

MASTER PLAN GENERAL REEXAMINATION AND AMENDMENT

BOROUGH OF LAKEHURST
Ocean County, New Jersey

January 10, 2024

Adopted by the Land Use Board: January 29, 2024
Resolution No. #24-002

Prepared By:



2059 Springdale Road
Cherry Hill, NJ 08003



Ashton G. Jones, PP, AICP, CFM
Planning and Landscape Architecture Department Head
License #33LI00633800



BOROUGH OF LAKEHURST

Mayor

Harry Robbins

Borough Council

Steven Oglesby, President

James Davis

Brian DiMeo

Patricia Hodges

Robert McCarthy

Bernadette Dugan

Borough Attorney

Ian M. Goldman, Esq.

Borough of Lakehurst Land Use Board

Harry Robbins, Mayor

Steven Oglesby, Councilman

David Burton, Chairman

Kori Brennan

Andrew Hodges

Eric Robbins

Maranda Salas

Robert W. Robinson III

Jeff Emmons

Maryanne Capasso, Secretary

Planning Board Engineer

Alan Dittenhofer, PE, PP, C.M.E.

Planning Board Planner

Ernest J. Peters, Jr., PE, PP, CME

Planning Board Solicitor

Gregory J. Hock, Esq.

REMINGTON & VERNICK ENGINEERS CONSULTANTS

Jenizza Corbin, PP, AICP

TABLE OF CONTENTS

INTRODUCTION	3
REEXAMINATION REPORT FINDINGS.....	5
I. The major problems and objectives relating to land development in the municipality at the time of the adoption of the last Reexamination Report.	5
A. Major problems existing at the time of the 2008 Master Plan Reexamination	5
B. Major goals and objectives as identified in the 2008 Master Plan Reexamination	5
II. The extent to which such problems and objectives have been reduced or have increased subsequent to such date.....	8
A. Major problems existing at the time of the 2008 Master Plan Reexamination	8
B. Major objectives as identified in the 2008 Master Plan Reexamination	8
III. The extent to which there have been significant changes in the assumptions, policies, and objectives forming the basis for the master plan or development regulations as last revised, with particular regard to the density and distribution of population an land uses, housing conditions, circulation, conservation of natural resources, energy conservation, collection, disposition, and recycling of designated recyclable materials, and changes in State, county and municipal policies and objectives.	11
A. Changes in Local Conditions	11
B. Changes in County/Regional Conditions	16
C. Changes in State Conditions.....	19
IV. The specific changes recommended for the master plan or development regulations, if any, including underlying objectives, policies and standards, or whether a new plan or regulations should be prepared.	26
A. Master Plan Recommendations	26
B. General Recommendations	27
C. Zoning Map Recommendations	28
D. Development Regulations Recommendations	28
V. The recommendations of the planning board concerning the incorporation of redevelopment plans adopted pursuant to the “Local Redevelopment and Housing Law,” P.L. 1992, c. 79 (C. 40A:12-1 et al.) into the land use plan element of the municipal master plan, and recommended changes, if any, in the local development regulations necessary to effectuate the redevelopment plans of the municipality. (L. 1975, c. 291, s. 76; amended 1980, c. 146, s. 6; 1985, c. 516, s. 18; 1987, c. 102, s. 29; 1992, c. 79, s. 50.)	31
VI. The recommendations of the planning board concerning locations appropriate for the development of public electric vehicle infrastructure, including but not limited to, commercial districts, areas proximate to public transportation and transit facilities nd transportation corridors, and public rest stops; and recommended changes, if any, in the local development regulations necessary or appropriate for the development of public electric vehicle infrastructure. (L. 1975, c. 291, s. 76; amended 1980, c. 146, s. 6; 1985, c. 516, s. 18; 1987, c. 102, s. 29; 1992, c. 79, s. 50.)	31
CONCLUSION.....	33

INTRODUCTION

The Borough of Lakehurst (“Lakehurst”) is surrounded entirely by the Township of Manchester, and is one of 33 municipalities located in Ocean County, New Jersey. Lakehurst is an attractive place to live, work, and recreate, located roughly 8 miles northwest of the Township of Toms River, 20 miles east of the Township of New Hanover, and south of the Naval Air Warfare Center and the Joint Base McGuire-Dix-Lakehurst.

The area of the wedge-shaped Borough is 0.95 square miles (608 acres) of land. A total of 551 acres, approximately 87% of the Borough, are located within NJ Pinelands jurisdiction and designated as “Town” on the Pinelands Comprehensive management Plan. Lakehurst is one of the smallest boroughs in the State and largely built out. Since 2000, Lakehurst's population has increased by roughly 4.5%.

The Borough has a mix of uses that encompass residential (including military housing), commercial, public, and semi-public uses. The Borough’s primary natural feature is Lake Horicon, located in the southern portion of the Borough, surrounded by vacant lands utilized as passive recreation. Lakehurst is centered upon New Jersey Routes 70 and 37, which are the primary commercial corridors, with has limited public transportation services available. The Borough is served by Ocean Ride, the County’s transit system, which connects downtown Lakehurst to nearby communities.

In 2002, Lakehurst adopted an updated Master Plan that incorporated the general goals of the Municipal Land Use Law (N.J.S.A 40:55d-2).. The 2002 Master Plan consists of the following plan elements: 1) Statement of Goals Objectives, 2) Land Use, 3) Housing, 4) Circulation, 5) Community Facilities, and 6) Economic Development. The Master Plan was last reexamined in 2008 and since that time, no new plan elements were adopted or amendments to existing plan elements made.

The New Jersey Municipal Land Use Law (MLUL) requires a municipality to periodically conduct a reexamination of its master plan and development regulations. Pursuant to Section 40:55D-89 of the MLUL, municipalities having a master plan must reexamine their master plan and existing development regulations, at least once every six (6) years for the purpose of determining the continued viability of each and possible need for amendment., as the emergence of land use issues and external influences such as statutory mandates, may impact the underlying bases of the master plan.

In accordance with the above citation, the Master Plan reexamination is to address:

- (a) The major problems and objectives relating to land development in the municipality at the time of the adoption of the last Reexamination Report.
- (b) The extent to which such problems and objectives have been reduced or have increased subsequent to such date.

- (c) The extent to which there have been significant changes in the assumptions, policies, and objectives forming the basis for the master plan or development regulations as last revised, with particular regard to the density and distribution of population and land uses, housing conditions, circulation, conservation of natural resources, energy conservation, collection, disposition, and recycling of designated recyclable materials, and changes in State, County, and municipal policies and objectives.
- (d) The specific changes recommended for the master plan or development regulations, if any, including underlying objectives, policies and standards, or whether a new plan or regulations should be prepared.
- (e) The recommendations of the planning board concerning the incorporation of redevelopment plans adopted pursuant to the “Local Redevelopment and Housing Law,” P.L. 1992, c. 79 (C. 40A:12-1 et al.) into the land use plan element of the municipal master plan, and recommended changes, if any, in the local development regulations necessary to effectuate the redevelopment plans of the municipality.
- (f) The recommendations of the planning board concerning locations appropriate for the development of public electric vehicle infrastructure, including but not limited to, commercial districts, areas proximate to public transportation and transit facilities and transportation corridors, and public rest stops; and recommended changes, if any, in the local development regulations necessary or appropriate for the development of public electric vehicle infrastructure. (L. 1975, c. 291, s. 76; amended 1980, c. 146, s. 6; 1985, c. 516, s. 18; 1987, c. 102, s. 29; 1992, c. 79, s. 50.)

With respect to format, this Reexamination Report addresses in the same sequence the elements outlined within subsections “a” through “f” of the above-mentioned Municipal Land Use Law citation.

REEXAMINATION REPORT FINDINGS

I. Major problems and objectives relating to land development in the municipality at the time of the adoption of the last Reexamination Report.

The statutory charge for this aspect of the reexamination is to identify problems and objectives identified in the most recent reexamination of the Master Plan. As this is the second reexamination of the Master Plan, the charge is to identify specific problems that were stated, or which can be deduced from the language of the goals and objectives.

A. Major problems existing at the time of the 2008 Master Plan Reexamination

Compatible development and utilization of land were the critical problems cited in the 2008 Master Plan Reexamination. Lakehurst recognized the need to create an appropriate balance between land uses and to address the underutilization of certain parcels. Accordingly, redevelopment and consolidation of underutilized land was encouraged. Additionally, at the time of the 2008 Reexamination, the nation and state experienced economic decline, which created challenges at the local level.

B. Major goals and objectives as identified in the 2008 Master Plan Reexamination

General Master Plan Goals:

1. To encourage municipal action that will guide the appropriate use or development of all lands in Lakehurst in a manner that will promote public health, safety, morals and general welfare.
2. To secure safety from fire, flood, and other natural or man-made disasters.
3. To provide adequate light, air, and open space.
4. To promote the establishment of appropriate population densities and concentrations that will contribute to the well-being of persons, neighborhoods, communities and regions, and preservation of the environment.
5. To encourage the appropriate and efficient expenditure of public funds by the coordination of public development with land use policies.
6. To provide sufficient space and appropriate locations for a variety of residential, recreational, commercial and industrial uses, and open space, both public and private, according to their respective environmental requirements in order to meet the needs of all citizens.
7. To encourage the location and design of transportation routes which will promote the free, flow of traffic while discouraging location of such facilities and routes, which result in congestion or blight.

8. To promote a desirable visual environment through creative development techniques and good civic design and arrangements.
9. To promote the conservation of historic sites and districts, open space, energy resources, and valuable natural resources in the Borough and to prevent degradation of the environment through improper use of land.
10. To encourage adequate provision of affordable housing.
11. To promote utilization of renewable energy resources.
12. To promote the maximum practicable recovery and recycling of recycle materials from municipal solid waste through the use of planning practices designed to incorporate the State Recycling Plan goals and to complement municipal recycling programs.
13. To ensure that the development of the Borough does not conflict to the greater extent possible with the development and general welfare of neighboring municipalities, Ocean County the Pinelands Region Naval Air Engineering Station Lakehurst, and the State as a whole.
14. To promote a desirable visual environment through conservation and preservation of valuable natural features.
15. To promote the conservation of open space and valuable natural resources and to prevent urban sprawl and degradation of the environment through proper land use of land.
16. To encourage coordination of the various public and private procedures and activities shaping land development with a view to reducing the cost of such development and a more efficient use of land.

Master Plan Objectives:

1. To maintain and preserve the quality of existing residential and commercial areas.
2. To attempt to discourage development in designated flood hazard areas.
3. To discourage development in areas with soil having poor drainage characteristics or bearing capabilities.
4. To discourage types of land uses or intensities of use may pollute existing and future potable water.
5. To provide the reasonable opportunity for an appropriate variety and choice of housing to meet the needs, desires, and resources of all categories of people who may desire to live within boundaries of Lakehurst Borough.
6. To provide adequate community services to serve anticipated population.

7. To develop, in coordination with the State, the County, and neighboring communities, a circulation system designed to alleviate congestion and promote proper future development.
8. To provide the opportunity for new business and industrial areas advantageously situated in relation to local and regional circulation systems.
9. Encourage appropriate development of the Lakehurst Circle and the Route 37 and Route 70 highway corridors, the gateways to Lakehurst.
10. Encourage the establishment of MOM (Monmouth, Ocean, Middlesex) Commuter Railroad, with a station in Lakehurst.
11. Maintain and enhance the residential quality of life in the Borough center through code enforcement and encouraging compatible development that meets current and future lifestyle requirements.

II. The extent to which such problems and objectives have been reduced or have increased subsequent to such date.

This section of the Reexamination Report identifies measures implemented by the Borough to reduce and mitigate the major problems and implement the objectives identified within the elements of the 2002 Master Plan and since the 2008 Reexamination Report. The major problems and objectives identified in Section I above are reiterated in this section (Section II) to facilitate review.

A. Major problems existing at the time of the 2008 Master Plan Reexamination

Compatible development and utilization of land were the critical problems cited in the 2008 Master Plan Reexamination. Lakehurst recognized the need to create an appropriate balance between land uses and to address the underutilization of certain parcels. Accordingly, redevelopment and consolidation of underutilized land was encouraged. Additionally, at the time of the 2008 Reexamination, the nation and state experienced economic decline, which created challenges at the local level.

2024 Update: In the 2008 Master Plan Reexamination, critical problems cited were the need for more compatible development and better utilization of land. Lakehurst has addressed compatible land uses through several zoning ordinance amendments. Underutilization of key parcels within the community was also addressed through the redevelopment process to designate an area in need of redevelopment. Additionally, poor economic conditions at the time of the last reexamination have slightly improved, but some lags remain. Compatible development, underutilization, and economic development continue to remain as priorities for the Borough to address.

B. Major objectives as identified in the 2008 Master Plan Reexamination

Master Plan Objectives:

1. To maintain and preserve the quality of existing residential and commercial areas.

2024 Update: This remains valid and should be retained as a priority. Under Ordinance 2023-06, the Borough adopted an ordinance amending and supplementing the housing and property maintenance ordinance to regulate the maintenance of building and properties. The adoption of Ordinance 2022-01 to establish the position of Clean Communities Coordinator within the Litter Control ordinance speaks to the Borough's continued efforts to control litter, maintain cleanliness, and enforce the New Jersey Clean Communities program. The Borough should continue to implement this objective.

2. To attempt to discourage development in designated flood hazard areas.

2024 Update: The Land Use Board continues to carefully consider land development applications on their impact on sensitive environments. Under Ordinance #2022-05, the Borough adopted an amendment to the flood hazard ordinance in May 2022 to comply with recent changes to the state statute. This objective remains valid and should be retained as a priority.

3. To discourage development in areas with soil having poor drainage characteristics or bearing capabilities.

2024 Update: The Borough has not experienced development within areas identified as soil unsuitable for development. However, the Borough should continue to implement this objective.

4. To discourage types of land uses or intensities of use that may pollute existing and future potable water.

2024 Update: The Land Use Board continues to carefully consider the impact of land development applications on the built and natural environment. While the Borough has not experienced development that posed any negative impacts to potable water, this objective remains valid and should be retained as a priority.

5. To provide the reasonable opportunity for an appropriate variety and choice of housing to meet the needs, desires, and resources of all categories of people who may desire to live within boundaries of Lakehurst Borough.

2024 Update: This remains valid and should be retained as a priority. A large share of the Borough's housing stock was built roughly 40 to 75 years ago (25% built 1970 to 1979 and 22% built 1939 or earlier). According to the New Jersey Department of Community Affairs (NJCA), there have been 19 building permits issued for new residential construction, including 17 one- and two-family dwelling units, 1 mixed-use, and 1 multifamily since 2004. The Borough should continue to plan for and encourage rehabilitation of the housing stock.

6. To provide adequate community services to serve anticipated population.

2024 Update: This remains valid and should be retained as a priority. Community services would include providing adequate and safe community facilities, including, but not limited to parks and recreation, police services, and waste management.

The Borough adopted Ordinance 2021-02, 2023-05, and 2023-14 amending the provisions on the parks, lakes, and recreation areas, particularly to provide safer and cleaner facilities for its residents. The police regulations were also amended under Ordinance 2023-02 to supplement the consumption or possession provisions with cannabis prohibitions, including smoking prohibitions. The Borough has established the position of Clean Communities Coordinator to manage solid waste management services to the residents of the Borough (Ordinance 2022-01). The Borough should continue to implement this objective.

7. To develop, in coordination with the State, the County, and neighboring communities, a circulation system designed to alleviate congestion and promote proper future development.

2024 Update: The Borough continues to make improvements to its vehicular and pedestrian circulation system. The Borough has received numerous grants over the years for roadway and pedestrian facilities improvements, including grants from the New Jersey Department of Transportation (NJDOT) and Community Development Block Grant (CDBG) for the

reconstruction of streets, resurfacing, and improvements on curbs and sidewalks. More details on these grants or projects in the Borough can be obtained from the Office of Planning and Projects. This remains valid and should be retained as a priority.

8. To provide the opportunity for new business and industrial areas advantageously situated in relation to local and regional circulation systems.

2024 Update: This remains valid and should be retained as a priority. The 2002 Economic Development plan element should continue to be implemented and reevaluated to address the Borough's future business recruitment and retainment needs. Additionally, the Borough may consider identifying major capital improvements that ensure adequate infrastructure is in place to support commercial and industrial activities.

9. Encourage appropriate development of the Lakehurst Circle and the Route 37 and Route 70 highway corridors, the gateways to Lakehurst.

2024 Update: This remains valid and should be retained as a priority. The Borough participated in a multi-jurisdiction effort for a land use, transportation, and economic and development plan for the NJ Route 37 corridor. Additional corridor planning is needed to address various challenges along the Route 70 corridor.

10. Encourage the establishment of MOM (Monmouth, Ocean, Middlesex) Commuter Railroad, with a station in Lakehurst.

2024 Update: Initially proposed at the state level in 1996, this commuter rail station has not come to fruition. Despite a State study conducted in 2010 that illustrated that highway improvements in the project area were not sufficient to address commuter congestion, the project remains on hold due to the lack of funding. It is recommended to expand this objective to encourage transit supportive densities and a mix of uses that are transit supportive and can contribute to the establishment of a transit village that Lakehurst desires.

11. Maintain and enhance the residential quality of life in the Borough center through code enforcement and encouraging compatible development that meets current and future lifestyle requirements.

2024 Update: This remains valid and should be retained as a priority. There are no existing ordinances related to foreclosures or property maintenance. As the Borough's housing stock continues to age, such ordinances should be considered to ensure occupied and vacant properties are appropriately maintained. Resources and efficient code enforcement procedures will help prevent neighborhood decline and will reduce the impact of poorly maintained and abandoned parcels on the community.

III. The extent to which there have been significant changes in the assumptions, policies, and objectives forming the basis for the master plan or development regulations as last revised, with particular regard to the density and distribution of population and land uses, housing conditions, circulation, conservation of natural resources, energy conservation, collection, disposition, and recycling of designated recyclable materials, and changes in State, county and municipal policies and objectives.

The following section provides a highlight of various changes in local conditions, County and State policy changes, and anticipates new assumptions that may impact the Borough over the next decade.

A. Changes in Local Conditions

Below outlines the Borough’s current conditions that highlight ways in which the Borough has changed since the last reexamination, including policy/regulatory changes, population changes, housing changes, and other land-use related changes.

Population Changes

Demographic trends indicate moderate growth for the Borough of Lakehurst. The Borough’s population in 2000 was 2,522 and increased by 114 people by 2020. Over a twenty-year period, the municipality grew by roughly 4.5%. In comparison, Ocean County’s population grew from 510,916 in 2000 to 637,229 in 2020, an increase of 126,313 people or 24.7%.

Table 1: Decennial US Census ¹

	2000	2010	2020
Population	2,522	2,654	2,636
Median Age	32.3	31.9	37
Under 5 years	6.6%	7.3%	8.2%
5 to 9 years	5.9%	8.0%	8.7%
10 to 14 years	6%	8.8%	8.8%
15 to 19 years	6.6%	14.4%	7.2%
20 to 24 years	7.1%	6.9%	5.7%
25 to 29 years	7.8%	8.0%	8.0%
30 to 34 years	7.4%	7.7%	7.9%
35 to 39 years	6.5%	7.5%	10.0%
40 to 44 years	6.1%	6.1%	8.2%

¹ U.S. Census Bureau, 2000, 2010, and 2020

45 to 49 years	7.2%	8.7%	5.8%
50 to 54 years	6.8%	6.9%	5.7%
55 to 59 years	8.1%	5.3%	4.4%
60 to 64 years	6.3%	4.3%	3.4%
65 to 69 years	4.5%	2.6%	0.8%
70 to 74 years	3.1%	1.7%	1.2%
75 to 79 years	1.7%	1.0%	2.1%
80 to 84 years	1%	1.0%	1.9%
85 years and over	1.2%	0.6%	1.3%

According to the 2020 US Census, Lakehurst has a population density of 2,945.9 persons per square mile. The Borough has the ninth densest population in Ocean County, with Lakewood Township being the densest. ²

With respect to the age of the population, the 2020 US Census indicates the median age as 37, an increase from the 32.3 median age in 2000 and 31.9 in 2010. The population that is 65 and older has increased about 4% since 2000. From a demographic perspective, looking forward it may be assumed that major growth in the senior population, both within the Borough and within surrounding communities, will create challenges for the Borough including exacerbating the need to emphasize aging in place. This planning assumption is not meant to precisely predict the future. Instead, this statement – substantiated by current demographic data – is meant to serve as a guide for future development.

The North Jersey Transportation Planning Authority (NJTPA) 2050 population forecast indicates the population in Lakehurst will grow slightly over the years into the year 2050 with an annualized 0.5% change. This slight increase in population is consistent with the projected increase of employment, as shown below. Based on the NJTPA forecast, employment is projected to increase by 9.4%, which is an annualized increase of 0.3%. With these increases the Borough should consider evaluating the needs of all current and future residents, as projected, including housing, infrastructure, and transportation improvements.

Table 2: Demographic Forecast ³

Population	Estimate
2021 Population	2,629
2050 Population	2,985

² U.S. Census Bureau, Population Division (SUB-EST2022_34)

³ NJTPA, Current NJTPA Board Approved Municipal Forecasts; U.S. Census Bureau, 2017-2021 American Community Survey 5-Year Estimates, Table S1101 and Table DP03

Annualized % Population Change 2021-2050	0.5%
Annualized % Household Change 2021-2050	-0.1%
Employment	
2021 Employment	1,359
2050 Employment	1,487
Annualized % Employment Change 2021-2050	0.3%

Housing Conditions

1. Occupancy

According to the 2020 US Census, the Borough had an estimated 979 housing units. Of these estimated total units, about 92% were occupied and 8% vacant. This represents an 1.8% increase since 2000 and about a 3.8% increase since 2010. Accordingly, while the number of occupied units increased relative to the total number of housing units, vacancies decreased over time.

Table 3: Housing Units and Occupancy

	2000	2010	2020
Housing Units	961	943	979
Occupied	870	881	908
Owner with Mortgage/Loan	573	428	406
Owned Free & Clear		164	157
Renter-Occupied	298	289	345
Vacant	91	62	71

2. Residential Construction & Demolition

The number of housing units authorized for new residential construction by building permits is one of many economic indicators used nationally. The housing market is a sector that is considered an early indicator of changing economic conditions. Building permit data gathered from the New Jersey Department of Community Affairs (DCA) illustrates that permits for new construction have remained low, primarily due to the built-out nature of the Borough. A total of 18 permits were issued between 2001 and 2021 for new housing construction, which includes 17 one- and two- family units and one mixed-use.

Table 7: Building Permits Issued ⁴

	Total	1 & 2 Family	Multifamily	Mixed Use
2001	1	0	0	0
2004	1	1	0	0
2006	1	0	0	1
2012	7	7	0	0

⁴ New Jersey's Department of Community Affairs (NJCA) Building Permits: Yearly Summary Data, Housing Units Authorized by Building Permits for New Construction

2016	4	4	0	0
2020	3	3	0	0
2021	1	1	1	0
2022	1	1	0	0
Total	19	17	1	1

A demolition permit issued by the construction official authorizes the removal of an existing building. For demolitions that result in the loss of a dwelling unit (a house or apartment), it is reported as the number of dwellings lost. Between 2004 and 2021, 40 housing demolition permits were recorded, 39 of which are demolition of one- and two-family units and one mixed-use

Table 8: Demolition Permits Issued ⁵

	Total	1 & 2 Family	Multifamily	Mixed Use
2004	1	1	0	0
2007	1	0	0	1
2016	21	21	0	0
2017	16	16	0	0
2020	1	1	0	0
Total	40	39	0	1

Natural Resources

The Borough currently has eight (8) properties in the Recreation and Open Space Inventory (ROSI) list, which are lands dedicated solely for conservation and recreation purposes. The ROSI list includes the area of Pinehurst Estates, the area adjacent to the landfill (location of Lakehurst Fire Station and Public Works), areas encompassing Lake Horicon, and other conservation areas.

Table 9: Recreation and Open Space Inventory (ROSI) ⁶

Block	Lot	Facility Name
20	1	Pinehurst Estates
23	1	Recreation Area Adjacent to Landfill
47	21	Lake Horicon
47	23.A	Lake Horicon
47	23.B	Lake Horicon
47	23.C	Lake Horicon
47	3	Conservation Area
66	3	Conservation Area
71	5	Conservation Area

⁵ New Jersey's Department of Community Affairs (NJCA) Building Permits: Yearly Summary Data, Housing Units Demolished

⁶ NJDEP Recreation and Open Space Inventory (ROSI) <https://dep.nj.gov/otpla/rosi/>

Stormwater Pollution Prevention Plan (SPPP)

The Borough drafted a Stormwater Pollution Prevention Plan (SPPP) in February 2005 and amended it in May 2018. Under the Stormwater Permitting Program, Lakehurst is designated as a Tier A municipality, which refers to municipalities generally located within the more densely populated regions of the state, near the coast, or other environmentally sensitive areas. The program requires the completion of SPPP, which is a prescriptive plan that described the Borough's implementation of the Statewide Basic Requirements in accordance with the specific permit requirements. The Plan includes an implementation schedule consistent with the Statewide Basic Requirements. At the time of the writing of this Reexamination Report, the Borough is in the process of updating its Stormwater Pollution Prevention Plan.

Municipal Stormwater Management Plan (MSWMP)

The original Municipal Stormwater Management Plan (MSWMP) was adopted in September 2006, updated October 2007, and recently updated December 2020. The MSWMP addresses stormwater quality impacts by incorporating stormwater design and performance standards for new major development. It also describes long-term operation and maintenance measures for existing and future stormwater facilities. The Borough has the following goals under its MSWMP:

- Reduce flood damage, including damage to life and property;
- Minimize to the extent practical, any increase in stormwater runoff from any new development;
- Reduce soil erosion from any development or construction project;
- Assure the adequacy of existing and proposed culverts, bridges and other in-stream structures;
- Maintain groundwater recharge;
- Prevent, to the greatest extent feasible, an increase in nonpoint pollution;
- Maintain the integrity of stream channels for their biological functions, as well as for drainage;
- Minimize pollutants in stormwater runoff from new and existing development, to restore, enhance, and maintain the chemical, physical and biological integrity of the waters of the state, protect public health, safeguard fish and aquatic life and scenic and ecological values, and to enhance the domestic, municipal, recreational, industrial, and other uses of water; and
- Protect public safety through the proper design and operation of stormwater basins

The Plan outlines specific stormwater design and performance standards to achieve these goals, as well as stormwater management controls to address the impacts from existing development; preventative and corrective maintenance strategies to ensure long-term effectiveness of stormwater management facilities; and safety standards for stormwater infrastructure. At the time of the writing of this Reexamination Report, the Borough is in the process of updating its Stormwater Management Plan. The Stormwater Control Ordinance was amended and adopted in March 2021.

B. Changes in County/Regional Conditions

While far from an exhaustive list, listed below are several highlighted updates and amendments that impact planning and land use at the county/regional level.

[Ocean County Master Plan](#)

Ocean County adopted a comprehensive master plan in 1988 and again in December 2011. The County subsequently adopted amendments in January and September of 2018. These amendments included a Functional Roadway Map, a right-of-way widths map, and a transportation model update for Brick, Jackson, Lakewood, and Toms River. The Master Plan is non-regulatory and provides a guide to local governments of the County for orderly and efficient growth and provides regional, long-term recommendations to coordinate a myriad of programs and policies and achieve consistency in ongoing development and protection efforts.

The Plan indicated the need for the restoration of passenger rail in the Ocean-Monmouth region. The rail service in the northeast section of the County is inadequate in meeting the County's needs as these locations do not offer regular, direct access to the Northeast Corridor (Newark Airport, Penn Station, Manhattan, etc.). The MOM (Monmouth-Ocean-Middlesex) rail service expansions project identified three service alignments. The potential alignments include Lakehurst to either Monmouth Junction, Matawan or Red Bank.

[Route 37 Economic Corridor Vision Plan](#)

In May 2018, the Route 37 Economic Corridor Vision Plan was adopted to address issues within Lakehurst, Tom's River, Manchester, and Berkeley. The Vision Plan seeks to create an economic development corridor between Toms River Township and the Joint Base McGuire-Dix-Lakehurst (Joint Base). The study area is centered on NJ State Route 37 from the Garden State Parkway westward to the Joint Base and includes portions of Toms River Township, Berkeley Township, Lakehurst Borough, and Manchester Township. The focus of the Plan is to better utilize existing assets and link technology-oriented employment and mixed-use development to improve the corridor.

[Ocean County Energy Savings Plan](#)

New Jersey's Energy Savings Improvement Program (ESIP) is administered through the New Jersey Board of Public Utilities. DCO Energy, LLC, an independent generator of renewable energy, is a partner in New Jersey's Clean Energy Program. In October 2016, DCO Energy submitted an Energy Savings Plan (ESP) for Ocean County which is the core of an Energy Savings Improvement Plan (ESIP) process pursuant to P.L. 2009, c.4, [N.J.S.A. 40A:11-4.6](#). The Plan describes the results of an energy audit on various county-owned buildings and identifies energy conservation measures that the County could apply, and an estimate of greenhouse gas reductions resulting from energy savings. The ESP also provides the County with the necessary information to decide which proposed energy conservation measures to implement. This plan serves as a model for local governments of Ocean County to implement their own Energy Savings Improvement Program.

Ocean County Multi-Jurisdictional All-Hazards Mitigation Plan

In accordance with state and federal requirements to update a Multijurisdictional All-Hazards Mitigation Plan every 5 years, the Federal Emergency Management Agency (FEMA) approved Ocean County's 2018 Multi-Jurisdictional All-Hazard Mitigation Plan on July 16, 2020, which was originally adopted in 2014.

Based on the assessment conducted by the New Jersey Forest Fire Service, the majority of Ocean County is at an extreme level of risk for wildfires. Much of the remaining land area has a high or very high risk, while a small portion is shown as low or moderate risk. The vulnerability assessment indicates that there are 14 critical facilities within Lakehurst, one of which is located in a high wildfire hazard area. Furthermore, the Plan identified the location and extent of hazardous material facilities within the County. There are currently 12 superfund sites on the National Priorities list in Ocean County, one of which is located in Lakehurst.

The HMP identifies certain ongoing planned integration activities for each municipality in Ocean County. Particularly, Lakehurst will continue to assess its building code, floodplain ordinance, and/or local land use codes for consistency with the approved HMP and incorporate the findings of the HMP risk assessment accordingly to address hazard-prone areas.

Ocean County Open Space, Parks, and Recreation Plan

The Ocean County Planning Board Meeting adopted the Open Space, Parks, and Recreation Plan (OSPRP) on December 2, 2020 (the Ocean County Board of Chosen Freeholders adopted by Resolution #2020001587 on December 16, 2020). The goals of the Plan are as follows:

- Provide recreational facilities and programs that promote exercise, health, and wellness.
- Provide educational facilities and programs that highlight the ecological, historical, and cultural significance of Ocean County.
- Identify and protect sensitive, ecological, historical, or cultural areas of Ocean County through direct involvement under the Parks Department or in concert with the Ocean County Natural Lands Trust.
- Promote the cultural diversity of Ocean County through presentations, workshops, and by administering grant funding to community organizations through the Ocean County Cultural and Heritage Commission.
- Carry out continued maintenance and improvement projects on existing Park properties and facilities and continue acquisition and expansion of new Park properties.
- Provide staff assistance and technical expertise to the Ocean County Natural Lands Trust as needed to include coordinated cleanups, fire management practices, habitat enhancement, and maintenance of acquired properties.

The Plan identifies many rail lines within the County that have been abandoned or repurposed. The segment of Raritan and Delaware Bay Railroad that goes through the Borough is currently

abandoned. These abandoned corridors that remain vacant provide an opportunity for development of rail to trail and greenway development. Rails-to-trails are an off-road option that can provide a safe and accessible means of active transportation.

[NJTPA Long Range Transportation Plan 2050](#)

The New Jersey Transportation Planning Authority (NJTPA) Long Range Transportation Plan 2050 was adopted and approved by the NJTPA Board on September 13, 2021. The Plan outlines the vision for the future development of the region's transportation system. It provides the following goals for the region:

- Protect and improve natural ecosystems, the built environment and quality of life.
- Provide affordable, accessible and dynamic transportation systems responsive to all current and future travelers.
- Retain and increase economic activity and competitiveness.
- Enhance system coordination, efficiency, safety and connectivity for people and goods across all modes of travel.
- Maintain a safe, secure and reliable transportation system in a state of good repair.
- Create great places through select transportation investments that support the coordination of land use with transportation systems.
- Improve overall system safety, reducing serious injuries and fatalities for all travelers on all modes

As the Borough plans for transportation improvements, it should consider the guidance provided in the 2050 Plan by NJTPA to ensure consistency and continued support in improving the overall transportation system in the region.

[Ocean County Transportation Model 2013 \(OCTM-2013\)](#)

On March 2015, Ocean County updated its Ocean County Transportation Model (OCTM), originally adopted in 2003. The report identifies critical locations of congestion for 2025 and 2040 model years. The model estimated future congestion along Route 70 between Route 571 and Route 528, especially at the Garden State Park interchanges. Furthermore, the model estimated some level of congestion just west of Lakehurst. The recommended strategy for this area includes performing a corridor study at this segment, especially in the vicinity of Garden State Park Interchange; and localized widening may be considered.

[Joint Base McGuire-Dix-Lakehurst Joint Land Use Study \(JLUS\) for Ocean and Burlington Counties, 2009](#)

The Joint Base McGuire-Dix-Lakehurst Joint Land Use Study (JLUS) concentrated on the ten municipalities that are located near the Joint Base. Six municipalities are located in Burlington County and four are located in Ocean County. The entire area of Lakehurst is located within the JLUS study area. JLUS provides recommendations that are intended to guide local government in their implementation of appropriate land use controls around military installations.

The growth analysis in the JLUS provides that there is little to no growth projected in Lakehurst. Additionally, given current land use patterns, future development of remaining lands is limited by environmental constraints. The community supports the ongoing operation of NAES Lakehurst, even though most of their residents do not work at the Base. Lastly, the proposed Monmouth-Ocean-Middlesex (MOM) Line, if implemented, could alter land use patterns in the Borough. As indicated in the JLUS, the Borough has envisioned becoming a transit village if the MOM rail line was to be approved.

C. Changes in State Conditions

While far from an exhaustive list, the below listing highlights some regulatory updates and amendments that impact planning and land use at the state level.

Local Redevelopment and Housing Law (LRHL)

The LRHL, P.L. 1992, c.79 (C.40A: 1-2A-1 et seq.) was amended in 2013 to eliminate potential obstacles to redevelopment related to condemnation and eminent domain for public purposes and changed qualifying conditions whereby an area in need of redevelopment is determined. This amendment also allows municipalities to maximize their redevelopment powers. Any redevelopment investigation studies and redevelopment plan in Lakehurst will need to comply with the new procedures.

In addition to the new requirement of redevelopment plans to include proposed locations for public electric vehicle charging infrastructure within the project area discussed above, the Local Redevelopment and Housing Law (LRHL) was again amended in 2019 to expand the criterion for determining an area in need of redevelopment (N.J.S.A. 40A:12A-5(b)), in which identifies the discontinuance or abandonment of buildings used for retail, shopping malls and office parks, as well as buildings with significant vacancies for at least two (2) consecutive years. As amended, N.J.S.A. 40A:12A-5(b) reads:

b. The discontinuance of the use of a building or buildings previously used for commercial, retail, shopping malls or plazas, office parks, manufacturing, or industrial purposes; the abandonment of such building or buildings; significant vacancies of such building or buildings for at least two consecutive years; or the same being allowed to fall into so great a state of disrepair as to be untenable.

Municipal Land Use Law (MLUL)

1. Lakehurst Time of Application (TOA) Rule

As decided on February 14, 2017, the Supreme Court of New Jersey in *Dunbar Homes, Inc. v. Zoning Board of Adjustment of Franklin Twp.* clarified the “Time of Application Rule” found within the NJ MLUL (N.J.S.A. 40:55D-10.5). The Time of Application (TOA) Rule modifies the prior “time of decision” rule under which the zoning regulations in effect at the time the planning or zoning board decided the application were applied. The TOA Rule was enacted to address “situations in which a developer would spend time and money pursuing an application, only to

have a municipality change the zoning to the developer’s detriment while the application was pending”⁷. Supreme Court of New Jersey held that an application for development is only complete when all required documents are submitted for review, including all documents mandated under a municipal ordinance.

In other words, if required documents are not submitted or a waiver is not requested, the TOA Rule could be applied by the municipality. On the other hand, an application for development cannot be deemed incomplete if the municipality merely requires verification of information and submission of additional information.

2. Performance and Maintenance Guarantee Requirements

In 2018, the MLUL was amended by law (Assembly Bill 1425/Senate Bill 3233) and effective immediately to include reforms to performance and maintenance guarantee provisions. The new law brings significant changes that will affect developers regarding the scope of improvements that must be covered through a performance guarantee. It also alters the amount of municipal inspection fees that a developer must reimburse to the municipality.

3. Statement of Strategy

P.L. 2017, Chapter 275 (A4185/S2873) approved in January 2018 amended the Municipal Land Use Law requiring the adoption of any subsequent Land Use Element to include a “statement of strategy” concerning with (1) smart growth with consideration to potential locations for the installation of electric vehicle charging stations, (2) storm resiliency with respect to energy supply, flood-prone areas, and environmental infrastructure, and (3) environmental sustainability.

4. Electric Vehicle Charging Infrastructure

In 2019, the New Jersey State Legislature adopted Senate Bill 606 (P.L 2019, Chapter 267), amending the Municipal Land Use Law (N.J.S.A. 40:55d-1 et. seq.). The new law intends to encourage municipalities to consider electric vehicle charging infrastructure as a component of their master plan, periodic master plan reexamination, and redevelopment plans:

- Master Plan - Under the municipality’s master plan, the Land Use Plan Element, Circulation Plan Element, and Green Buildings and Environmental Sustainability Plan Element are required to identify electric vehicle charging stations as follows:
 - Land Use Plan Element: Locate existing and proposed location of public electric vehicle charging infrastructure.
 - Circulation Plan Element: Locate existing and proposed location of public electric vehicle charging infrastructure.
 - Green Buildings and Environmental Sustainability Plan Element: Consider, encourage, and promote the development of public electric vehicle charging

⁷ NJ Supreme Court Clarifies MLUL Time of Application Rule, August 2018, <https://scarincilawyer.com/nj-supreme-court-clarifies-mlul-time-of-application-rule/>

infrastructure in appropriate locations such as commercial districts, areas near public transportation/facilities, transportation corridors, and public rest stops.

- Master Plan Reexamination Report – Reexamination Reports are now required to include a section that recommends locations appropriate for the development of public electric vehicle infrastructure; and recommend changes in the local development regulations as necessary or as appropriate for the development of public electric vehicle infrastructure.
- Redevelopment Plans – Pursuant to N.J.S.A. 40A:12A-7(a), redevelopment plans are now required to provide provisions as to proposed locations of zero-emission vehicle fueling and charging infrastructure within the redevelopment area.

5. Public Access Plan Element

On May 3, 2019, the public access plan element provision under NJ MLUL was amended as follows: “A public access plan element that provides for, encourages, and promotes permanently protected public access to all tidal waters and adjacent shorelines consistent with the public trust doctrine, and which shall include a map and inventory of public access points, public facilities that support access, parking, boat ramps, and marinas; an assessment of the need for additional public access; a statement of goals and administrative mechanisms to ensure that access will be permanently protected; and a strategy that describes the forms of access to satisfy the need for such access with an implementation schedule and tools for implementation.” The legislation amends P.L.1975, c.291, and supplements Title 13 of the Revised Statutes.

6. Climate Change-Related Hazard Vulnerability Assessment (CCRHVA)

On February 4, 2022, the Municipal Land Use Law (Section 19 of P.L.1975, c.291 (C.40:55D-28)) was amended to require that the land use plan element of a municipal master plan include a climate change-related hazard vulnerability assessment (CCRHVA). The Borough will be required to include a CCRHVA the next time land use plan element is amended or otherwise updated.

- Analyze current and future threats to, and vulnerabilities of, the municipality associated with climate change-related natural hazards, including, but not limited to increased temperatures, drought, flooding, hurricanes, and sea-level rise;
- Include a build-out analysis of future development in the municipality, and an assessment of the threats and vulnerabilities related to that development;
- Identify critical facilities, utilities, roadways, and other infrastructure that is necessary for evacuation purposes and for sustaining quality of life during a natural disaster, to be maintained at all times in an operational state;
- Analyze the potential impact of natural hazards on relevant components and elements of the Master Plan;
- Provide strategies and design standards that may be implemented to reduce or avoid risks associated with natural hazards;

- Include a specific policy statement on the consistency, coordination, and integration of the climate change related hazard vulnerability assessment with any existing or proposed natural hazard mitigation plan, floodplain management plan, comprehensive emergency management plan, emergency response plan, post-disaster recovery plan, or capital improvement plan; and
- Rely on the most recent natural hazard projections and best available science provided by the New Jersey Department of Environmental Protection.

The New Jersey Department of Environmental Protection (NJDEP) released the Resilient NJ: Local Planning for Climate Change Toolkit on June 2021 designed to help municipalities and counties address climate change through sustainable land use planning. As part of NJDEP’s local government resilience planning assistance program, the toolkit guides municipalities through the process of creating a climate change-related vulnerability assessment and developing local climate resilience strategies.

[Round Three Affordable Housing Rules N.J.A.C. 5:97-1 et seq](#)

It was determined in March 2015 that the New Jersey Council on Affordable Housing (COAH), the entity responsible for generating methods for determining fair share as to the provision of a realistic opportunity to produce affordable housing, was not a viable standalone agency (known as Mount Laurel IV).

[New Jersey Hazard Mitigation Plan](#)

According to the Disaster Mitigation Act of 2000 which promotes state and local planning focused on reducing exposure and vulnerability to natural hazards, State Hazard Mitigation Plans (HMPs) are required to be updated and re-approved by the Federal Emergency Management Agency (FEMA) every three years. The New Jersey Office of Emergency Management – Recovery Bureau (NJOEM) and several partners updated the Plan in 2014 which includes goals, objectives, strategies and actions that will guide the State’s mitigation activities, enhanced natural and human-caused hazards profiles and vulnerability assessment, and an implementation and monitoring process. NJOEM also supports and promotes mitigation planning at the county and local levels. Municipalities within Ocean County are actively participating in the hazard mitigation planning process.

[Economic Opportunity Act](#)

The New Jersey Economic Opportunity Act of 2013 P.L. 2013, c.161, as revised by the Economic Opportunity Act of 2014, Part 3, merged the State’s economic development incentive programs with the goal of enhancing business attraction, retention and job creation efforts and strengthening New Jersey’s competitive edge in the global economy. The primary incentive program for job creation is Grow New Jersey Assistance Program (Grow NJ) and for developer incentives is the Economic Redevelopment and Growth Program (ERG). NJ Pinelands jurisdictional areas are non-priority eligible areas under Grow NJ.

Stormwater Regulations

The following summarizes two new stormwater regulations in the state with regard to green infrastructure and stormwater utilities:

1. Green Infrastructure

On March 2, 2020, the State of New Jersey published amended stormwater management rules in the New Jersey Register. These amended rules took effect on March 2, 2021 and require the use of green infrastructure. Green infrastructure refers to a set of stormwater management practices that use or mimic the natural water cycle to capture, filter, absorb and/or re-use stormwater. Fundamentally, the new rules will require decentralized, distributed stormwater management practices that enable stormwater to infiltrate and more closely resemble the natural water cycle. These “best management practices” (BMPs) include vegetated swales, bioretention, green roofs, cisterns, wet ponds, infiltration basins and constructed wetlands.

The following outlines the changes to the stormwater management rules:

- Replaces a subjective performance standard with an objective, math-based standard that requires the use of green infrastructure to meet water quality, quantity, and recharge standards. The rule includes tables showing which green infrastructure BMPs may be used to meet certain standards, and which BMPs may be used only with a variance.
- The water quality standard will apply to “motor vehicle surface” — meaning, paved or unpaved roads, driveways, parking lots, etc. — instead of impervious surface. Consistent with current NJDEP practice, the water quality standard will not apply to impervious surfaces that are not used by vehicles.
- The “major development” definition now includes “creation of one-quarter acre or more of ‘regulated motor vehicle surface’.”
- Water quantity, quality, and groundwater recharge standards must be met in each drainage area on-site (unless they converge before leaving the property).
- A groundwater mounding analysis is required for all infiltration BMPs, not just for recharge.
- A deed notice for stormwater management measures, including green infrastructure, must be recorded and submitted to NJDEP before construction.
- For cities with combined sewer systems (so-called CSS or CSO communities):
 - Water quality treatment is required for discharges into combined sewer systems
 - Water quantity control is required in tidal areas (except discharges directly into lower reach of major tidal water bodies)
 - Community basins, which will allow several properties in a CSS community to use a single large basin for quantity control, are allowed

2. Clean Stormwater and Flood Reduction Act

In March 2019, Governor Phil Murphy signed Senate Bill 1073 into law, creating the Clean Stormwater and Flood Reduction Act ("Act"). The Act seeks to provide means of funding stormwater infrastructure by authorizing the creation of stormwater utilities and allowing those utilities to assess fees. A stormwater utility is currently the only mechanism able to dedicate funds directly to stormwater management, thus enabling municipalities and counties to properly operate, maintain, repair, and improve their storm sewer systems, as may be needed.

Additionally, the Act will require the New Jersey Department of Environmental Protection (NJDEP) to create a stormwater utility guidance manual for the use of the municipalities, counties, and authorities seeking to establish stormwater utilities. The manual would provide rate structure guidance. The NJDEP would receive 5% of the annual fees collected by stormwater utilities as stormwater utility charges to fund program planning, implementation, and coordination activities related to stormwater utilities. Finally, the Act authorizes municipalities, counties, and authorities to contract with private firms for the operation or improvement of stormwater utilities.

Cannabis Legalization

Assembly Bill 21 / Senate Bill 21, also known as the Cannabis Regulatory, Enforcement Assistance, and Marketplace Modernization (CREAMM) was signed into law on February 22, 2021. The bill legalizes personal use cannabis for certain adults, subject to state regulation, decriminalizes small amounts of marijuana and hashish possession, and removes marijuana as a Schedule I drug. The bill defines 6 classes of license.

Section 31 provides an option for municipalities to adopt regulations or ordinances that permit or prohibit one or more classes of license within the municipality, as well as location, manner, and times of operation. Additionally, per Section 40, municipalities are also permitted to levy an optional Cannabis "Transfer Tax and User Tax" that is capped at 1% of wholesale activities and 2% of cultivation, processing, and retail activities. Ordinances that prohibit or otherwise regulate cannabis that predates the Act are not valid. A new ordinance would need to be adopted within 180 days of enactment of the Act. If a municipality does not adopt an ordinance regulating or prohibiting one or more classes of license within 180 days, then any class not prohibited will be deemed permitted in industrial and retail/commercial zones, accordingly.

On August 19, 2021, under Ordinance 2021-06, the Borough amended its ordinance to permit and govern cannabis operations within the Borough of Lakehurst.

2019 Energy Master Plan: Pathway to 2050

The New Jersey Energy Master Plan (EMP) Pathway To 2050 was unveiled in January 2020, envisioning initiatives that will help achieve 50% clean energy by 2030 and 100% clean energy by 2050. The EMP outlines seven key strategies and includes an implementation plan and energy efficiency measures that can help reduce energy demand and lower emissions. The New Jersey Board of Public Utilities (NJBPU) serves as the lead agency implementing the EMP.

Goal 6.1 of the EMP encourages municipalities to establish and enact community energy plans that will allow them to identify their own priorities and obstacles to complement the Energy Master Plan; this goal comprises the following objectives:

- Develop a comprehensive Community Energy Plan program in concert with local community groups to identify energy needs and establish ways to participate in, and benefit from, the clean energy transition at the local level, prioritizing education and incentives in low-income and environmental justice communities
- Encourage communities to incorporate land use, zoning, and multimodal transportation plans into their Community Energy Plans
- Prioritize energy efficiency programs in low- and moderate- income and environmental justice communities

Accordingly, the NJBPU launched the Community Energy Plan Grant program in 2019 to support local communities in creating Community Energy Plans and enable them to establish their own set of priorities, understand their obstacles, and develop a plan that is consistent with the 2019 EMP. Released on November 2021, the NJBPU approved the redesign of the Community Energy Plan Grant program that has more focus on equity and community engagement. The redesigned grant program also simplifies the grant application process.

NJDEP Flood Hazard Area Control Act Rules

The New Jersey Department of Environmental Protection (NJDEP) utilized its emergency rulemaking powers to adopt Protecting Against Climate Threats regulations, amending Flood Hazard Area Control Act Rules (FHA Rules), N.J.A.C. 7:13 et seq ⁸.

- The design flood elevation will be raised by 2 feet in fluvial (non-tidal) areas;
- The calculation of the design flood elevation by project engineers will require the use of estimated future precipitation;
- Stormwater Best Management Practices must be designed to manage runoff from both today's storms and predicted future storms; and
- Traditionally utilized methods for stormwater calculation are no longer available for use by engineers.
- Provide that permits and authorizations issued under the FHCA rules meet minimum National Flood Insurance Program (NFIP) standards and relevant sections of the Uniform Construction Code.

⁸ NJDEP Notice of Proposed Amendments, Repeal and New Rule, <https://www.nj.gov/dep/rules/notices/20221205b.html>

IV. The specific changes recommended for the master plan or development regulations, if any, including underlying objectives, policies and standards, or whether a new plan or regulations should be prepared.

Under the Municipal Land Use Law (MLUL), the Borough’s Master Plan and development regulations remain valid with respect to this Reexamination Report. There is no requirement to prepare a new master plan at this time; however, some plan additions should be considered.

A. Master Plan Recommendations

Since the time of adoption of the 2008 Master Plan Reexamination, N.J.S.A. 40:55D-28 has been amended providing new requirements under the Land Use Plan Element and new optional plan elements as follows:

Land Use Plan Element

1. Statement of Strategy

As previously discussed, any amendments to the Land Use Element shall provide for the adoption of a Statement of Strategy that outlines the Borough’s vision, goals, and objectives concerning (1) smart growth with respect to potential locations for the installation of electric vehicle charging stations, (2) storm resiliency with respect to energy supply, flood-prone areas, and environmental infrastructure, and (3) environmental sustainability.

2. Climate Change-Related Hazard Vulnerability Assessment (CCRHVA)

Under the new MLUL statute, the Borough will be required to include a CCRHVA the next time Land Use Plan element is amended. The Borough should consider utilizing the Resilient NJ: Local Planning for Climate Change Toolkit published by NJDEP to begin its resiliency/sustainability planning process.

3. Electric Vehicle Charging Infrastructure

The Land Use Plan Element should be updated to identify existing and proposed locations of public electric vehicle charging infrastructure within the Borough.

Economic Development Plan Update

Economic conditions have changed for many municipalities in New Jersey over the past twenty years. Accordingly, this Reexamination Report recommends that the Borough undertake an update to its Economic Development Plan. While this plan element is optional, the future of economic development is essential to the vitality of the Borough. There is a need to establish a present understanding of the conditions that have changed or emerged that make new economic development strategies necessary and most relevant now.

Circulation Plan Element Update

Considering the age of the existing Circulation Plan Element and improvements to the circulation system of the Borough over the years, the Borough should consider updating the plan and assess new objectives.

Communities Facilities Plan Element Update

Considering the age of the existing Communities Facilities Plan Element and changes to the community facilities since the 2002 adoption, the Borough should consider updating the plan and assess new objectives.

Green Buildings and Environmental Sustainability Plan Element

Consideration should be given to adoption of a Green Buildings and Environmental Sustainability Plan Element to provide a policy foundation for the Borough's regulation of the generation and use of renewable energy by property owners and municipal facilities, as well as the construction of green buildings and development of public EV charging infrastructure.

Additional Goal/Objective for the Master Plan

The Borough may wish to consider a master plan objective to develop a coordinated pedestrian and bicycle network that is safe, accessible, convenient, and provides intermodal connections. To the greatest extent possible, transportation goals should aim to overlap with the Borough's recreational goals to create active and green transportation corridors, as well as incorporating the principles of a Complete Streets Policy.

B. General Recommendations

NJ Route 70 Corridor Planning and Revitalization

The NJ Route 70 corridor through the Borough may benefit from enhancements to community character, such as landscaping and buffering, and pedestrian safety improvements at intersections. Some pedestrian improvements have been made over the years and should continue. Additionally, NJ Route 70 also acts as a barrier that divides the Borough. Crossing NJ Route 70 can be difficult due to travel speeds, traffic volumes, truck traffic, and the width of intersections. The NJ Route 70 corridor warrants specialized treatment throughout the Borough.

A joint planning effort with a variety of municipalities including Lakehurst, Manchester, and Toms River, produced the Route 37 Economic Corridor Vision Plan. A similar corridor plan to integrate transportation and land use is encouraged for the NJ Route 70 corridor. The Borough should continue to work closely with New Jersey Department of Transportation (NJDOT) and the Office of Smart Growth when new development or redevelopment projects are proposed along these corridors. NJDOT has several policies in place such as Complete Streets and Context Sensitive Design, that should benefit the Borough when future land development proposals are evaluated.

One major shift in use for the corridor is the relocation of the Police Station to the old First Aid Building. With this shift and the availability of sites for infill development and redevelopment,

the Borough has an opportunity to create a corridor plan that would guide the redevelopment, repurposing and revitalization of underutilized parcels along the corridor.

The Borough should consider evaluating and updating the Route 70 East Corridor Redevelopment Plan to ensure the applicability or validity of the established goals and objectives. Lakehurst

Adaptive Reuse

The development of a new use for an older building or for a building originally designed for a different purpose may involve changes to the façade and the interior floor plan to accommodate the new use. The Borough should consider encouraging adaptive reuse, where most appropriate, to support redevelopment and infill efforts. Adaptive reuse is a strategy that supports the Borough’s broader vision for economic development.

Open Space and Recreation

Recreational opportunities are abundant in the Borough. According to the Recreation and Open Space Inventory (ROSI), the Borough’s primary open space assets are located within Pinehurst Estates, the recreation area near the landfill, Lake Horicon, and the conservation area. In conjunction with future redevelopment opportunities, the Borough should evaluate new potential parks, open space, and trails that could be developed and/or ways to expand on the existing parks and open space. Future recreation opportunities should also identify potential areas where the Borough could establish a network of linkages. Consideration should be given to devising plans to connect to the Barnegat Branch Trail (BBT) via Toms River, roughly 8 miles east of Lakehurst, as part of the larger interregional trail system.

C. Zoning Map Recommendations

Redevelopment Plan Areas

Per the NJ Local Redevelopment and Housing Law, 40A:12A-7, “When the redevelopment plan supersedes any provision of the development regulations, the ordinance adopting the redevelopment plan shall contain an explicit amendment to the zoning district map included in the zoning ordinance. The zoning map as amended shall indicate the redevelopment areas to which the redevelopment plan applies.” Therefore, the zoning map should be revised to include the Borough’s adopted Redevelopment Areas that supersede the development regulations.

D. Development Regulations Recommendations

The Borough’s Land Development Ordinance was approved in 1999 by the Borough Council. Several changes to the Land Development Ordinance were recommended in the 2008 Report, some of which have been amended. To continue to allow for the ease of administration and understanding, the Borough should address any ambiguous areas, incorporate current land use issues, and any other issues dealt with on a frequent basis.

Residential Uses

The Borough should consider reexamining its permitted uses specifically for residential housing types to ensure that future dwellings align with the goal of maintaining the existing community character. The Borough should consider eliminating high-density dwellings, including duplexes, which would detract from the community which is primarily made up of detached single-family dwellings. Residential uses associated with charitable and religious uses should also be addressed.

General Definitions

Lakehurst's listing of definitions could be expanded to enhance understanding and to incorporate current planning terms. Additional considerations may include:

- Per the Borough's LDO, hotel shall mean a building containing rooms used, rented, or hired out to be occupied for sleeping purposes by guests, and where only a general kitchen and dining room are provided within the building or as an accessory building. Limited/temporary stay should be specified in the definition if such is the intent.
- Consideration should be given to include limited illustrations with text as an aid in interpreting definitions where ambiguity may be an issue.
- Defining "substantial improvement" and "intensification of a use" may be considered.

Conditional Use Standards

Currently conditional uses include public utilities. The Borough should consider expanding its conditionally permitted uses. Also, per the Municipal Land Use Law, conditional uses must meet a set of criteria. Consideration should be given to expand standards for some uses related to site design.

Home Occupations and Professional Home Offices

The Borough permits home occupations and includes associated comprehensive language to address. Additional language to consider may include: 1) Home occupations shall not cause excessive pedestrian or vehicle traffic; 2) External building alterations that indicate that the residence is being used for another purpose than a dwelling is prohibited; and 3) Interior building alterations that preclude the dwelling to return to a full residential use is prohibited.

Parking Requirements

Minimum parking requirement for residential should be revised to indicate compliance with the Residential Site Improvement Standards (RSIS) pursuant to N.J.A.C. 5:21-4.14.

Finally, considering the time of adoption of the LDO, the Borough should consider evaluating existing uses that have demonstrated that the requirements are inconsistent with actual parking utilization that results in uses being over-parked or under-parked. Where necessary, minor adjustments to the requirements are recommended to ensure that impervious coverage is being reduced where possible.

Lighting Standards

The Borough's ordinance includes specifications to minimize undesirable off-site effects of lighting. Dark sky compliance should be considered for incorporation which focuses on reducing light pollution and over-illumination of the night sky, which has adverse effects on the natural and built environments. This can be addressed by requiring: 1) the use of dark-sky certified fixtures; 2) the use of full cutoff lighting fixtures that are most efficient in eliminating light from escaping; 3) maximum height of light fixtures, and 4) the automatic shut-off of lights after a certain time. In addition to light pollution issues, standards should require aesthetically pleasing and pedestrian scale lighting in public areas. Other illumination specifications may also be considered, including height of light pole and average, maximum, or minimum illumination (footcandles) in certain areas or types of uses.

Landscaping and Street Trees

The ordinance covers buffering requirements comprehensively. The Borough should consider expanding on requirements for street trees and compensatory tree plantings where a site proposes to eliminate existing trees. Parking island landscaping should also be considered for integration into the Borough's requirements for the design of parking areas. This recommendation seeks to encourage tree preservation within the Borough and promote greenery as a range of benefits include community aesthetics, environmental off-sets (i.e. reducing the heat island), and improved health.

Architectural Guidelines

The current land development regulations do not address architectural details. As the Borough continues to redevelop, standards should be considered to indicate an aesthetic regarding building massing and details. Architectural guidelines should address not only commercial buildings along NJ Route 70, but also residential development and non-residential uses within residential districts.

Trash Enclosures

Per Section 25-27.26(i)(2), trash/garbage pickup shall be located either within or outside a building in steel-like enclosed containers. For a more aesthetically pleasing environment, consideration should be given to amending the material requirement to brick masonry, preferably materials that would match the materials of the principal building to which it services. Additional details regarding enclosure height and gate materials would further ensure consistency throughout the community.

Sign Ordinance

Section 25-27.36 shall be amended to require non-conforming signs to be brought into compliance immediately if the sign is altered in any way including increasing the size or height and relocation.

Through interpretation of the current Land Development Ordinance, billboards are not permitted within any zoning district. However, several billboards are currently located along

Route 70, the main commercial corridor. The Borough should evaluate the frequency of use variances associated with these signs and determine if use adjustments are necessary within the business zoning district only. While such signs are discouraged for other locations within the Borough, it may benefit the Borough to establish strict standards for these large signs erected along the primary commercial corridor.

Renewable Solar Energy

Consideration should be given to updating the ordinance in relation to solar energy systems, which include site detail and design for ground and roof mounted units.

- V. The recommendations of the planning board concerning the incorporation of redevelopment plans adopted pursuant to the “Local Redevelopment and Housing Law,” P.L. 1992, c. 79 (C. 40A:12-1 et al.) into the land use plan element of the municipal master plan, and recommended changes, if any, in the local development regulations necessary to effectuate the redevelopment plans of the municipality. (L. 1975, c. 291, s. 76; amended 1980, c. 146, s. 6; 1985, c. 516, s. 18; 1987, c. 102, s. 29; 1992, c. 79, s. 50.)**

After the adoption of the Master Plan, the Borough of Lakehurst led efforts to employ redevelopment planning pursuant to the Local Redevelopment and Housing Law N.J.S.A. 40A:12A-1 et seq. as a mechanism to stimulate growth and has designated various areas to be in need of redevelopment, including the Redevelopment Plan for Block 31, Lots 1 and 2 and Block 23, Lot 1.01. Since the last Reexamination Report in 2008, no new redevelopment plans have been adopted. Due to the Borough’s compact size and built out nature, planning for additional redevelopment is expected to play a major role in the Borough’s future. Lakehurst should continue to evaluate previously identified sites and new potential sites for redevelopment.

- VI. The recommendations of the planning board concerning locations appropriate for the development of public electric vehicle infrastructure, including but not limited to, commercial districts, areas proximate to public transportation and transit facilities and transportation corridors, and public rest stops; and recommended changes, if any, in the local development regulations necessary or appropriate for the development of public electric vehicle infrastructure. (L. 1975, c. 291, s. 76; amended 1980, c. 146, s. 6; 1985, c. 516, s. 18; 1987, c. 102, s. 29; 1992, c. 79, s. 50.)**

According to EValuateNJ, a dashboard available to the public that is managed by NJDEP and Atlas Public Policy that provides analytics on the state of electric vehicle system in New Jersey, there are currently no electric vehicle (EV) charging stations in Lakehurst. The nearest public EV charging station is located in Toms River, less than 10 miles from the Borough Municipal Building.

At the time of drafting this report, no specific locations have been selected for the development of public electric vehicle infrastructure. However, this report recommends that the Borough assess its nonresidential districts, public facilities and public parking areas, as well as those

managed by other public entities (i.e. the state, NJTransit, county, local, and school district) to identify areas that may be suitable for public EV charging stations. It is also recommended that the Borough's zoning ordinance and existing or proposed redevelopment plans be reviewed to determine what amendments may be necessary to implement the MLUL requirements regarding EV charging infrastructure and "make-ready" parking spaces.

CONCLUSION

This Reexamination Report concludes that the 2008 Master Plan remains a viable document for the advancement of planning policy guidance necessary to the future look and arrangement of land in the Borough of Lakehurst. This report further concludes that the policies, goals and objectives of the 2008 Master Plan should be retained, including the revisions put forth herein this Reexamination Report. The Borough should carefully consider all the recommendations outlined in this Reexamination Report. Also concluded is the consideration to amend its existing Land Use Plan, Economic Plan, Circulation Plan, and Communities Facilities Plan Elements, as well as the adoption of a new plan element, Green Buildings and Environmental Sustainability Plan.