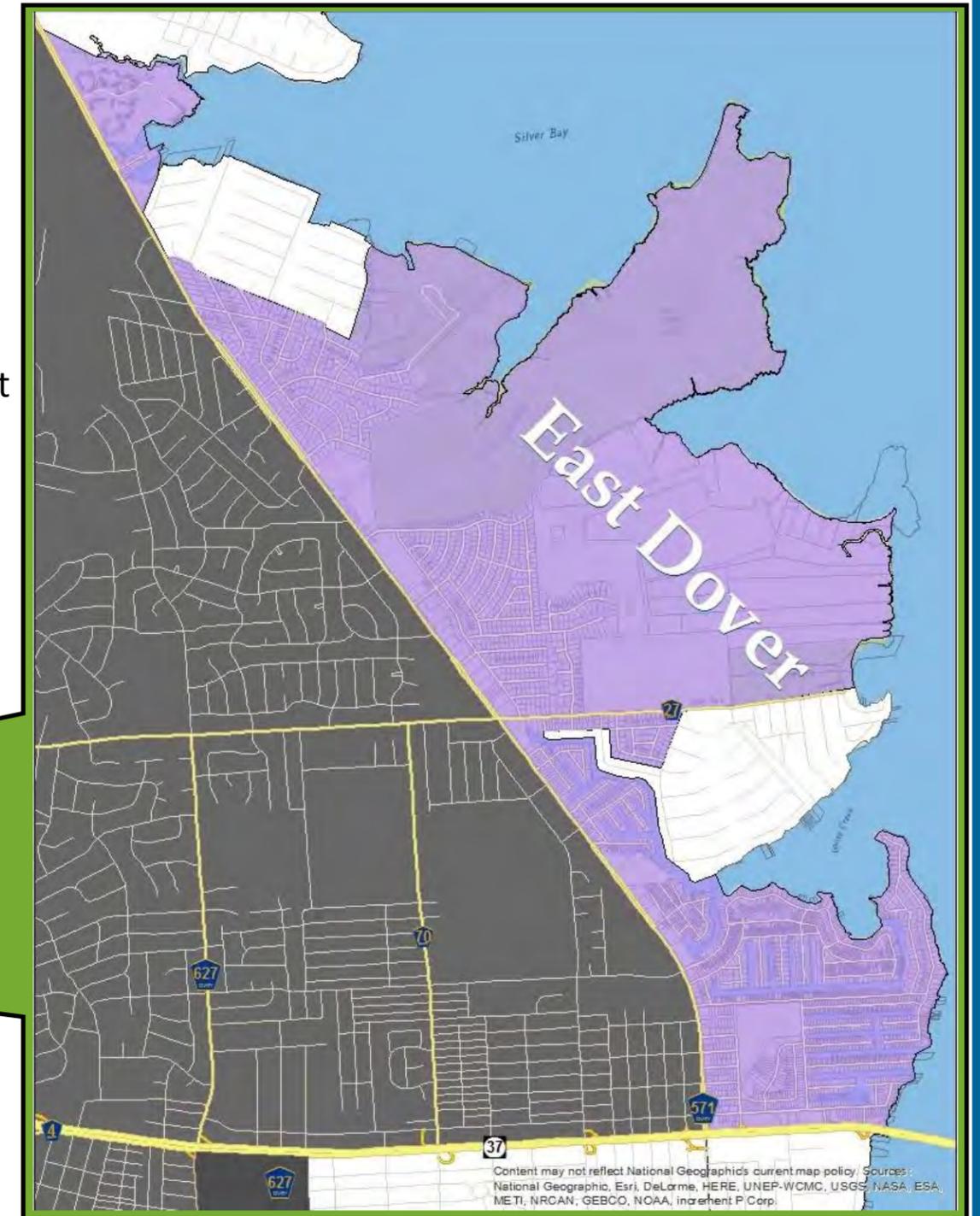


Mainland Bayshore: East Dover



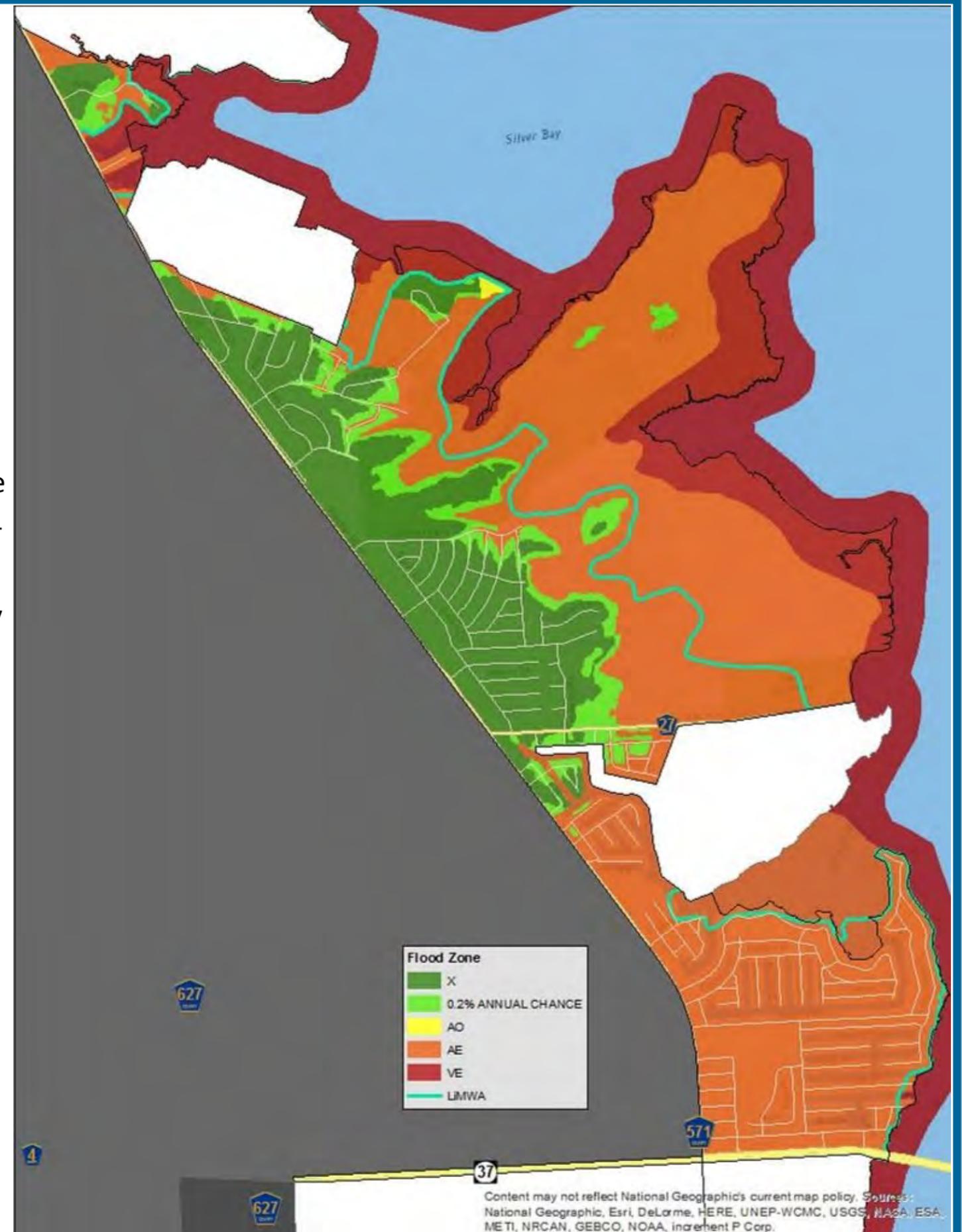
Observations:

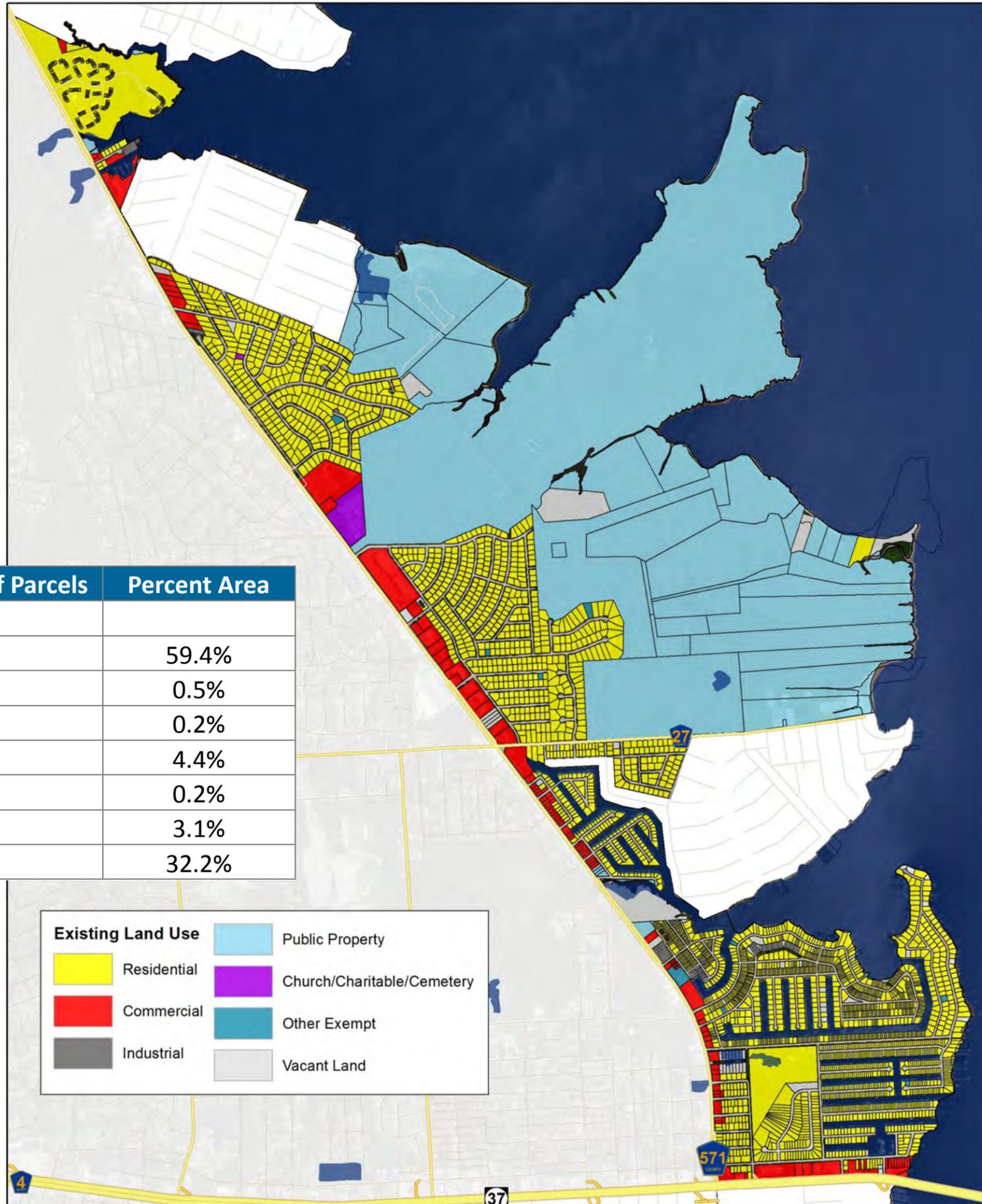
- One of the larger neighborhoods in the study area.
- Characterized by lower-density, suburban-style residential development east of Fischer Boulevard.
- Highway commercial development is located along Fischer Boulevard.
- There is some high-density multi-family residential development in the northern end of the neighborhood, toward the intersection of Fischer Boulevard and Hooper Avenue.
- There is also a residential lagoon development at the southern end of the neighborhood, adjacent to the Bay Shore neighborhood.
- A large portion of the neighborhood includes Cattus Island County Park, which provides a natural buffer to surrounding areas.



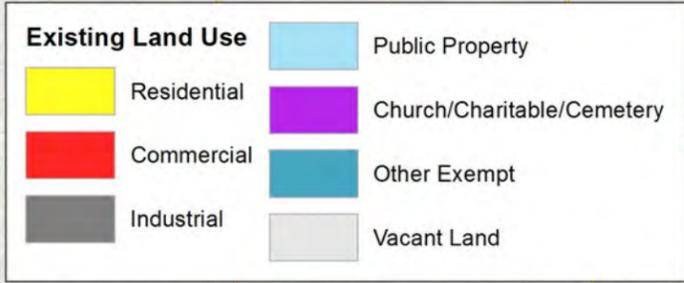
Vulnerability Characteristics:

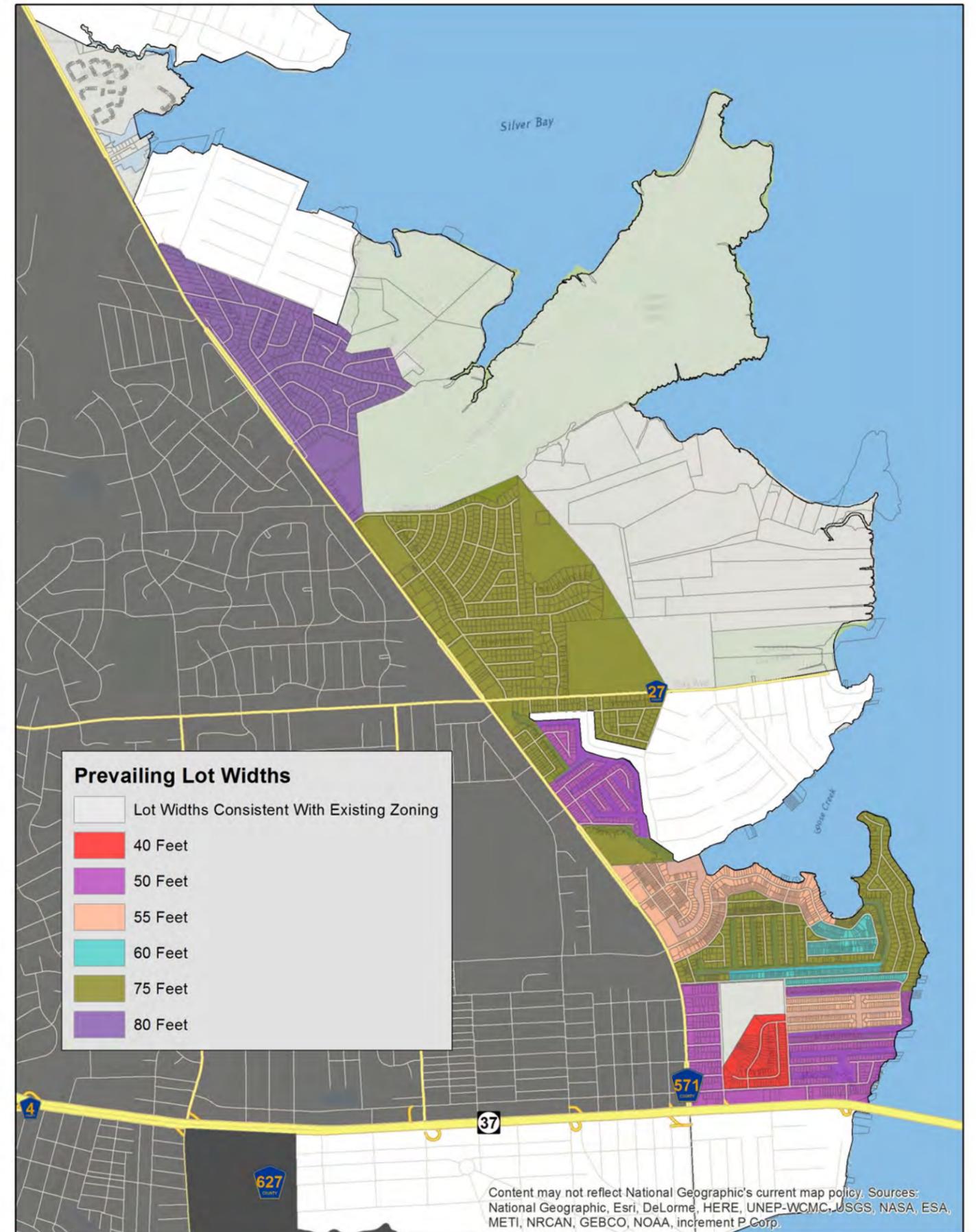
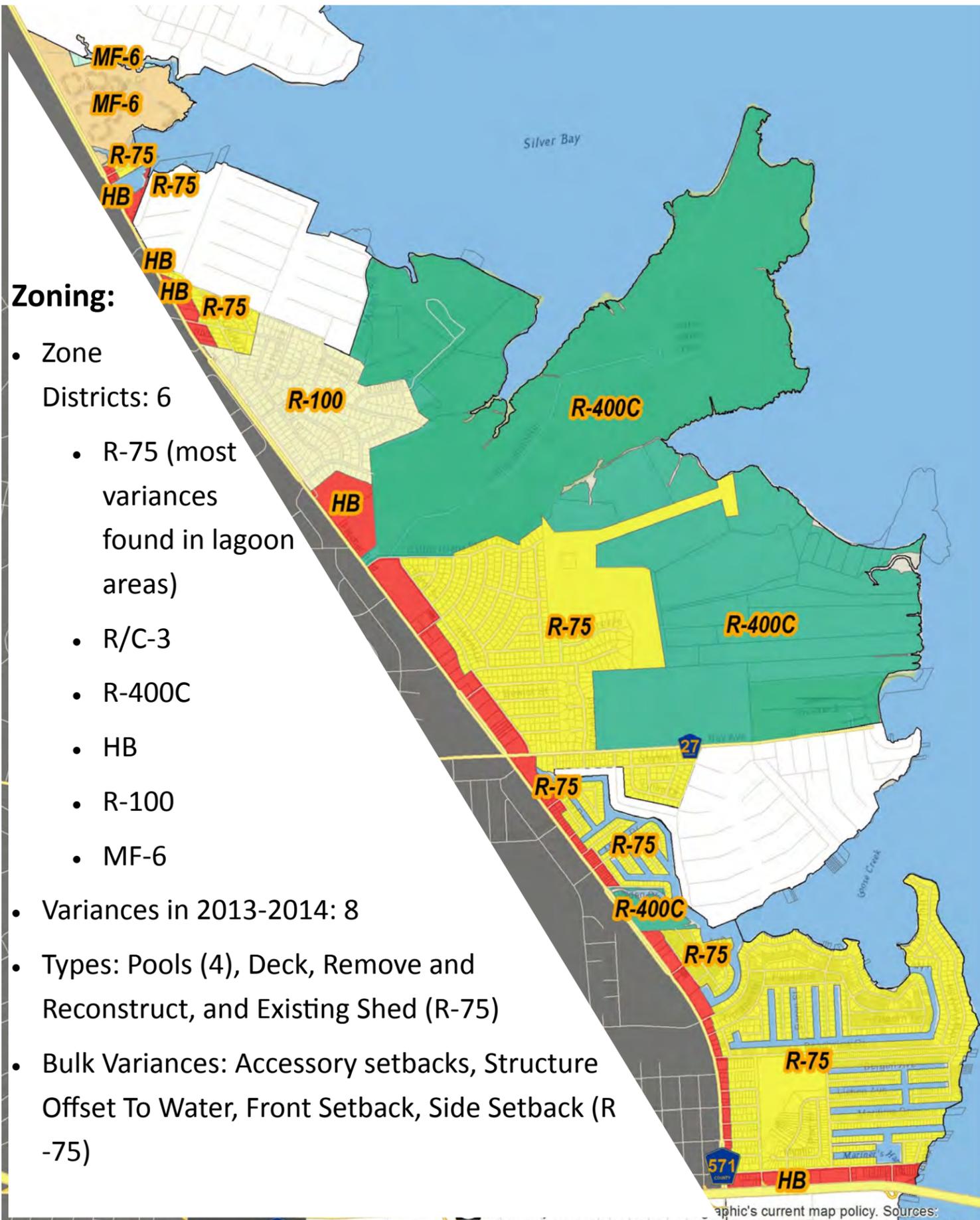
Varies. Residential and commercial areas located closer to Fischer Boulevard are sheltered from flooding, and are located in Flood Zone X. The multifamily development is also largely buffered from flooding, with only some areas in the 0.2% flood zone, and even fewer areas in the AE Zone. Most of the lagoon community is in the AE Zone. While the AE and 0.2% flood zones encroach slightly into the residential communities near Cattus Island Park, the extent is limited.



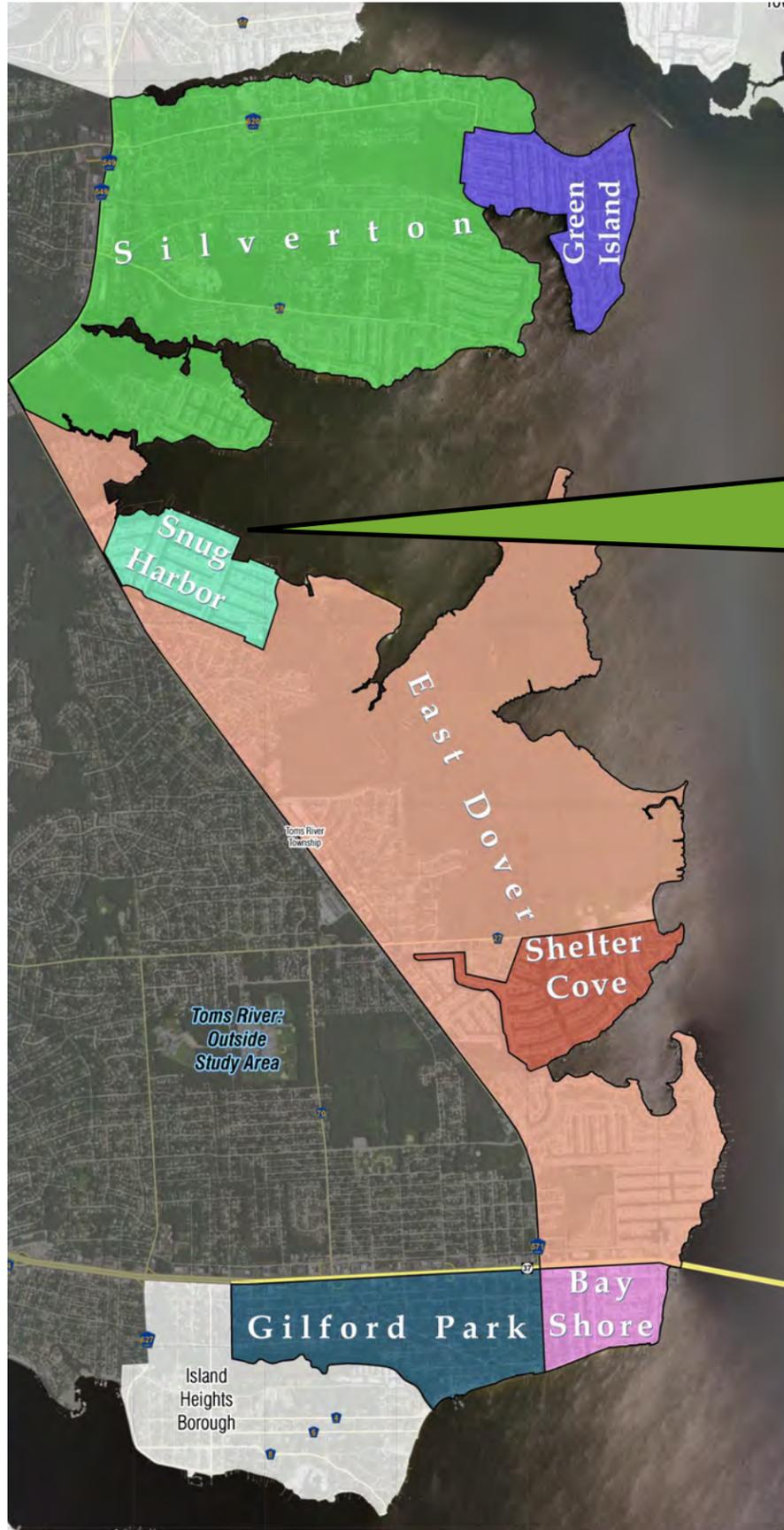


Neighborhood Land Use	Total Area (Sq. Ft.)	Approx. Number of Parcels	Percent Area
Total	66,879,495	2,906	
Public Property	39,724,434	36	59.4%
Church/Charitable/Cemetery	349,823	5	0.5%
Other Exempt	138,484	9	0.2%
Commercial	2,966,126	73	4.4%
Industrial	111,188	3	0.2%
Vacant	2,060,429	99	3.1%
Residential	21,529,011	2,681	32.2%



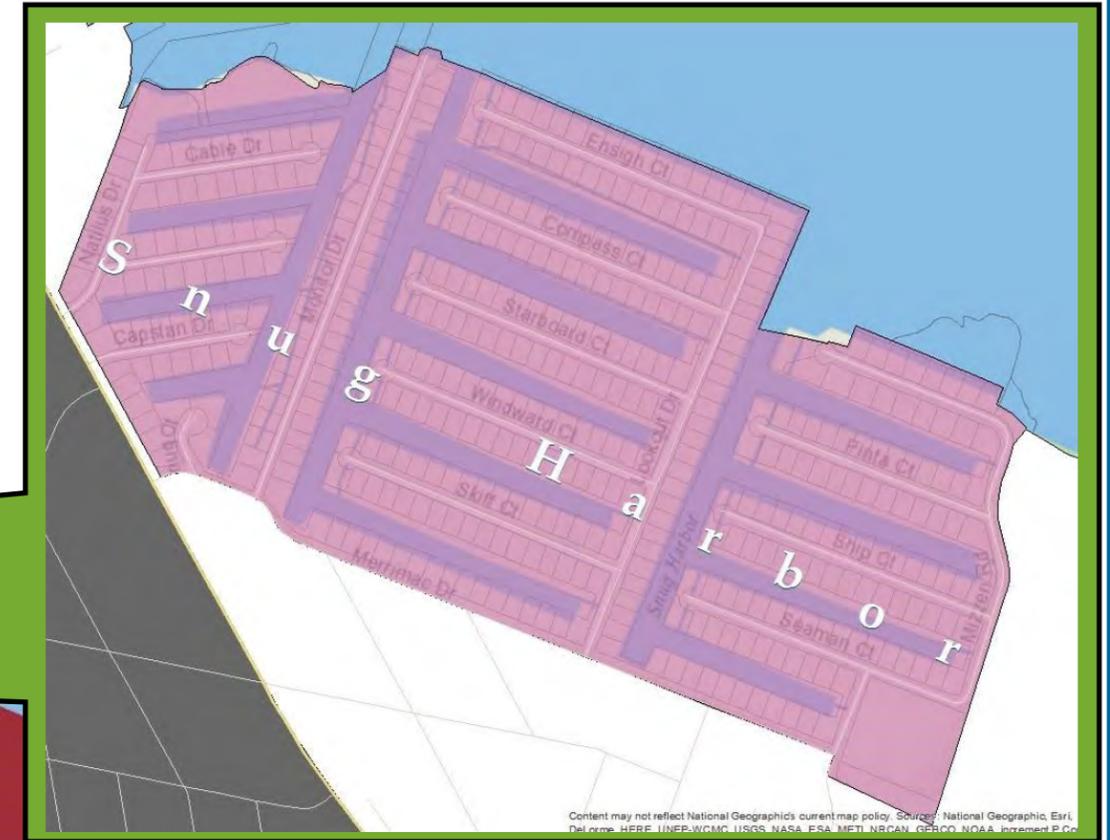


Mainland Bayshore: Snug Harbor



Observations:

- Lagoon development of moderate-density single family housing.
- East of Fischer Boulevard



Vulnerability Characteristics:

Most of the neighborhood is located in the AE Flood Zone. The Toms River Recreation Building on 1810 Warren Pointe Road is one of the few exceptions, located outside of the special flood hazard area in Flood Zone X. Areas affected by the 0.2% Flood Zone can be found along Merrimac Drive and a small section of Skiff Court.

Zoning

- Zone Districts:3
 - R-75
 - R-100
 - HB
- Variances in 2013-2014: 3
- Types: Addition, Pool and Deck
- Prevailing Lead Lot Widths: 65 and 75 feet





Existing Land Use

- Residential
- Commercial
- Public Property
- Church/Charitable/Cemetery
- Other Exempt
- Vacant Land

Neighborhood Land Use	Total Area (Sq. Ft.)	Approx. Number of Parcels	Percent Area
Snug Harbor	3,580,037	454	
 Public Property	323,693	10	9.0%
 Other Exempt	72,238	10	2.0%
 Commercial	24,026	2	0.7%
 Vacant Land	19,168	3	0.5%
 Residential	3,140,912	429	87.7%

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Mainland Bayshore: Green Island

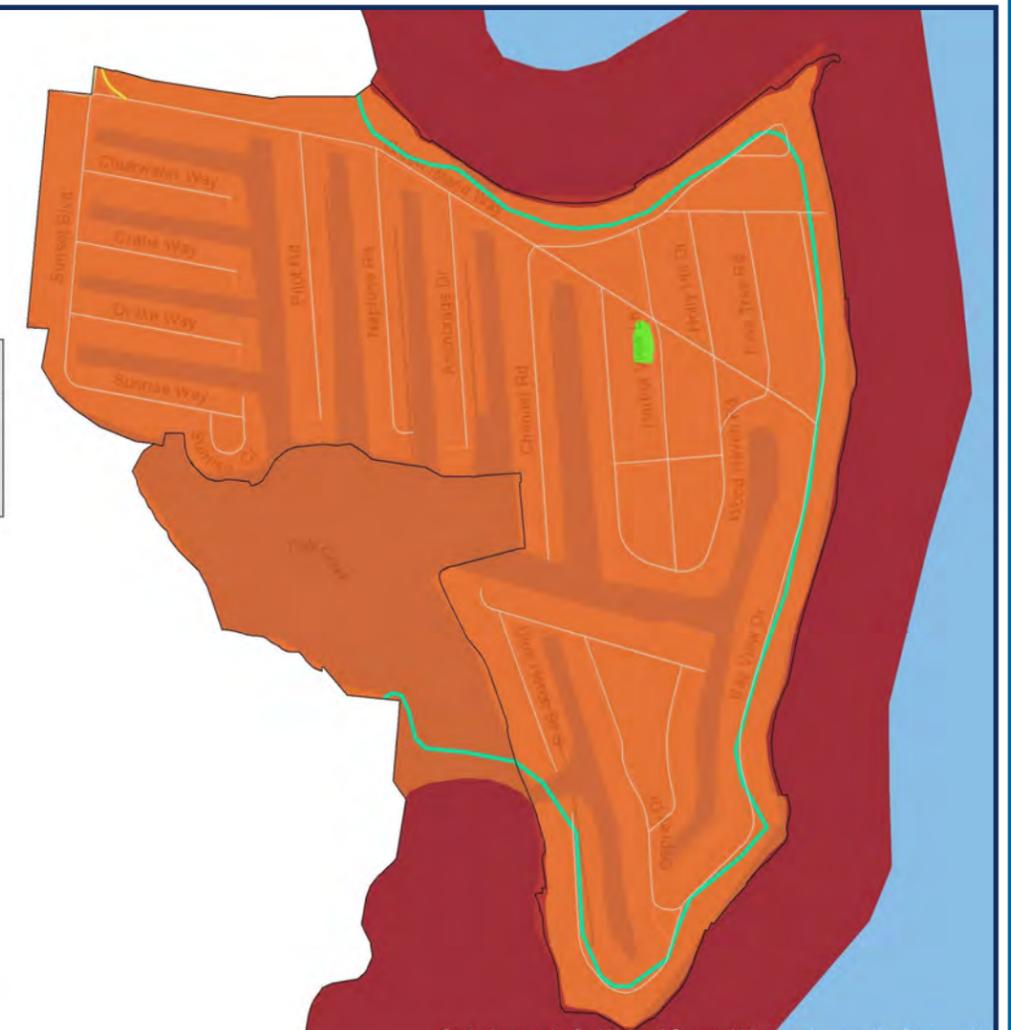
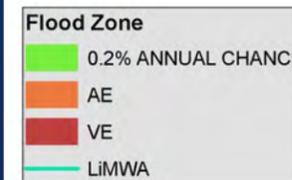


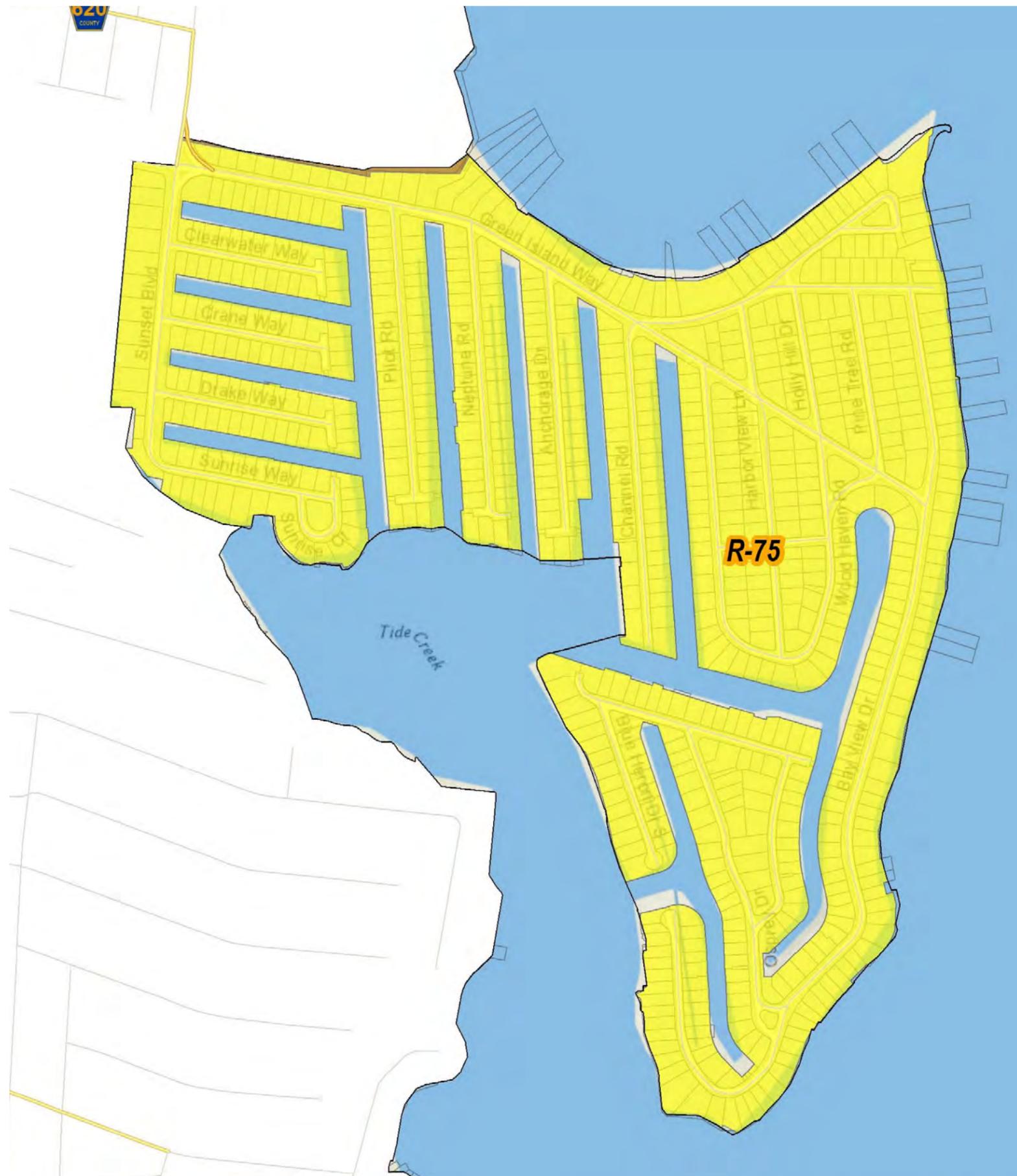
Observations:

- Lagoon development of moderate-density single family housing.
- Location: East of Silverton

Vulnerability Characteristics:

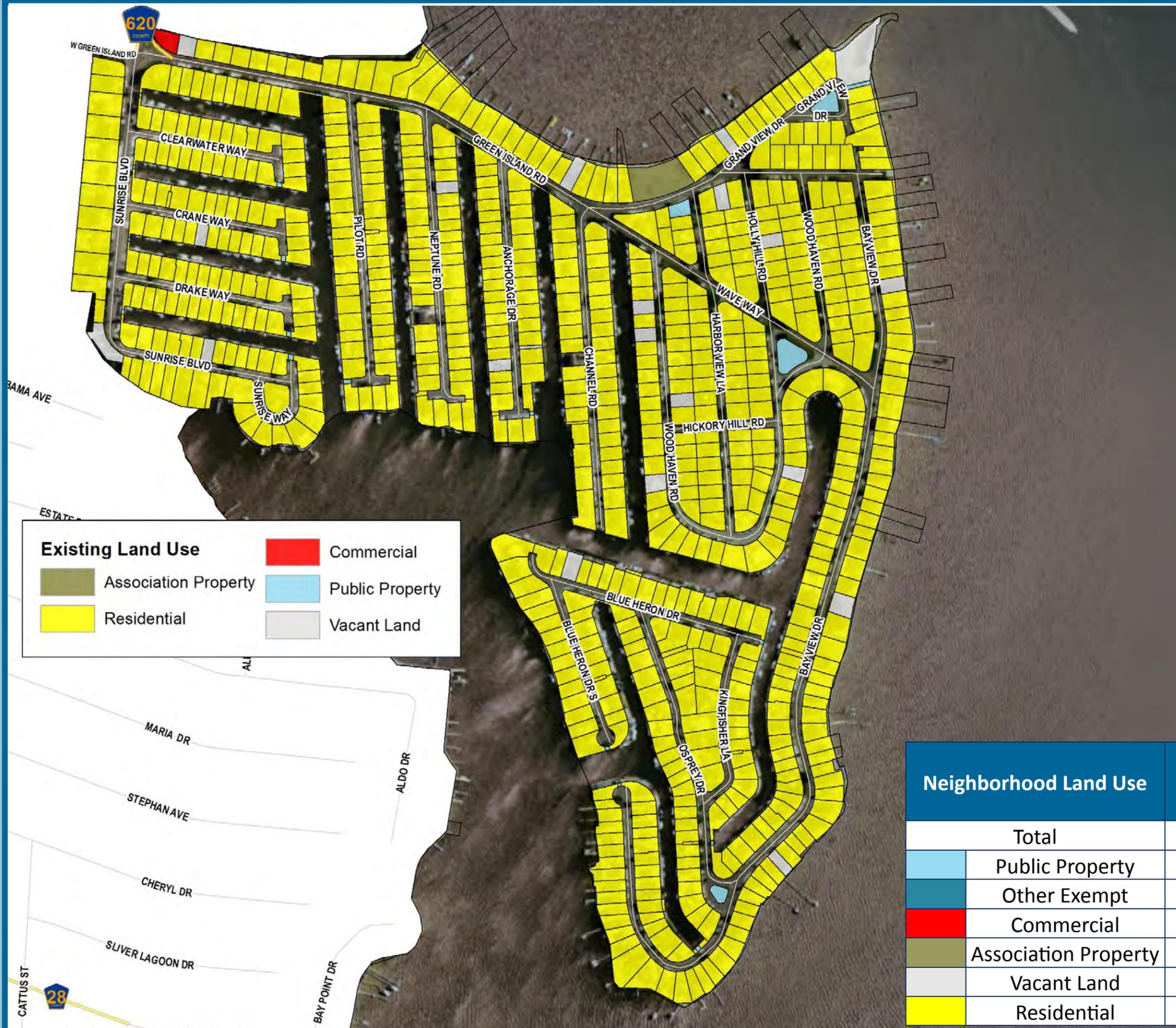
The neighborhood is almost entirely located in the AE Flood Zone.



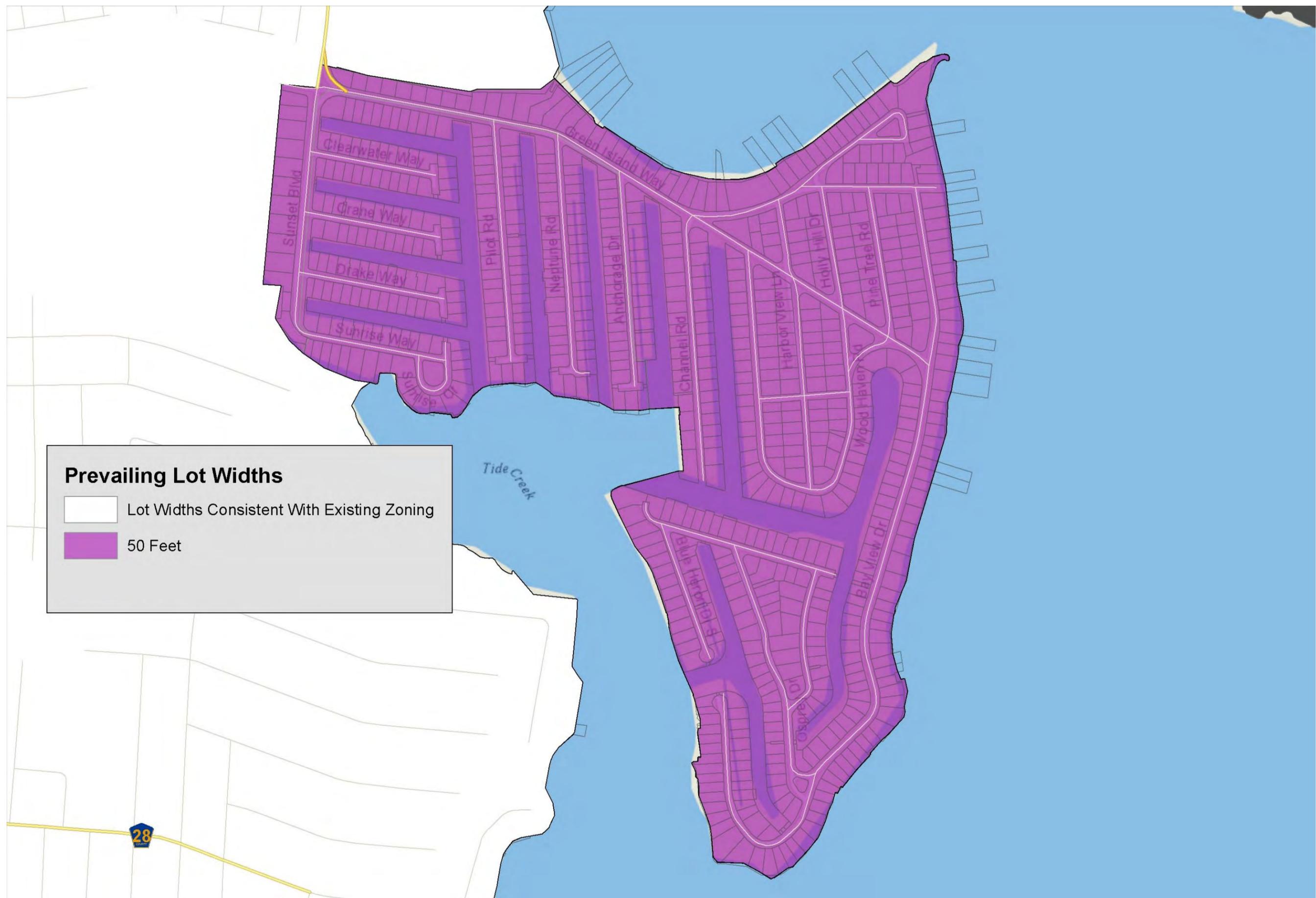


Zoning:

- Zoning District: 1 (R-75 Residential)
- Variances in 2013-2014: 2
 - Types: Remove and Reconstruct and Pool
 - Bulk Variances Needed for the Remove and Reconstruct: Area, Width, Side Setback, and Building Height
- Prevailing Lead Lot Widths: 50 feet



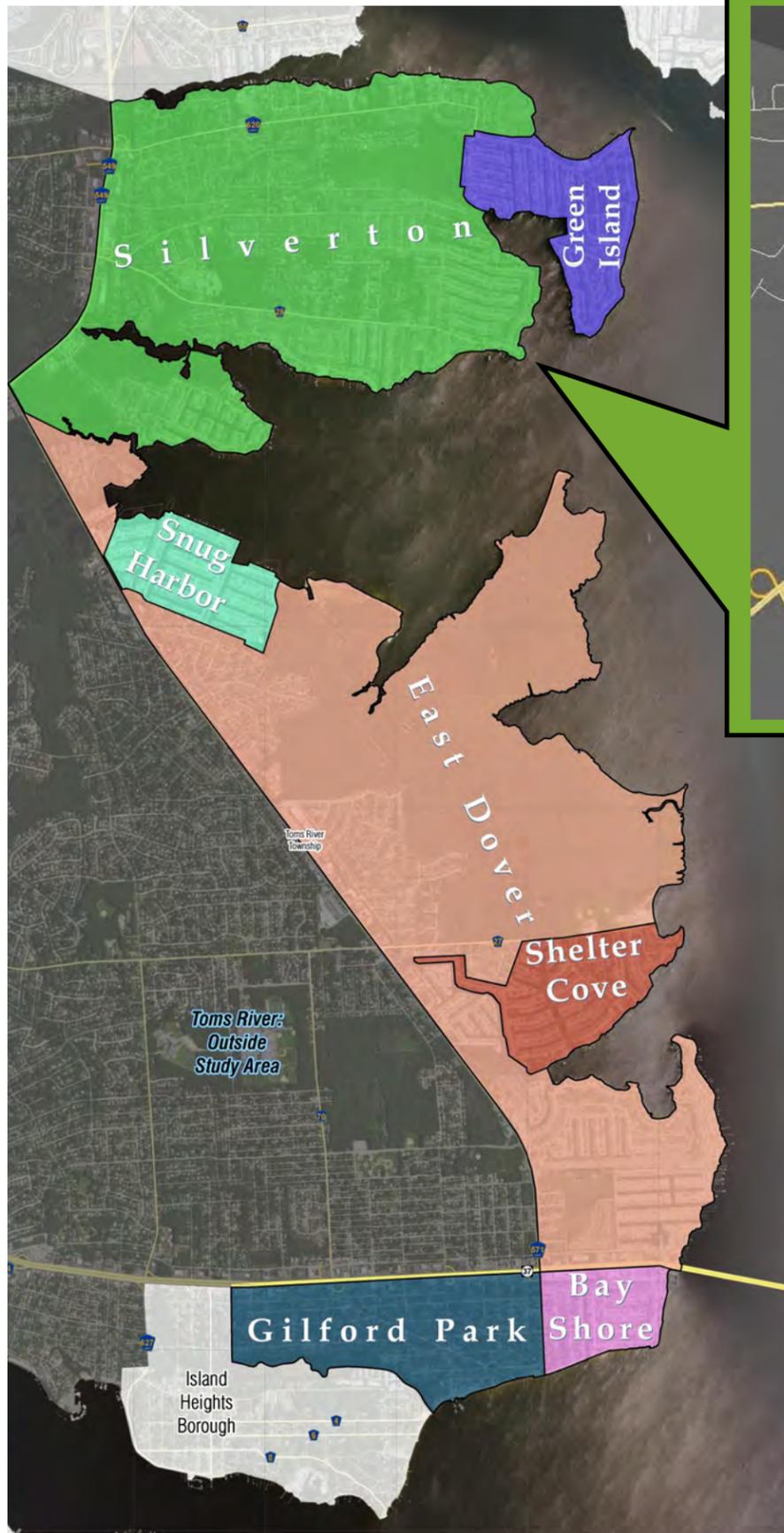
Neighborhood Land Use	Total Area (Sq. Ft.)	Approx. Number of Parcels	Percent Area
Total	5,292,413	775	
Public Property	41,216	26	0.8%
Other Exempt	14,810	2	0.3%
Commercial	7,992	1	0.2%
Association Property	35,389	1	0.7%
Vacant Land	160,145	22	3.0%
Residential	5,032,860	723	95.1%



Prevailing Lot Widths

- Lot Widths Consistent With Existing Zoning
- 50 Feet

Mainland Bayshore: Silverton



Observations:

- Lower-density, suburban-style residential development patterns east of Hooper Avenue.
- Highway commercial development is located along the Hooper Avenue Corridor.
- There is some high-density multi-family residential development on the bayfront, just north of Green Island.
- There are also moderate-density residential lagoon developments along the bay.

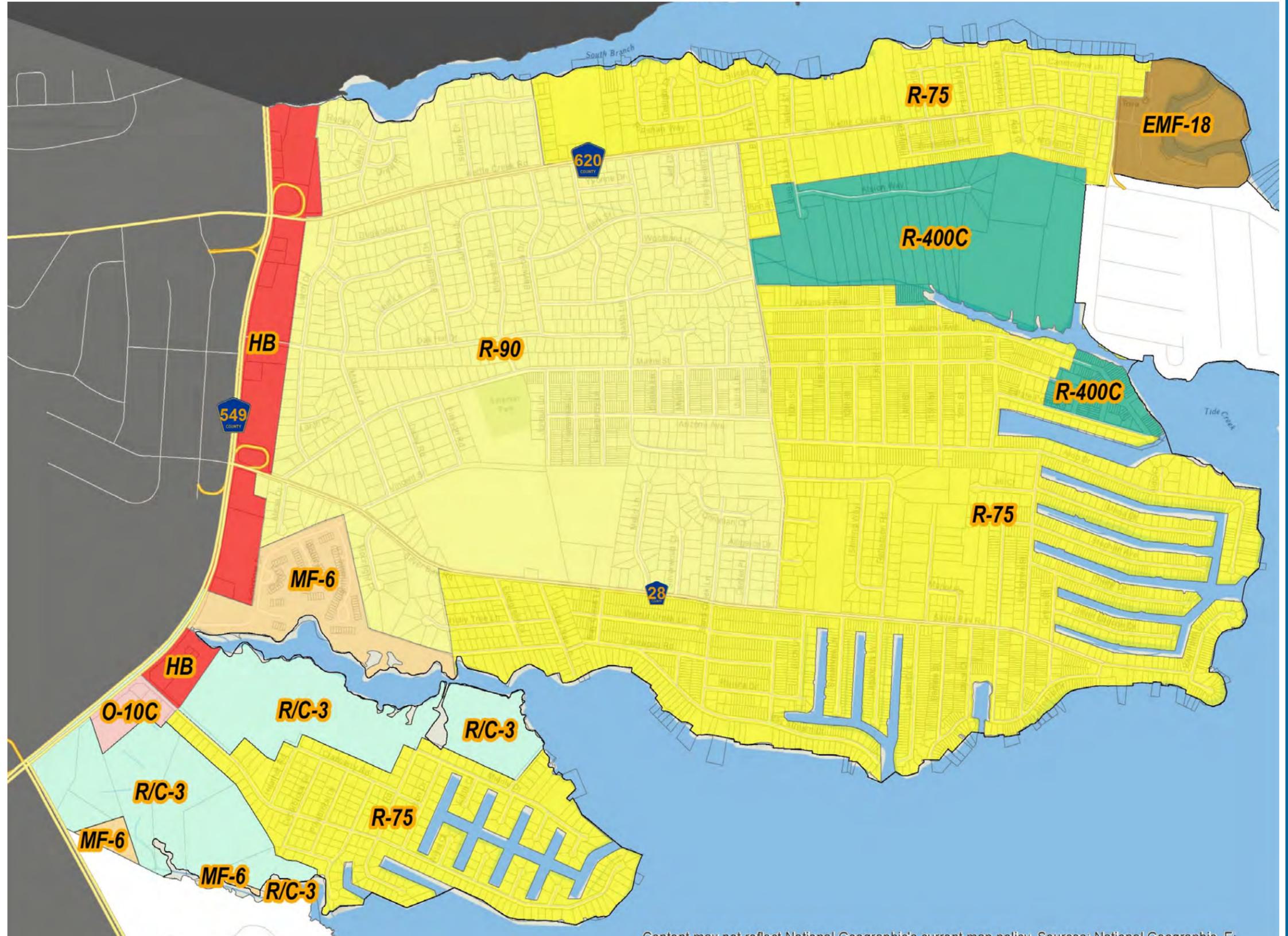
Vulnerability Characteristics:

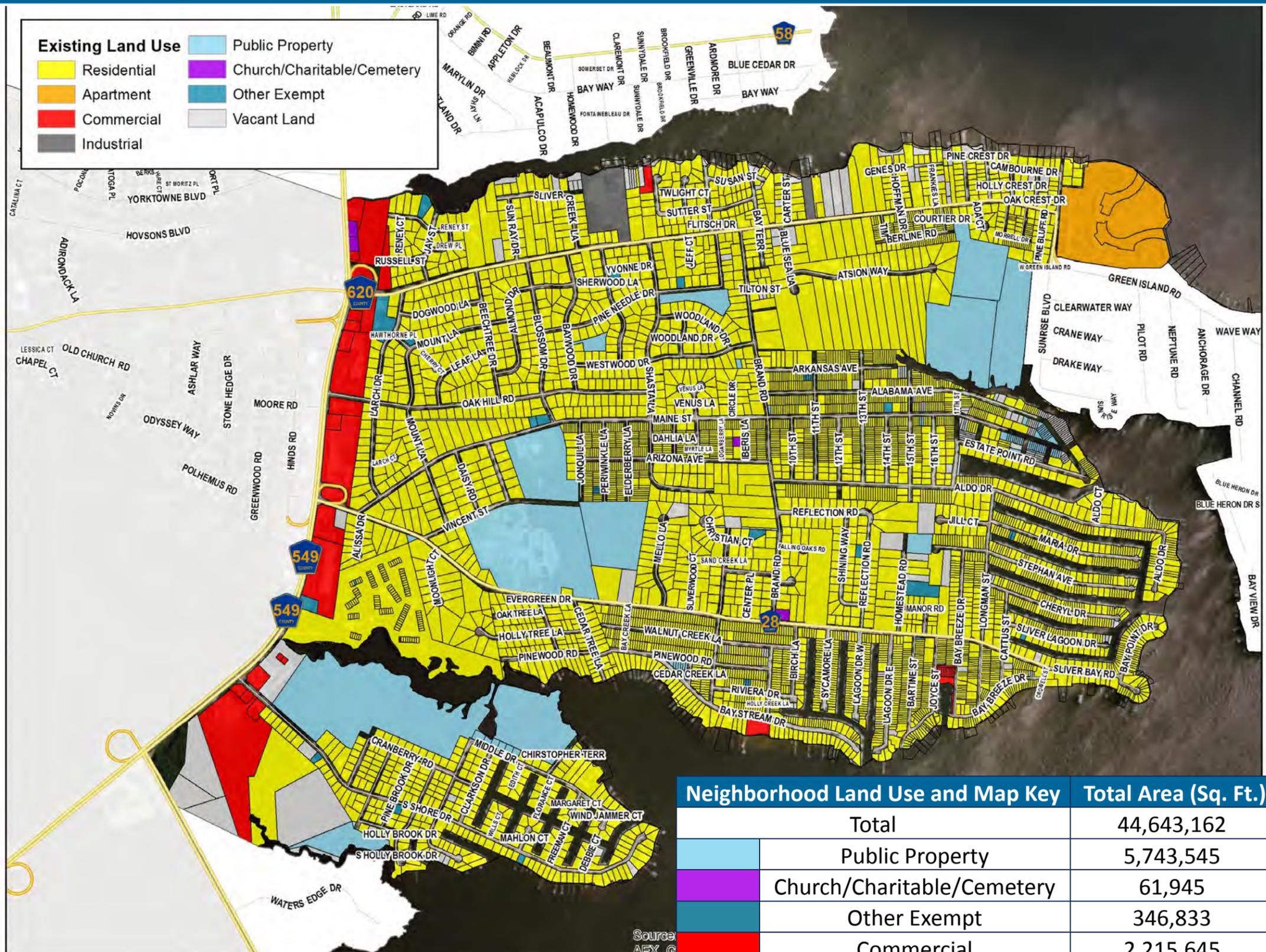
Much of this neighborhood lies outside of an SFHA in Flood Zone X, transitioning eastward to the 0.2% flood zone. The residential lagoon communities are almost entirely in the AE flood zone.

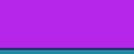
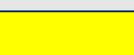


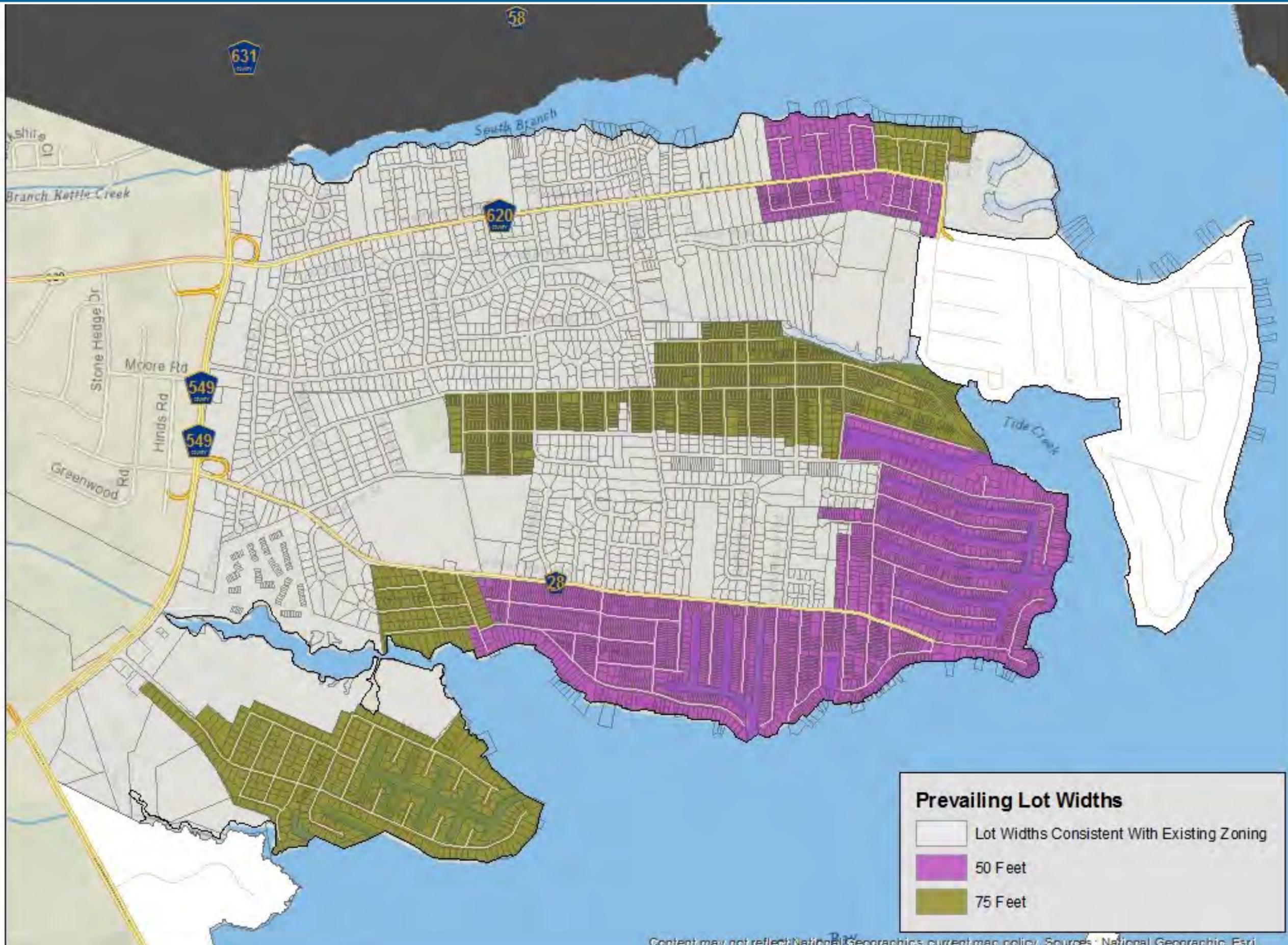
Zoning:

- Zone Districts: 9
 - R-75
 - R-100
 - HB
 - R-400C
 - R/C-3
 - MF-6
 - R-90
 - O-10C
 - EMF-18
- Variances in 2013-2014: 10
 - Types: Trash Enclosure (O-10C); Pool (R-90 and R-75); Remove and Reconstruct and One Family Bulk Variance (R-75)
 - Bulk Variances: Area, Width, Front Setback, Accessory Setbacks, Side Setback, Lot Coverage (R-75)





Neighborhood Land Use and Map Key		Total Area (Sq. Ft.)	Approx. Number of Parcels	Percent Area
Total		44,643,162	3,214	
	Public Property	5,743,545	43	12.9%
	Church/Charitable/Cemetery	61,945	3	0.1%
	Other Exempt	346,833	20	0.8%
	Commercial	2,215,645	24	5.0%
	Industrial	352,094	2	0.8%
	Apartments	1,089,461	1	2.4%
	Vacant Land	2,174,791	98	4.9%
	Residential	32,658,847	3,023	73.2%



Content may not reflect National Geographic's current map policy. Sources: National Geographic, Esri.

Summary of Findings

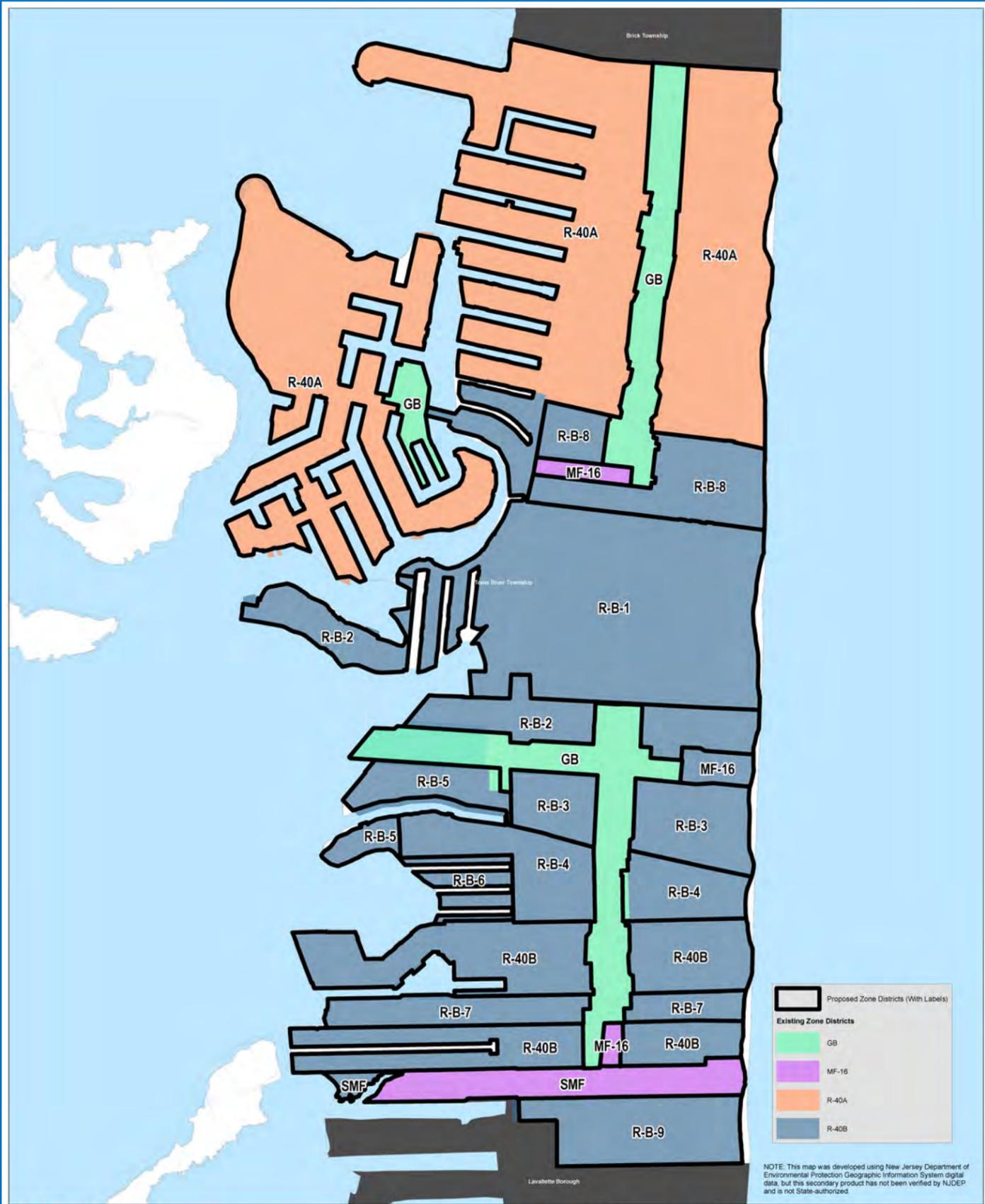
This analysis of Toms River's coastal neighborhoods was completed through a review of relevant planning documents, field visits to determine existing conditions, stakeholder meetings, and input from Township staff and officials. Extensive GIS analysis was done to identify prevalent lead lot widths throughout the study area; and to determine the existing density in the multi-family zone districts within the study area. Some of the larger issues found to affect the study area include minimum lot width and depth requirements which were not representative of existing conditions, residential uses on the barrier island which are not permitted under current zoning conditions and/or are appearing in a manner which is changing the character of a neighborhood, and zoning regulations which do not meet the needs of a neighborhood.

The Township has already taken some steps to address the issues that have appeared during the rebuilding process. The Township's adoption of a Floor Area Ratio (FAR) is one such example. The FAR tool, used to regulate building size in proportion to lot size, when used in conjunction with other bulk standards such as setbacks and building height, can encourage development to blend in with established neighborhood designs.

Recommendations for changes to the zoning standards and regulations were informed by these findings and crafted with the intention of enabling residents impacted by Hurricane Sandy to rebuild their homes while minimizing the need for bulk variances and to increase the resiliency of Toms River Township, reducing the impacts of future Sandy-like storm events.

Land Use Recommendations

- Remove minimum lot depth from the zoning standards for Ortley Beach.
- Due to the built out nature of the study area, and particularly the barrier island neighborhoods, the prevailing minimum lot widths should dictate the zoning standards for each neighborhood.
- Several contiguous sections of the bayfront zoned R-75 contain undersized lots. These areas should be revised to the R-50 zone (See map on page 81).
- Given the prevailing lot width for Gilford Park is 40 feet, rezone the Gilford Park neighborhood from R-50 to R-40A.
- On the barrier island:
 - On the north beaches of the Barrier Island, create new zone districts to address the lot size and dimension characteristics of the individual neighborhoods, with an emphasis on minimum lot width due to the existing grid. Proposed zoning should remove the existing grandfathering provisions. (See proposed zone map on following page)
 - Rezone a portion of the R-40B zone on the north beach to MF-16 in order to accommodate an existing multi family development.
 - Allow more development flexibility along the Route 35 north corridor of Ortley Beach to permit both multifamily and commercial uses by merging them into a single zone district, GB/MF, provided that sufficient parking can be accommodated.
 - Based on the 2014 Annual Report of the Township's Board of Adjustment, the Board is dealing with applications for 2-family homes being rebuilt from damaged single-family homes that do not meet the existing zoning criteria. Mapping of existing 2-family dwellings in the Ortley Beach neighborhood indicates a concentration exists on the east side of Route 35 southbound (See map on page 82). In Ortley Beach, replace R-40B with two new districts, R-40E and R-40W (See map on page 80), whereby 2-family development is limited to the east side of Route 35 southbound (R-40E) and develop conditional use standards to ensure that this higher density development incorporates storm resilience measures.
 - For the Brighton/Rutherford/ Brightwater neighborhood, the present zoning of MF-16 and R-40B is not able to meet the unique character of this area. A new district is recommended for the three modular housing developments to establish tract wide standards while permitting on-site flexibility.



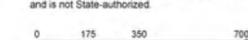
**Proposed Zoning Map Changes: North Beach Communities
Toms River Township
Ocean County, New Jersey**

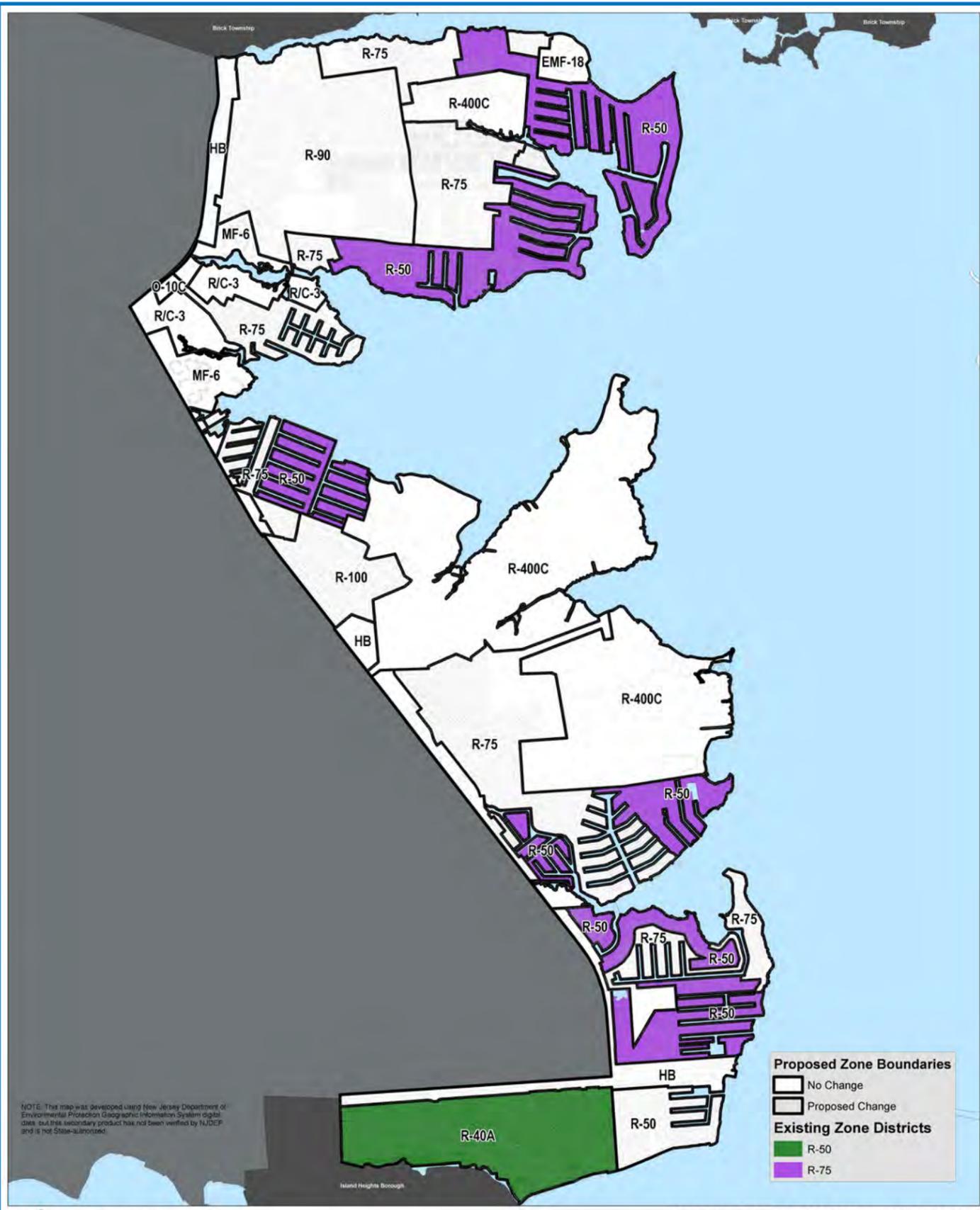
11 Tindall Road
Middletown, NJ 07748-2792
Phone: 732-671-6400
Fax: 732-671-7365



**Proposed Zoning Map Changes: Ortle Beach
Toms River Township
Ocean County, New Jersey**

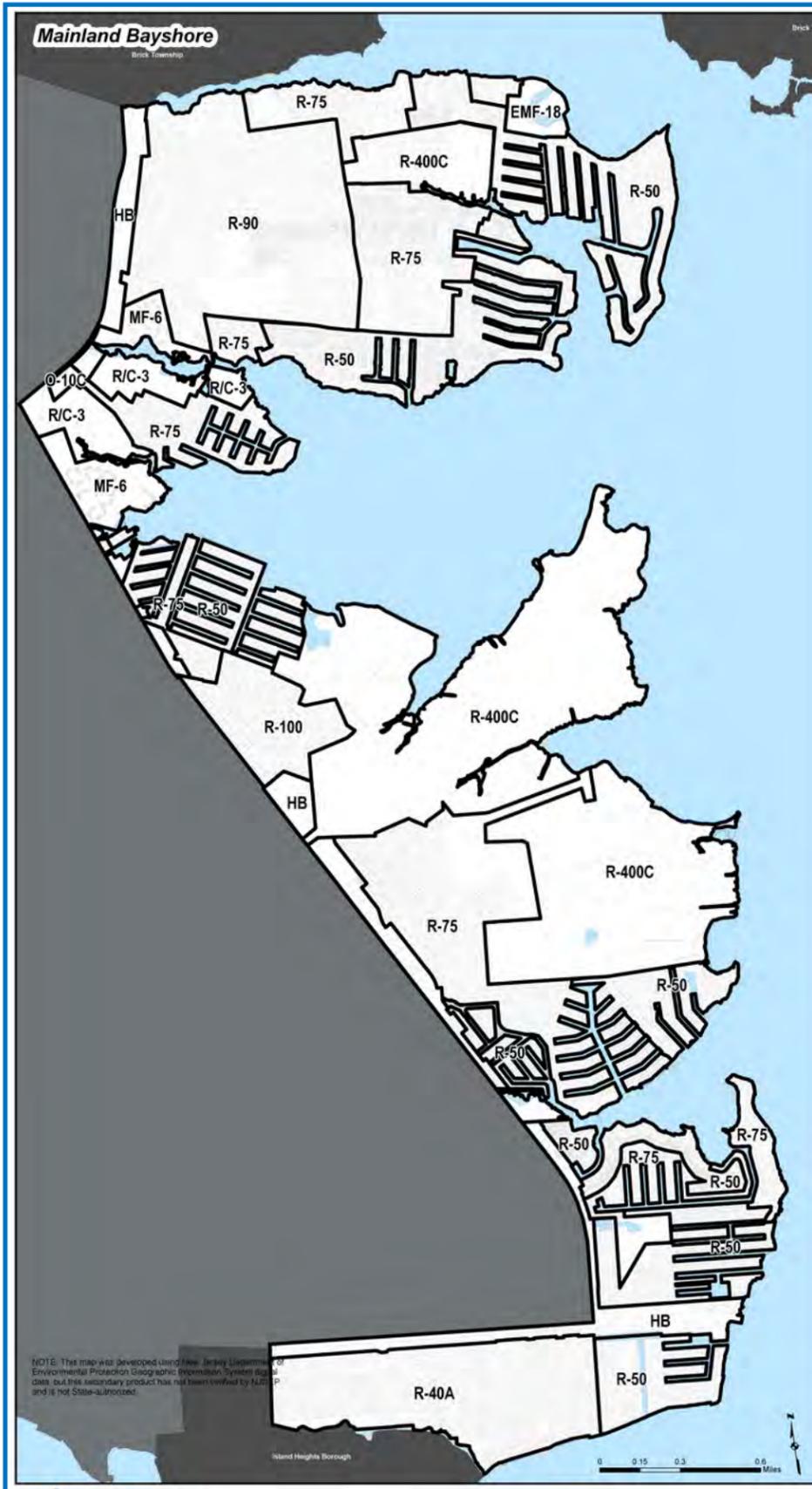
11 Tindall Road
Middletown, NJ 07748-2792
Phone: 732-671-6400
Fax: 732-671-7365





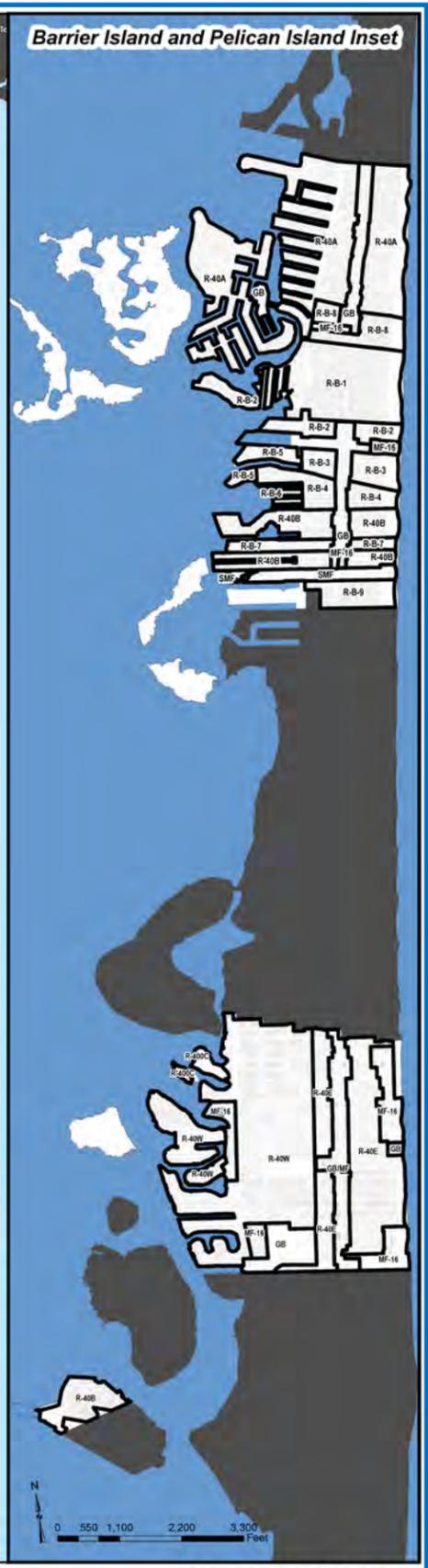
11 Tindall Road
 Middletown, NJ 07748-2792
 Phone: 732-671-6400
 Fax: 732-671-7365

**Proposed Zoning Map Changes: Bayfront
 Toms River Township
 Ocean County, New Jersey**

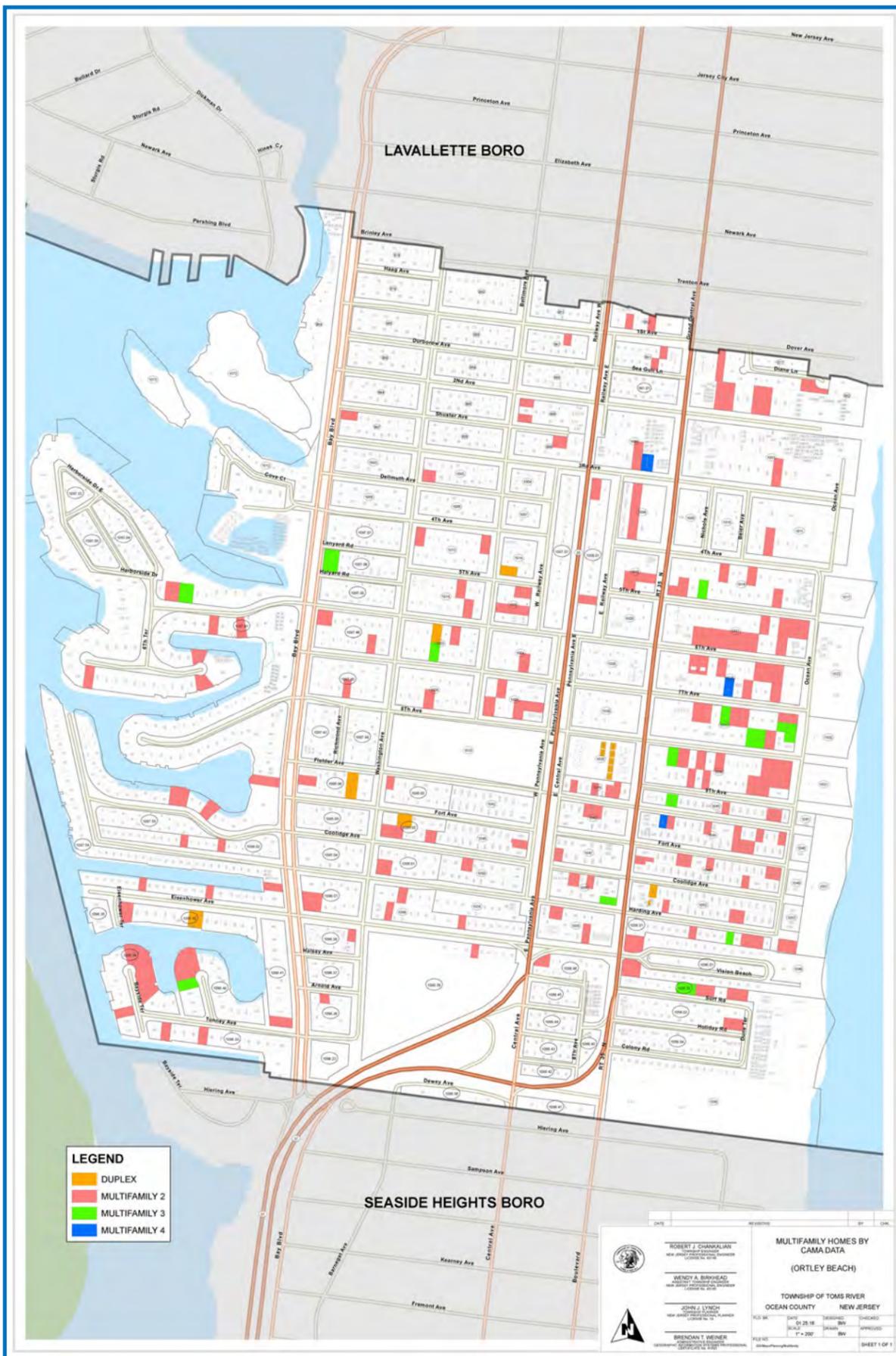


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**Revised Coastal Zoning
 Toms River Township
 Ocean County, New Jersey**



**Revised Coastal Zoning
 Toms River Township
 Ocean County, New Jersey**



Above Map: Existing duplexes and other multi-family development in Ortley Beach

Block	Lot	Property Name	Number of Units	Acreage per Unit	Density per acre
1056	75.02	Dune	2 units	0.35	2.86
1097.01	48	1827 BAY BLVD	2 units	0.12	8.3
943	4	BAY VILLA	24 units	0.11	8.79
1022	2.01	OCEANSIDE AT ORTLEY	6 units	0.093	10.71
1001	171.02	OCEAN POINTE	2 units	0.085	11.76
1097.01	42	1811 BAY BOULEVARD	2 units	0.85	11.76
1056	74.03	Royal Sands North	4 units	0.0825	12.12
992	188	ORTLEY HOUSE	18 units	0.076	13.14
992	4	2030 ROUTE 35 N.B.	4 units	0.0675	14.81
1001	171.01	SAND DUNE	6 units	0.06667	15
1035	11	ORTLEY ESTATES	8 units	0.065	15.38
1056.04	30	HOLIDAY	2 units	0.065	15.38
1000	276.01	100 THIRD AVENUE	3 units	0.06	16.67
1021	29	OCEANVIEW AT ORTLEY	4 units	0.06	16.67
1022	1	1926 OCEAN AVENUE	5 units	0.058	17.24
1097.01	183	DOCKSIDER	65 units	0.055	18.05
1035	5	SHORE VILLAS	14 units?	0.05	19.72
920.04	104	SEA BAY AT CHADWICK	12 units	0.049	20.38
1000	281	OCEANSIDE	15 units	0.048	20.83
1021	1	ORTLEY BEACH TOWNHOUSES	5 units	0.048	20.83
1097.01	84	ORTLEY BAYSTREAM	10 units	0.047	21.28
1056	74.01	ROYAL SANDS SOUTH	10 units	0.046	21.74
1098.38	6	304 HALSEY TOWNHOUSE	5 units	0.046	21.74
951.1	1	SEA VIEW SUNSET SOUTH	6 units	0.045	22.22
1098.38	1	SEAVIEW AT SUNSET BAY	8 units	0.0425	23.53
1099.40	49	ROYAL SANDS WEST ANNEX	8 units	0.04125	24.24
991	1	CANDLELIGHT I	6 units	0.04	25
991.01	6	OCEAN CLIPPER CLUB EAST	3 units	0.04	25
1036	1	1830 ROUTE 35 N.B.	7 units	0.03	26.16
1056	74.02	Royal Sands	24 units	0.038	26.37
992	205	CANDLELIGHT III	13 units	0.033	29.54
1056.03	11	DUNES OF ORTLEY	8 units	0.33	29.63
1000	276.02	104 THIRD AVENUE	4 units	0.0325	30.77
1097.01	80	BAYBERRY COVE AT ORTLEY	19 units	0.03	32.2
1021	3	MARITIME COMMONS	4 units	0.03	33.33
1021	4	MARITIME COMMONS	4 units	0.03	33.33
1001	158	WALDORF	40 units	0.0285	35.09
1016	15	SEAVIEW	23 units	0.026	38.33
1001	174	ORTLEY SHORES	12 units	0.0225	44.44
1099.46	50 & 50.01	Royal Sands West	36 units	0.018	55
1036	2	1830 ROUTE 35 N.B.	14 units?	0.017	58.33

Above Table: Existing multi-family development on the Barrier Island

Appendix: Community Public Input Session Summaries

Bayshore Communities Meeting

Date: November 12, 2015

Location: Toms River Senior Center, 652 Garfield Avenue

Gilford Park:

Gilford Park is predominately residential with a commercial corridor along Route 37. Over time, the Planning Board has allowed for the subdivision of lots that do not meet the existing width minimum of the zoning standards.

Bay Shore:

The Bay Shore neighborhood zoning consists of R-50 residential with the exception of HB along the Route 37 corridor.

Shelter Cove:

Shelter Cove is a lagoon development of moderate- density single family housing. Neighborhood amenities include a beach and a marina. Much of the neighborhood consists of 1-level single-family homes that used to be summer homes.

East Dover:

The East Dover neighborhood is residential along its interior and commercial along Fisher Blvd. A simplification of the residential zoning standards, including the R-75 district is recommended for this area. Currently, lot sizes vary from property to property due to the historic selling of land as newspaper subscription lots, followed by the subsequent consolidation of many.

Snug Harbor:

Development within the Snug Harbor neighborhood has a very regular pattern. However, 70% of lots non-conforming to zone district standards.

Silverton:

The Silverton neighborhood consists of residential properties along its interior and commercial properties along Hooper Ave.

Green Island:

Green Island is a lagoon development of moderate density single family. The outer strip is the original land area, and the inner section was created by filling in lagoons. Osprey Street is sinking into the Barnegat Bay.

Pelican Island:

Pelican Island is located between the mainland and the barrier island along Route 37. Half of the island is located in Toms River Township, with the other half belonging to Berkeley Township. The predominate land use on the island is residential. Residents voiced concerns that Joseph Street is too narrow.

Barrier Island Communities Meeting

Date: November 21, 2015

Location: Ortley Beach Moose Lodge 399, 1801 Bay Boulevard

Normandy Beach:

No comments were raised specific to Normandy Beach.

Silver Beach:

No comments were raised specific to Silver Beach.

Chadwick Beach:

There was concern among residents that since Hurricane Sandy, developers have been buying single family homes and converting them to two- family residences, changing the character of the neighborhood.

Ocean Beach 3:

Observations were made that in Ocean Beach 3 there is an inconsistency between what the underlying zone standards allow and what exists in the neighborhood. Additionally, residents feel that in order to rebuild post- Sandy, they are required to acquire variances; in particular, when elevating homes deck variances are often required. Similarly to other neighborhoods, there was concern among residents that pre- Sandy single family homes have been rebuilt as two -family residences. It was recommended that any changes to the existing zoning standards should be made to increase the compliance of existing land use with the underlying zoning. Additionally, residents felt that lack of parking throughout the neighborhood is a huge problem.

Ocean Beach 2:

Although Route 35 north in Ocean Beach 2 is mostly residential, it is currently zoned commercial.

Seacrest Beach:

The Seacrest Beach neighborhood is one block wide and located between Harbor and Kittiwake Avenues.

Monterey Beach:

No comments were raised specific to Monterey Beach.

Brighton/ Rutherford/ Brightwater:

There is no typical development pattern or lot size in this neighborhood due to the character of the existing land use. Sunset Manor and Tri-Beach are missing from the neighborhood designation (Note: Tri-Beach refers to the joint association of the Sunset Manor, Rutherford Homes and Brightwater communities).

Ocean Beach 1:

No comments were raised specific to Ocean Beach 1.

Ortley Beach:

Residents have a number of concerns regarding rebuilding, generally, throughout Ortley Beach. The Township is encouraged to conduct a parking study to determine if new homes are providing adequate parking and to search for solutions to remedy the existing shortage of parking spaces. Regulations regarding sidewalks and driveway aprons should be reviewed to ensure they are promoting adequate parking throughout the neighborhood. There is a huge need for additional parking spaces in Ortley Beach. If property entrances and boundaries are delineated properly it can ensure that residents and visitors park without blocking access to homes.

Residents feel that the character of the neighborhood is changing as rebuilding occurs. Many single family homes are being converted to two-family homes. Many recently constructed homes are considered "too tall" for the neighborhood. Height maximums for single family homes should be reviewed and should be based on lot size and/or restricted to a two-story maximum. Requirements for outdoor spaces such as elevated decks should also be reviewed. Residents voiced concern over the existing zoning of the Surf Club site. While the former use was commercial, the property is zoned Multi-family.

The general consensus among residents seemed to be that Ortley Beach needed more businesses and services on Route 35 North. Currently, the Route 35 N corridor is zoned MF and GB, but mixed use and additional commercial areas should be promoted through future zoning.

Plainfield Avenue was called out as a street of particular concern within Ortley Beach due to the large number of grandfather properties, the MF-16 Residential zone district, and the lot coverage of new buildings on the street. Residents felt that more should be done to encourage ADA compliance with sidewalks and curb cut-outs. Additionally, there was concern over the permitted lot coverage and impervious coverage. These standards should be reviewed to ensure they are encouraging more resilient rebuilding throughout the neighborhood.

