

**BOROUGH OF AVALON
CAPE MAY COUNTY, NEW JERSEY**

**MASTER PLAN RE-EXAMINATION
AMENDMENT
AUGUST 9, 2022
EDA #A-234**



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Kimberly Mastriana, Board Secretary
Joseph H. Maffei, P.E., P.P., C.M.E., Board Engineer/Planner

Prepared by:

ENGINEERING DESIGN ASSOCIATES, P.A.

*5 Cambridge Drive
Ocean View, NJ 08230
(609) 390-0332 Phone
(609) 390-9204 Fax*



Joseph H. Maffei, P.E., P.P., C.M.E.
NJPE License No. 37894
NJPP License No. 5902

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2002 Master Plan Re-Examination Addendum I, Wireless Telecommunications
2002 Master Plan Re-Examination Addendum II, Municipal Stormwater Management Plan
2002 Master Plan Re-Examination Addendum III, Housing Element and Fair Share Plan
2017 Master Plan Re-Examination Addendum IV, Green Master Plan

I. INTRODUCTION

The New Jersey Municipal Land Use Law (MLUL) Section 40:55D-89 requires the municipality to provide for the re-examination of their Master Plan every ten (10) years. The Reexamination Report shall state:

- a. The major goals 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 goals 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.

The last full master plan for the Borough of Avalon was adopted in January of 1979. Master Plan Activity since that time includes the following:

- 1982 - Re-examination
- 1988 - Re-examination and Housing Plan Element
- 1994 - Re-examination
- 2000 - Re-examination
- 2002 - Re-examination and Build-Out Analysis, including:
 - Wireless Telecommunications (Addendum I, July 5, 2005)
 - Municipal Stormwater Management Plan (Addendum II July 5, 2005)
 - COAH Plan (Addendum III July 5, 2005)
- 2007 - Re-examination and Build-Out Analysis, including:
 - Wireless Telecommunications (Addendum I, July 5, 2005)
 - Municipal Stormwater Management Plan (Addendum II July 5, 2005)
 - COAH Plan (Addendum III July 5, 2005)

In accordance with MLUL Section 40:55D-28, this report shall serve as a comprehensive plan setting forth the present-day conditions and issues affecting the Borough, as well as current goals and objectives. The purpose of this reexamination is to guide future development of land in a manner which will provide a balance between accommodating growth and protecting the environment, while ensuring the quality of life of the Borough residents and visitors.

This Re-examination Report is comprised of the following elements:

- A Land Use Plan Element
- A Housing Plan Element
- A Circulation Plan Element
- A Utility Service Plan Element

- A Community Facilities Plan Element

This report includes a complete housing element and fair share plan consistent with the requirements of the Council on Affordable Housing (COAH).

Specifically, this plan is intended to expand upon the recommendations of the 2007 Re-examination Report and provide specific recommendations for zoning ordinance and site plan and subdivision ordinance amendments.

A summary of achievements and actions is as follows:

- Cross Acceptance Report (January 2005)
- Revisions to the Borough Stormwater Ordinance
- Major revisions to the Zoning Ordinance Chapter 27 (October 2002 through January 2016) including:
 - Pervious Coverage
 - Increased Setbacks
 - Decreased Lot Coverage
 - Increased On-Site Parking
 - Added Stormwater Management
 - Added Floor Area Ratio (FAR)
 - Revised Landscape Ordinance to focus on conserving water and energy
 - Revised Business and Marina Zoning
 - Revised Telecommunications Ordinance
 - Revised Residential Parking Requirements
 - Revised Height Definitions to be Consistent with Updated FEMA Flood Maps
 - Revised Residential Floor Elevations to 3' Above Base Flood Elevation (BFE)
- Rezoning of areas within Business Zone
- Parking Plan
- Parking Study and modified Parking Ordinance
- Creation and Modifications to Landscape Ordinance in Chapters 26 & 27
- Rezoning of Marina District (R2B to MB)
- Rezoning of Hotel/Motel District
- Update of the Dune Protection Ordinance
- Avalon earned a Sustainable Jersey Bronze Certification in 2014 for creating a Green Team (which held three green fairs), water conservation measures, energy audits/upgrades, wind energy, habitat protection, tree protection, green grounds and pest management

II. GOALS & OBJECTIVES

<u>GOALS</u>	<u>OBJECTIVES</u>
<ul style="list-style-type: none"> • Provide protection from flooding 	<ul style="list-style-type: none"> – Implement the Borough’s 2015 Flood Mitigation Plan – Research additional Bay Back improvements to alleviate flooding – Research additional outfall pipes and pumping systems to handle stormwater – Develop a flood proofing education program for businesses – Research possible State and Federal grant funding for flood protection – Develop a program or zoning ordinances to assist owners in the elevation of residential structures which exist below the FEMA Base Flood Elevation (BFE) + 3’ – Identify and evaluate properties with repetitive flood losses – Identify and evaluate streets with repetitive flooding problems – Encourage the installation of additional check valves on outfall pipes
<ul style="list-style-type: none"> • Promote economically viable inter-local service agreements with other municipalities 	<ul style="list-style-type: none"> – Expand economically advantageous inter-local shared service agreements with Stone Harbor, Sea Isle City, Ocean City, Middle Township, Cape May County and Cumberland County

<ul style="list-style-type: none"> • Promote the conservation of all natural resources 	<ul style="list-style-type: none"> – Preserve our critical coastal beaches – Continue the green energy program for the use of alternative energy resources, including solar panels, geothermal, etc. for both private and public buildings – Encourage the Borough to perform a cost/benefit analysis of all new Borough structures – Restore the wooded areas and the freshwater and saltwater wetlands, around Armacost Park, to the optimal conditions – Restore full tidal access to Armacost Park’s brackish section to maximize wildlife habitat – Develop a management plan for the Armacost Park’s freshwater plants – Develop a cost effective and manageable program to eradicate and control phragmites – Create a butterfly habitat in Armacost Park by the use of indigenous plants which attract butterflies – Create a habitat to restore the maritime forest – Develop alternate solutions for beach replenishment – Encourage the use of rain sensors and other alternatives to reduce sprinkler water use – Develop a plan for the planting of indigenous vegetation on public properties – Develop an educational plan for the promotion of clean waterways – Encourage the use of biodegradable boat wash products – Provide education for the bird population and eco-tourism – Promote the retention of indigenous trees and vegetation – Investigate the reduction of light pollution in both Residential and Commercial Districts especially near waterways
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<ul style="list-style-type: none"> • Provide healthy air, adequate light, and open space 	<ul style="list-style-type: none"> – Control building coverage, building heights, building setbacks, and building mass through existing zoning requirements – Enforce the provision of green space within all development through existing zoning requirements
<ul style="list-style-type: none"> • Promote the safety and well-being of residents 	<ul style="list-style-type: none"> – Ensure “Reverse 911” and all weather programs are available through various outlets including the Borough website and social media
<ul style="list-style-type: none"> • Promote the appropriate population densities contributing to the well-being of all persons, neighborhoods, the community as a whole, and preservation of the environment 	<ul style="list-style-type: none"> – Control density and land use through existing zoning requirements – Note any trends in development and prepare ordinance changes deemed appropriate – Encourage residents to apply to the Avalon Registry of Historic Places – Discourage unnecessary teardowns of historic structures – Educate residents regarding Avalon’s history and the importance of historic preservation – Encourage the reduction of carbon footprint associated with new construction
<ul style="list-style-type: none"> • Promote the enhancement of community character and visual environment 	<ul style="list-style-type: none"> – Enforce the streetscape provision of the landscape ordinance in both residential and commercial zones to enhance community character and appropriate visual environment – Utilize existing zoning requirements or develop new zoning requirements to ensure quality of life is provided – Encourage full time residency
<ul style="list-style-type: none"> • Provide support for the business community 	<ul style="list-style-type: none"> – Encourage development in the Business Districts – Encourage year round tourism for the Business District – Encourage the investigation of additional parking in the vicinity of the Business District – Provide appropriate number of handicap accessible parking spaces in business area – Support the use of jitneys, trolleys and mass transportation including more hours and designated parking of jitneys

	<ul style="list-style-type: none"> - Provide signage to direct people to public parking facilities and pick-up locations - Encourage the enhancement of the visual environment within the Business District including landscaping, container plants, benches and bike racks
<ul style="list-style-type: none"> • Support the Borough’s Department of Recreation & Programming 	<ul style="list-style-type: none"> - Promote the various recreational and sports activities available in the borough through the Borough’s website and social media - Promote the various classes, events and family gatherings available in the Borough - Promote the use of the Avalon Free Public Library - Promote the use of the Avalon History Center - Establish a long range plan for the Avalon Community Hall - Investigate the construction of a community pool - Evaluate available facilities for recreation and programming community wide - Develop coordinated calendar for all groups representing public programs
<ul style="list-style-type: none"> • Provide adequate housing at a reasonable cost 	<ul style="list-style-type: none"> - Develop zoning ordinances to provide reasonable cost housing that meets the needs of the community - Develop required affordable housing ordinances
<ul style="list-style-type: none"> • Support the continued dredging of our waterways 	<ul style="list-style-type: none"> - Encourage the use of Macchia Island Confined Disposal Facility (CDF) - Maintain the Macchia Island CDF road - Promote the use of thin layer application of dredge material - Ensure waterways are clear and open for economic, recreation and fishing use - Ensure public access is provided to our waterways - Encourage the development of water related uses along our waterways including locations for kayak, canoe and paddleboard launching

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	<ul style="list-style-type: none"> – Encourage access points to have sufficient water depths – Support the continued use of our back bay waterways
<ul style="list-style-type: none"> • Support the retention and reconstruction of existing marinas or development of new marinas 	<ul style="list-style-type: none"> – Develop ordinances to encourage marina development/reconstruction/retention – Research the Blue Acre Grants Program – Encourage marinas to provide fueling facilities and boat launching
<ul style="list-style-type: none"> • Promote the use of shoreline protection measures, including living shorelines, berms, dunes, seawalls and other alternatives 	<ul style="list-style-type: none"> – Develop vegetation recommendations for the creation of living shorelines, berms and dunes – Encourage the use of alternative shoreline protection measures
<ul style="list-style-type: none"> • Promote the use of bicycle routes 	<ul style="list-style-type: none"> – Provide bicycle safety education – Ensure the enforcement of bicycle safety rules – Provide sufficient pavement markings and signage for bicyclist to follow – Investigate increasing bicycle lanes within the Borough
<ul style="list-style-type: none"> • Promote the Borough’s Beach Management Program 	<ul style="list-style-type: none"> – Continue to update and implement the Beach Management Plan
<ul style="list-style-type: none"> • Promote the use of green building 	<ul style="list-style-type: none"> – Develop design standards for green building – Encourage the use of non-polluting lumber – Encourage the use of private and public LED lighting – Encourage the historic preservation of structures and property to re-use existing facilities – Encourage Leadership in Energy and Environmental Design (LEED) construction
<ul style="list-style-type: none"> • Promote residential off-street parking 	<ul style="list-style-type: none"> – Develop standards to utilize area under residential dwellings for parking
<ul style="list-style-type: none"> • Promote proper uses of the Business Zones 	<ul style="list-style-type: none"> – Evaluate residential uses within the B-2 Zone

III. LOCATION

The Borough of Avalon is located in the middle portion of Cape May County along the eastern seaboard. It is surrounded by the Atlantic Ocean to the east; Stone Harbor to the south; the intercoastal waterway, salt marshes, and Middle Township to the west; and Townsend's Inlet and Sea Isle City to the north. The Borough consists of approximately 4.2 square miles of land area. The island on which Avalon is located projects farther east towards the Atlantic Ocean compared to many of its neighboring islands to the north and south.

IV. HISTORICAL PERSPECTIVE

The Borough of Avalon was incorporated in 1892 when the island seceded from Middle Township. When Avalon was first developed, the early subdivision layouts provided lot widths of fifty to sixty feet, which were very generous at the time compared to other seaside resorts in New Jersey. Early land use ordinances established business and residential zones and wide public promenades. Later ordinances established minimum lot sizes of four thousand (4,000) square feet, front yard building setbacks of fifteen (15) feet, side yard setbacks of five (5) feet, and building heights of thirty (30) feet.

Other important community and public agency decisions include, establishing the dune line to preserve the remaining dune environment along the ocean front and preservation of wetlands and marshlands. These conservation efforts contribute to Avalon's charm and community character. Another aspect of Avalon's continued success, as an attractive resort designation has been the enforcement of zoning, floodplain, and construction regulations that govern development in the community.

V. SUMMARY OF 2007 RE-EXAMINATION REPORT

The 2007 Re-Examination Report helped to guide the changes to the zoning ordinance and development of the Borough. In addition, the report discussed the community's desire to evaluate parking, traffic, open space, noise, light, air, water, sewer, stormwater runoff, community facilities, community services, affordable housing, green energy, and water conservation. The report recommended that changes be made to the site plan and subdivision ordinance, zoning ordinance, flood control ordinance, land use procedures ordinance, and municipal affairs.

A Planning Implementation Agenda (PIA) was prepared as part of the Centers Designation process in 2007. It lists various activities such as Land Use, Economic Development, Transportation, Housing, Infrastructure, Natural Resource Conservation, Recreation and Inter-Governmental Coordination.

One of the land use activities included is the reconstruction of the downtown area to encourage pedestrian circulation. This was done by creating better on-street parking along Dune Drive, including handicap-accessible spaces, widening sidewalks along with pedestrian-friendly amenities such as benches, trash receptacles, new lighting, landscaping

and bike racks. There were also amendments to the Business Zoning requirements to encourage the commercial uses frequented by seashore pedestrians and preserving the community character of a shore town. The Anchorage Area was rezoned for marina use to maintain the area’s character. Avalon is approximately 98% developed.

Economic development is always an important factor in maintaining a viable community. As such, improving the downtown area and making changes to the Business Zone requirements as described above has encouraged revitalization of the commercial district along Dune Drive. Another benefit of the downtown revitalization is the improvement of the transportation facilities and parking along the Dune Drive Business/Commercial District. A trolley service was added in the summer of 2006 for visitors and patrons and replaced by the jitney system in 2015.

The amendment to the Business Zone included a mixed use which allows for the redevelopment and development of second- and third-floor residential units, thus providing newer and higher quality residential units. The Borough adopted a Housing Element and Fair Share Housing Plan in November 2006 to address affordable housing opportunities.

The downtown revitalization construction plan included the upgrade of the existing water, sanitary sewer and stormwater infrastructure and upgrades to the electric and gas facilities. This will help facilitate the new businesses and redevelopment in the Business District.

The Borough passed an amended Dune Protection Ordinance to help preserve and protect the dune areas, bird nesting habitat and plant life. A \$2.8 million beach replenishment project and a \$14.4 million seawall project were completed. It is anticipated that additional beach replenishment projects will be undertaken.

VI. DEMOGRAPHIC PROFILE

The following is an overview of the characteristics of population, housing, employment, and labor in the Borough.

A. Population Change

Table 1 -Population Change 1950-2010

YEAR	POPULATION	NUMBER INCREASE/ DECREASE	PERCENT CHANGE
1950	428	NA	NA
1960	695	267	62.4%
1970	1283	588	84.6%
1980	2162	879	68.5%
1990	1809	-353	-16.3%
2000	2143	334	18.5%
2003	2155	12	0.6%
2010	1334	-821	-38.1%

Source: U. S. Bureau of Census, 2010 & Avalon Borough Data

The year-round population in Avalon remained fairly steady from 1980 to 2003. There was a significant decrease (38.1%) in the year-round population from 2003 to 2010.

B. Seasonal Population Growth

Seasonal population data is difficult to obtain because the U.S. Bureau of Census does not compile data for seasonal migration. The Cape May County Planning Department estimates seasonal population or seasonal migration. The Department estimates that the seasonal population figure is between 38,038 and 43,472 people. That estimate is based upon the number of dwelling units (5,434) multiplied by seven (7) or eight (8) persons or occupants.

The New Jersey State Police are required by law to provide annual mean population (AMP) estimates for resort municipalities in New Jersey in order to prepare per capita crime statistics. The State Police state very clearly that these estimates should not be used for any other purpose because the estimates are not a complete measure of seasonal population and only include only those living in rental housing units or in vacant year-round housing. Not counted are the many day visitors and persons who occupy campgrounds, hotels, motels, or bed and breakfast establishments or who stay with friends and relatives.

The State Police determine the Annual Mean Population using the following formula:

$$AMP = \frac{12P + 3SP}{12} \text{ OR } \frac{12AMP - 12P}{3}$$

Where AMP equals Annual Mean Population; P equals Population and; SP equals Seasonal Population. The AMP for 2011 is 5,005.

Therefore,

$$SP = \frac{12(5005) - 12(1334)}{3}$$

Equals: 14,684

According to the New Jersey State Police the seasonal population is 14,684 persons over the three-month summer period or summer season.

A seasonal population of 38,038 increases the year-round population in the community 2,851% or 28 times. A seasonal population of 43,472 increases the year-round population in the community 3,259% or 32 times. These figures represent a significant increase in the population due to tourism.

C. Population Projection

Table 2- Population Projections

Year	Population Projection
2010	1334
2030	1366

Source: Cape May County Planning Department, November 2001
New Jersey Department of Labor, 2010

The County population estimates illustrate that the year round population is expected to remain constant in the next 20 years.

D. Population by Age

**Table 3- Age Characteristics
Avalon, New Jersey**

AGE GROUP	TOTAL	PERCENT %
Under 5	32	2.4
5-17	87	6.5
18-20	21	1.6
21-24	29	2.2
25-34	73	5.5
35-44	85	6.4
45-54	158	11.8
55-59	130	9.7
60-64	179	13.4
65-74	296	22.2
75-84	170	12.7
85+	74	5.5
Total	1334	100

Source: US Census Bureau: 2010

E. Household and Families

Table 4 -Households and Families

Households and Families	2010
Households	692
<i>Average Household Size</i>	1.93
Families	416
<i>Average Family Size</i>	2.45

Source: US Bureau of Census: 2010

The nature of Avalon’s population is a relatively low household size and high median age.

F. Housing Units by Tenure and Vacancy Status

Table 5 - Housing Units by Tenure and Vacancy Status

	Units	Percent of Total
Occupied	692	12.7%
<i>Owner Occupied</i>	617	
<i>Renter Occupied</i>	75	
Vacant	4742	87.3%
<i>For Rent</i>	180	
<i>Seasonal, recreational, or Occasional Use</i>	4562	
Total	5434	100%

Source: US Bureau of Census: 2010

The total number of housing units in Avalon is 5,434 and, of that figure, there are 692 occupied units and 4,742 vacant (i.e., seasonal) units. The occupied units account for only 12.7% of the total units, while the vacant units account for the remainder, or 87.3%. It is evident that most of the units are seasonal in nature and account for the population swell in the summer months.

G. Housing Units

Table 6 - Dwelling Units 2010-2000

YEAR	SINGLE-FAMILY UNITS	DUPLEX UNITS	TRIPLEX OR GREATER UNITS	TOTAL UNITS
2010	4,240	604	566	5,410
2011	4,371	522	461	5,354
2012	4,311	575	470	5,356
2013	4,325	519	500	5,344
2014	4,517	275	573	5,365

Source: U.S. Bureau of Census: 2015

VII. LAND USE ELEMENT

The land use plan element is required to show the existing location, extent, and intensity of development of land to be used in the future for varying types of purposes, including residential, commercial, recreational, educational, and other private and public purposes. The land use element is to relate to the existing and proposed zone plan and zone ordinance.

Avalon can be classified as a completely developed small stable village with a population of under 10,000 persons. The Land Use Plan targets specific plans for particular portions of the community to retain commercial uses and implement design improvements.

A. Existing Land Use

Avalon Borough is completely developed and existing structures and facilities are being demolished, renovated, rebuilt and redeveloped in all residential and commercial zones.

Table 7 - Lot Count by Zone

ZONE	LOT COUNT	LOT COUNT 2016
R-1C	1,947	2,268
R-1B	1,207	1,295
R-M	515	303
R-2B	480	558
R-2A	448	629
R-1A	31	26
R1AA	11	11
B-1	236	244
M-B	90	271
B-2	57	68
Total	5,349	5,673

Source: Avalon Zoning Official Office, 2016

The total number of lots, including substandard lots, is 5,673. Substandard lots are those lots shown on the tax map, which do not conform to the requirements of the zone. A brief analysis determined that the substandard lots are not a significant portion of the lots counted. In some zones, there are no substandard lots, such as the R-1A and R-1AA Zones. Residential zones contain 5,090 lots or 90% of the units in the Borough. Commercial Zones encompass 583 parcels or 10% of the units.

The R-M (motel and hotel) Commercial District does not allow any residential use. The B-1 (business) Commercial District allows second and third floor residential as a Conditional Use. The B-2 (business) Commercial District allows single and two-family residential. The M-B (marina business) Commercial District allows multiple dwellings.

Table 8 - Parcel Counts with Breakdown by Lot Frontage

Zone	Parcel Count	Frontage <50 Linear Feet	Frontage >50 Linear Feet
R-M	112	0	112
R-2A	407	88	319
R-2B	418	208	200
B-2	38	1	37
B-1	182	50	132
M-B	90	0	90
Total	1247	347	890

Source: Avalon Planning Office, 2016

The parcel counts of the above zones were examined because these areas are likely to experience the most redevelopment at the highest densities.

Table 9 - Percentage of Borough Land Area within Each Zone District

Zone	Percentage
R-1C Single-Family Residential	42.12%
R-1B Single-Family Residential	39.34%
R-2B Two Family Residential	5.86%
R-2A Two Family Residential	6.03%
R-M Motels and Hotels	1.42%
B-1 Business	2.33%
M-B Marine Business	0.65%
R-1AA Single-Family	1.12%
R-1A Single-Family	0.99%
B-2 Business	0.13%
Total	99.99%

Source: Avalon Planning Office, 2016

1. The percent of land area calculation is based upon the existing zoning map and does not include non-conforming uses.
2. The P-U Public Use and P-C Public Conservation Districts are excluded from the calculation of percent land area for Table 9.

Table 9 illustrates that most land in the Borough is residential in nature. Please note that this table does not account for the single-family, two family, and multiple dwelling residential uses that are existing in the commercial zones.

In conclusion, the fact remains that a vast majority of the development in Avalon is residential with a portion utilized for commercial uses.

1. Residential

The existing residential zones do not require any land use amendments or changes to bulk standards, however the possibility of providing parking under homes should be reviewed. The Planning Board has identified the Residential Districts and districts containing Single-family and Two-family residential development in the community in need of review, relating specifically to the setbacks.

As stated previously, some residential uses are allowed in the B-1, B-2 and M-B Commercial Districts as conditional uses as well as principal permitted uses.

2. R-M (Motels and Hotels) Zone

The zone is located at the south end of town between 78th and 80th Streets from the beach to Ocean Drive.

In addition to motels and hotels, the permitted uses in the R-M Zone include essential services, public parks, public playgrounds and recreational areas operated by membership organizations for the benefit of their members or for the general public and not for gain, and Municipal buildings. Conditional uses include churches, public libraries, hospitals, nursing homes, public and private schools, wireless telecommunication towers and antennas. Private garages, tennis courts, swimming pools, off-street parking, signs, and private docks are permitted as accessory uses.

3. B-1 (Business) Zone

The B-1 Business District is located from 20th Street to 33rd Street along Dune Drive and extends to the east side of Ocean Drive from 20th Street to 29th Streets. The B-1 Business District permits retail stores and shops, personal service shops, banks, theaters, offices, restaurants, community services, light wholesale uses, and municipal buildings. Conditional uses include commercial tennis courts, churches, second and third floor residential, repair garages and automobile service stations, public libraries and public and/or private schools. Currently, off-street parking, signs, home occupations and automobile wash associated with a repair garage and convenience store associated with a repair garage are permitted accessory uses.

There has been a trend to create larger commercial buildings consisting of office and retail stores and shops, and second story residential, portions of which are leased or sold. Existing market trends generally do not create situations where owners and operators reside on the premises. The Planning Board seeks to continue to encourage redevelopment activity in the B-1 Zone and create a more dynamic streetscape by encouraging second floor and third floor residential uses as conditional uses. The Planning Board shall examine the setbacks where non-conforming residential properties exist.

The Board seeks to encourage redevelopment of existing commercial properties. Encouraging mixed uses, such as convenience stores with automobile filling stations could assist retention of the commercial uses. The Board also seeks to provide additional incentives and/or standards to retain or redevelop the restaurant uses.

The properties located on the southeast corner of 29th Street and Ocean Drive and also known as Block 29.04, Lots 65.04, 66.01, 66.02 and 66.03 are commercial properties and were rezoned B-1 in order to be consistent with the B-1 Zone located north of the parcels.

The Board seeks to encourage short term stays, extended seasons, opportunities for young families to visit, support the local businesses within the B-1 District and encourage more foot traffic within the B-1 District.

The existing Motel and Hotel District is located at the south end of Avalon at the border with Stone Harbor between 78th and 80th Streets, which is 45 blocks (2.4 miles) from the B-1 District. The distance is not conducive to walking to shop and dine in the existing Business (B-1) District.

The creation of a Boutique Hotel as a Conditional Use within an Overlay Zone in the B-1 District is a mechanism to achieve the above goals.

The Overlay Zone should be an area of the B-1 Zone sensitive to adjoining residential properties and maintaining current setbacks, proximate to the main business district to encourage hotel guests to frequent those shops and restaurants and provide on-site amenities visitors of Avalon are accustomed.

Appropriate zoning criteria should be considered to ensure no long-term rental or residence at such hotels and that the hotels are at all times operated as short term stay boutique hotels.

4. B-2 (Business) Zone

The B-2 Business District is located along Ocean Drive from 64th Street to 69th Street. Single-family dwellings, Two-family dwellings, retail stores and shops, personal service shops, banks, theaters, offices, restaurants, community services, retail or light wholesale uses, and municipal buildings are permitted uses. Permitted conditional uses include commercial tennis courts, churches, public libraries, and public or private schools. Accessory uses include private garages, signs, swimming pools, off-street parking, private tennis courts, home occupations, and second floor residential.

This area was intended to provide a commercial node for the surrounding residential development, but has historically developed with mostly residential and few commercial uses. In addition, accessory uses are uses

which are incidental to the principal use of the land or building, located on the same lot with principal use. When second floor residential is permitted as an accessory use typically those uses are accessory to an office or business located on the premises and the residential use is used by the owner or operator. Existing market trends generally do not create situations where owners and operators reside on premises. The Planning Board seeks to maintain the existing development patterns, rather than create awkward non-conformities. This can be accomplished by permitting second floor residential uses as a conditional use, not an accessory use.

5. M-B (Marine Business) Zone

The M-B Marine Business District is located in two (2) sections within the Borough. The first is located at the northwest end of 20th Street along Pennsylvania Harbor and Ingram’s Thorofare. It encompasses Block 19.09, Lots 1, 3, 5, 7, 8.01, 8.02, 9, 10.01, 10.02, 11, 12.01, 12.02, 13, 14, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, 26, 28, 30, 32, and 34; and Block 19.11, Lot 1. This is the location of the Avalon Anchorage Marina.

The second is located along Ocean Drive between 18th Street and 6th Street, parallel to the waterway. Within this area is the Commodore Bay Marina, along with various residential structures from single family structures to condominiums.

The permitted uses in the M-B Marine Business District consists of Marinas, essential services, municipal buildings, public parks and recreation areas operated by membership organizations for the benefit of their members or for the general public and not for gain. Conditional uses consist of restaurant/fast food establishment, retail stores/shops, public/private schools, churches, parish houses, church recreation buildings, public libraries, and various residential structures.

Accessory uses include private garages, off-street parking, signs, private docks and swimming pools. Off-street parking is an important aspect to ensure the allowable uses can also be accompanied with the required parking.

As a shore town, the Borough encourages the use of and access to the waterways by the public. As such, the retention and reconstruction of existing marinas and/or the development of new marinas is an important aspect of using and providing access to the waterways. The definition of marina should be expanded to provide marinas with flexibility and diversity in order to be economically feasible. The Board may provide recommendations for marina uses.

6. P-U (Public Use) Zone

The Borough contains several P-U Public Use Zoning District areas throughout town. These areas contain the beach, playgrounds, recreation complex, the Avalon Bay Park Marina, including the kayak park and the Avalon Sports Fishing Center Marina.

VIII. COMMUNITY DESIGN PLAN

The Community Design Plan is intended to provide building and development design standards. Good project design is important because new development and redevelopment should be harmonious in appearance.

A. Design Guidelines

The Planning Board created Design Guidelines for the Site Plan and Subdivision Ordinance for the B-1 Zone. These Design Guidelines enhance the Dune Drive Street Improvement Project undertaken by the Mayor and Council at the Planning and Zoning levels. The Center Design Guidelines provide continuity of design by reinforcing the streetscape, hardscape, and landscape improvements. In addition, the Board reviewed the sign regulations to further enhance the overall image of the Central Business District and other business districts.

Streetscape includes the building facades, attached signs and lighting. Hardscape is generally understood as the sidewalks, driveways, and parking lot materials. Landscaping includes street trees, planting strips, hedges, street furniture, benches, trash receptacles, bicycle racks, recyclable receptacles, mailboxes, and public telephones. Both external and internal lighting, roof signs and window clutter would be addressed in the sign ordinance.

B. Pedestrian and Streetscape

Pedestrian linkages such as sidewalks encourage walking and provide opportunities to meet and interact. A strong network of sidewalks and public promenades services Avalon.

- Enhancing the pedestrian experience includes appropriately sized and located crosswalks and depressed curbs.
- Ground texture is an important element of pedestrian amenity and increases values.
- Sidewalk width is also an important element.
- Complementary pedestrian amenities include light poles, benches, planters, waste receptacles, and bicycle racks. Light poles, ranging from nine to twelve feet in height are in human scale. Careful consideration of the lighting plan is important because too much lighting can drastically affect the character of an area.
- Quality signs greatly enhance the pedestrian experience. Signs can be of a small scale and attached to or hang from the building façade, painted on the inside of a window, or printed on an awning. Due to the mixed nature of Dune Drive especially, both larger signs and smaller signs are encouraged to provide information to motorists as well as pedestrians.
- Consideration shall be given for pedestrians to enjoy outdoor dining and still provide appropriate sidewalk circulation.

C. Open Space and Community Greenspace

Open spaces include community greenspace as well as peripheral spaces. Avalon contains several outdoor gathering places. First and foremost is the beach along the Atlantic Ocean which extends south from 8th Street to 80th Street. There is public access at almost all street ends with pedestrian paths to access the public beach. Other outdoor open space and community greenspace areas include the 21st Street Pavilion, Armacost Park, Veteran's Plaza at 21st Street and Dune Drive, the access point on the west side of the 30th Street Bridge along Avalon Boulevard, the Recreation Field Complex and four (4) playgrounds at 8th Street & Ocean Drive, 30th Street & Avalon Beach, 39th Street & Dune Drive and 74th Street & Ocean Drive. In addition, there is a public boardwalk which extends from 21st Street to 32nd Street. Public parking and the Avalon Beach Patrol are all located near the 32nd Street end of the boardwalk.

In this context, Veteran's Park is considered a "community greenspace" because it is used especially for holiday parades and memorial ceremonies which begin at the Borough Hall and end at 21st Street. Historically, the circle was a gateway entrance to Avalon, when the Avalon Boulevard from Middle Township crossed over into Avalon on 21st Street. Typically, central greenspace or common areas are larger and act as a foundation for the social life of the community, including bazaars, holiday displays, and hubs of community activity. These areas include Veterans Plaza, 8th Street recreational area, 39th Street Park, the recreational complexes and all parks, public gardens and Dune Drive median islands.

Parking located around the greenspace can absorb large numbers of vehicles, reducing the need for off-street parking lots and enhancing pedestrian activity on the street. Typically the community greenspace contains some vertical element such as a larger community building or focal point. In this instance a flagpole is the vertical element. The Planning Board encourages the development and maintenance of community open space and greenspace. Additional controls should be reviewed for the access point and beach on the west side of the 30th Street Bridge along Avalon Boulevard

D. Mixed and Multiple Uses

Small communities should have mixed and multiple uses, consisting of varied housing types and costs, and affordable housing. Mixed uses come in many combinations such as, retail on the ground level with housing above and retail on the ground level with offices above. Avalon is witnessing a trend of conversion of office space to residential space above both ground floor retail and office space. Housing is one of the most appropriate uses on the second floor. Affordable housing dispersed in the mixed-use core area would provide needed low and moderate income housing space in the community.

E. Property Maintenance

Property maintenance is a critical aspect of any ordinance because visible deterioration negatively impacts the community. Property maintenance programs should include the following:

- Inspection;
- Sufficient time to repair or maintain once cited;
- Processing completed work in a timely manner;
- Pressing legal action where required; and
- Withholding permits.

IX. HOUSING PLAN ELEMENT

The Housing Plan Element should address residential standards and proposals for the construction and improvement of housing. A housing plan is required in order for the governing body to amend the zoning ordinance relating to the nature and extent of the uses of land and of buildings and structures thereon. Table 10 lists the demolition permits issued each year from 2002 to 2015.

Table 10 – Number of Demolition Permits by Year

Year	Number of Demolitions	Percent Change
2002	113	N/A
2003	107	-5.3%
2004	148	+38.3%
2005	129	-12.8%
2006	81	-37.2%
2007	63	-22.2%
2008	48	-23.8%
2009	36	-25.0%
2010	48	+33.3%
2011	61	+27.1%
2012	46	-24.6%
2013	60	+30.4%
2014	62	+3.3%
2015	62	0.0%

Source: Avalon Zoning Office 2016

The redevelopment of existing residential and commercial structures through demolition and reconstruction has fluctuated from 2002 to 2015. Overall, the demolition and reconstruction results in infill development.

In addition, Addendum III, COAH Plan, of the 2002 Master Plan Re-examination, is referenced here to indicate the Borough’s desire to implement an affordable housing program.

A. Size of Residential Structures in Square Feet

The Assessor’s office analyzed dwelling units in the R-1B, R-1C, R-2A and R-2B Zones, constructed from 1965 to 1970, from 2001 to 2007 and from 2008 to 2010. (See Table 11.)

Table 11 – Average Square Foot Comparison

Zone	1965-1970 Average in SF	2001-2007 Average in SF	Percent Increase	2008-2010 Average in SF	Percent Increase
R-1B	1,892	3,927	107.6%	4,186	6.6%
R-1C	1,771	3,270	84.6%	3,551	8.6%
R-2A	1,469	2,172	47.8%	2,287	5.3%
R-2B	1,684	2,526	50.0%	2,648	4.8%

Source: Avalon Tax Assessor’s Office 2016

The area with the largest percent increase in the size is the R-1C Single-Family Residential Zone at 8.6%. The next highest percent increase was 6.6% for the R-1B Single-Family Zone. The increase in the average square footage has slowed down as indicated by the 2001–2007 time period.

The infill development or redevelopment of existing lots, is larger in square footage than most of the existing housing stock, resulting in reduced light and air, increased runoff, and increased parking demand and negative perceptions about the mass and visual impact on the community. However, the addition of a FAR of 0.70 for single- and two-family residences has helped to slow down the larger footprint.

In order to continue to accommodate growth and redevelopment while providing controls, the Borough shall continue to enforce the 0.70 FAR for one- and two-family residential structures.

B. Density

Density is defined by the MLUL as the number of dwelling units per gross area of land to be developed.

Table 12 – Density as Permitted in Existing Zoning Districts

Zone	Residential Permitted Use	Minimum Lot Size in Square Feet	Density in Dwelling Units/Acre
R-1AA	Single-Family	22,000	1.98
R-1A	Single-Family	11,000	3.96
R-1B	Single-Family	6,000	7.26
R-1C/R-2A/B-2	Single-Family	5,000	8.71
R-2B	Two-Family	5,000	17.42
M-B	Multiple Dwelling ¹	2,178	20.00
B-1	2 nd & 3 rd Floor Residences ^{1, 2}	2,750	15.84

¹Note: The multiple dwelling conditional use requirements set forth a minimum land area of 2,178 SF/Unit

²The 2nd and 3rd floor residential conditional use requirements set forth a minimum density of 2,750 SF/Unit and is not a minimum lot size.

The densities in Avalon vary a great deal from 1.98 dwelling units per acre in the R-1AA Zone up to 20 units per acre in the M-B Zones. The Planning Board has identified key issues related to density including population, traffic, and parking as concerns of this re-examination report.

The Planning Board has identified the R-2A Zone as an area of concern. The R-2A Zone is located on the west side of Ocean Drive from 20th Street to 41st Street, and also between Ocean Drive and Dune Drive from 32nd Street to 35th Street, and 22nd to 29th Streets. These areas of town are notoriously congested due to regional and local traffic on Ocean Drive. In addition, on-street and off-street parking demand becomes an issue regularly due to the residential uses, as well as commercial uses located nearby. The population in these areas swells tremendously during the summer months, especially on weekends.

C. Mass and Scale

The Planning Board previously identified the mass and scale of structures as one of the key issues related to any Zoning Ordinance amendments. Mass in this context refers to a massive size or effect, such that the effect is imposing and large in comparison to what is considered typical. Building mass is the dimensional volume of the structure defined by the sides, and roofs and the footprint. Scale is the relationship of the structure to adjacent structures and to the human frame. This was addressed by the Borough by implementing a Floor Area Ratio (FAR) requirement.

D. Flood Control

The National Flood Insurance Act of 1968 administered by the Federal Emergency Management Agency (FEMA) an agency of the Housing and Urban Development (HUD) provides flood insurance protection to the property owners in flood prone areas. FEMA issued Preliminary Flood Insurance Rate Maps (FIRM) on June 30, 2014 and revised Preliminary FIRMs on January 30, 2015. All communities, which are part of the program must adopt and enforce flood plain management regulations, which are consistent with the Federal Government Guidelines. These regulations take precedence over any less restrictive local laws, ordinances, or codes. Avalon has determined that buildings be constructed by practices that minimize flood damage. Avalon requires that residential structures be elevated so that the top of block elevation is three (3) foot above base flood elevation (BFE). Commercial structures may either be three (3) feet above BFE or appropriately flood-proofed. Specifically, all new construction and substantial improvements must be constructed with electrical, heating, ventilation, plumbing, and air conditioning equipment and other service facilities that are located so as to prevent water from entering or accumulating within the components during conditions of flooding. In addition, the Borough of Avalon has achieved a Class 5 rating from the National Flood Insurance Program (NFIP), thus providing a 25% reduction in flood insurance premiums.

Addendum II, Municipal Stormwater Management Plan, of the 2002 Master Plan Re-examination Report, is referenced here to indicate the additional steps taken by the Borough to control flooding.

E. Building Height

Building height is defined by the existing Zoning Ordinance as the vertical dimension of a building measured from the elevation of three (3) feet above BFE as set forth by the Federal Flood Control

Act to the highest point of the roof. The existing permitted height in all zones in the Borough is thirty (30) feet, as defined in the Ordinance.

The elevation of the Borough of Avalon above sea level varies from five (5) feet along the inland waterway to twelve (12) feet along the beach. The Zoning Ordinance requires that all principal structures in Avalon be three (3) foot above base flood elevation.

One of the key issues identified by the Planning Board is the mass of structures as it relates to height.

F. Architecture

The Planning Board has identified the lack of architectural details as an area of concern. Residential architectural design on the island from the 1960's has created homes that lack detail. The Board prefers to allow architects flexibility and creativity with design. Development in the community is typically completed on a lot-by-lot basis. The Board determined that architectural details would be encouraged through the Zoning Ordinance for residential structures. The Board seeks to actively encourage architectural detail in the Subdivision and Site Plan Ordinance for commercial structures in the business districts.

G. Height Exceptions

Historically, homes in Avalon contained decorative roof elements. In order to promote architectural creativity and variation in design, the Planning Board encourages decorative features. Decorative features, which are not inhabited or habitable, including false fronts, roof parapets, falsework, cornices, cupolas, finials, spires, weather vanes and other decorative features are encouraged. Variances are required in order to accommodate any height in excess of the required maximum. The Planning Board may seek incentives such as those in the B-1 Zone to promote the use of architectural roof elements in the R-M Zone.

H. Building Coverage

Building coverage is defined as the horizontal area measured along the outside perimeter of the exterior walls of the ground floor for all principal and accessory buildings on a lot, divided by the entire area of the lot. The existing permitted building coverage is 27%. The Board seeks to encourage architectural interests, such as roofed open porches, chimneys and open and covered stairs. Building coverage is distributed to permit 27% of coverage for principal building area and accessory building area and 38% when combined with principal building coverage for architectural details including, but not limited to, porches, decks, chimneys, stairs and etc.

I. Roof Pitch

Many of the roof pitches of new single-family and two-family dwellings in Avalon tend to be flat or at an angle of two (2) feet of vertical rise in twelve (12) feet of horizontal run (2:12). Roof pitches greater than 2:12 are more consistent with the historical housing stock, generate visual interest and prohibit massive third floors, which greatly impact the human scale. The Borough has adopted ordinances requiring roof pitches of a minimum of 4:12 up to 8:12. In order to encourage

architectural creativity, the Zoning Ordinance was amended to provide incentives for steeper roof pitches in the B-1 Zone.

No such roof pitch requirements are encouraged for multiple dwelling, townhouse, hotel and motel, retail and office buildings. The Planning Board may consider incentives such as those in the B-1 Zone for the RM Zone.

J. Third Story

The Planning Board had identified a concern that third stories had become massive in scale and are perceived as imposing from the street. In addition, dwellings were constructed which were three-story, flat-roofed monolithic structures, which lacked appropriate detail and presented blank facades that are three stories high. This was addressed by the Borough by implementing a FAR requirement.

K. Garages

In some areas of town, garages and driveways dominate the streetscape and the front yards of single-family and two-family dwellings alike. Limited off-street parking and the lack of sufficient parking standards exacerbate the problem. The Board has encouraged private garages in the rear yard through a lot coverage bonus which provides additional off-street parking. Encouraging off-street parking is something that the Board is very interested in promoting. Increasing side yard setbacks to encourage driveways in side yards would increase off-street parking with or without the detached garage bonus.

L. Decks/Porches

The Borough adopted an ordinance to limit outdoor decks so that the floor of an outside deck shall be no higher than the floor of highest habitable floor in any structure. It also limits the amount of flat roof which is a pitch of 2:12 or less to 20% of the roof area. This has helped to reduce the size of the buildings but shall add architectural elements to enhance the back of the buildings.

M. Front Yard Setbacks

The Planning Board has identified the limited amount of parking available during the summer peak times. In an effort to provide and promote off-street parking, the front yard setbacks were evaluated and revised to require an 18' setback to the garage portion of the structure. All residential districts require a minimum 15 foot front yard setback which does not allow front yard parking.

N. Bulkhead/Mean High Water Line

The Borough created rear yard setbacks that protect and enhance the natural environment while creating a consistent appearance along the watercourse. This protects views from the parcels as well as along the watercourse.

Currently, the Zoning Ordinance requires that the rear yard setback along the inland waterways be taken from the bulkhead line or mean high water line. In the lagoon section of the Borough, a "bulkhead line" was established at the time of subdivision. There are many areas of town where

there is no constructed bulkhead and the uplands begin where the waterway ends at the “mean high water line.” The “mean high water line” is a commonly-surveyed line for waterfront properties.

The Borough measures the rear yard setback from the front lot line or street line. For interior bay front lots, the front lot line is the line parallel to the street line. For lots where the distance from the street line to the bulkhead line or mean high water line is one hundred and ten (110) feet or less, the rear setback is eighty-five (85) feet from the front property line, provided that a minimum of five (5) feet is maintained from the bulkhead line or mean high water line. In no case shall the rear yard setback on any floor above or including the second floor be less than five (5) feet.

The rear yard setback for any structures less than 18” can be zero. In the alternative, for lots where the distance from the street line to the bulkhead line or mean high water line is greater than one hundred and ten (110) feet, the rear setback is twenty-five (25) feet measured at the closest point between the bulkhead line or mean high water line and the street line or front lot.

It should be noted that, where the water line is between the bulkhead line and the upland, the water line prevails. In addition, all constructed bulkheads are measured from the edge closest to the water to determine the lot depth. The Planning Board has reviewed the required setbacks from a bulkhead as per the New Jersey Department of Environmental Protection (NJDEP). The Planning Board recommends the required setback to a bulkhead be consistent with NJDEP requirements.

O. Drainage

Drainage issues have been cited as a common problem in the Borough related to roof drainage. Roof gutters and downspouts will be specified and can be attached, built-in, or integrated with the trim. The Zoning Officer in any community is usually not the appropriate person to review drainage issues and must seek assistance from an engineer and/or Construction Official. The Borough now requires a drainage plan to be submitted and reviewed for all applications. In addition, the Borough has adopted the New Jersey Stormwater Management standards for major development as well as updates to the existing stormwater management regulations pertaining to site plans and individual residential plans.

P. Green Space

The Planning Board was concerned that some individual lots in the Borough were being developed without even minimal landscape planting. In order to promote stormwater infiltration and enhance the built environment, the Borough required that all lots which are subject to development reserve a portion of the lot for green space and plantings. The plantings could consist of lawn, ground cover, perennials, shrubs, and trees with mulch, if desired. Decorative stone and containers are not included in the minimum green space requirement.

Q. Landscape

Landscape ordinances promote a desirable visual environment through creative design techniques and good civic design and arrangements; promote the conservation of open space and valuable natural resources in the Borough; and prevent urban sprawl and degradation of the environment through improper use of the land. Landscaping encompasses vegetation both existing and proposed, and other materials such as streetlights and benches. The Borough adopted a Landscaping Ordinance, which provides standards for redevelopment of larger parcels seeking site plan and

subdivision review. In addition, the Borough included landscape requirements in the Zoning Ordinance for redevelopment occurring on a lot-by-lot basis.

The Ordinance seeks to accomplish the following:

- Enhance the front yard;
- Enhance the side and rear yards; including walls, fences and hedges;
- Create formal tree-lined avenues;
- Preserve existing vegetation where possible, through selective clearing and vegetation protection
- Promote a desirable list of street trees;
- Promote landscaped parking areas, site furnishings, and depressed curbs where appropriate;
- Set aside passive and active recreational open space on larger parcels;
- Create nuisance and filtered buffers and windbreaks, but avoiding living fences;
- Create unobstructed pedestrian passage; and
- Promote the use of underground irrigation systems and reduce the amount of water utilized.

R. Zoning Ordinance

The Planning Board and staff have identified several areas of the Zoning Ordinance, both Chapters 26 and 27, requiring amendments, including the following:

- Language Interpretation and Definitions
- Establishment of Zone Districts
- Zoning District Regulations
- Permitted, Conditional and Accessory Uses
- Fences
- Off-Street Parking Requirements
- Curbing and Parking Access Standards
- Signs
- Non-Conforming Buildings, Structures and Lots
- Conformity of Building Setback Lines
- Administrative Guidelines
- Site Plan and Subdivision requirements

X. CIRCULATION PLAN ELEMENT

The Circulation Plan Element describes how vehicles, pedestrians, bicycles and transit vehicles circulate about, through and into the community. One of the issues that the Planning Board has identified is the reliance of the public on automobiles and the lack of sufficient parking, especially during the seasonal peak period.

A. Functional Highway Classification System

The capacity and efficiency of a municipal roadway system can be evaluated more readily if the individual streets are classified in terms of function. Functional classification serves as a tool for

identifying deficiencies in the existing network, projecting the need for future upgrades and expansions, establishing design standards and prioritizing planned improvements.

Freeways

Freeways are high speed, high capacity, limited access highways devoted entirely to the movement of motor vehicles. They provide no direct access to abutting properties. They generally traverse large areas and provide for inter-regional traffic. There are no freeways in Avalon.

Primary Arterials

Primary arterial roads usually have four or more traffic lanes and may provide direct access to abutting properties, a secondary function which interferes with the flow of traffic.

Timed traffic signals, jug-handle intersections and grade-separated interchanges are used to control traffic at intersections. Center barriers and painted markings are often used to facilitate traffic flow. The recommended minimum right-of-way width for primary arterial roads is typically between 100 feet and 110 feet. There are no primary arterials in Avalon.

Secondary Arterials

Secondary arterials carry less traffic at slower speeds than do primary arterials. Recommended minimum right-of-way widths range from 72 feet to 80 feet, depending on traffic volumes.

Avalon Boulevard is classified as a secondary arterial street in Avalon.

Bridges

As a barrier island, bridges are an essential part of the transportation network. The bridges provide a connection to the inland communities, adjacent barrier islands and portions of the Borough which are separated by water. Maintenance of these bridges is a critical issue.

There are four (4) bridges that serve Avalon; these are:

- 30th Street Bridge (main entrance from Middle Township to Avalon)
- Ocean Drive Bridge (Avalon to Sea Isle City)
- 25th Street Bridge (Ocean Drive to Harbor Avenue)
- 21st Street Bridge (Ocean Drive to Harbor Avenue)

Major Collectors

Major collectors provide through traffic movements between local municipalities and serve commercial, industrial and residential properties along their routes, which tends to interfere with the flow of traffic.

Typically, major collectors provide for two (2) lanes of traffic plus parking on either side of the street. They often have signalized intersections. The minimum right-of-way width should be 66 feet.

Ocean Drive and Dune Drive are classified as major collectors.

The Borough has completed various improvements to Dune Drive. Ocean Drive, which is a County road, is currently being improved.

Minor Collectors

Minor collector streets provide access to abutting properties, collect traffic from local streets and carry that traffic from neighborhoods to arterial roads and major collectors.

The recommended minimum right-of-way of 60 feet accommodates one (1) moving lane of traffic in each direction.

First Avenue, Avalon Avenue, 21st Street, 25th Street, 30th Street, and 42nd Street are classified as minor collectors.

Local Streets

Local streets provide direct access to all abutting properties and connect with minor collector streets and some major collector streets. They are usually residential in nature.

Local streets have a right-of-way width of 50 feet.

Those streets in the Borough of Avalon that are not listed above under “Freeway,” “Arterial” or “Collector” classifications are considered local streets.

B. Bus/Trolley System

New Jersey Transit runs the Number 315 and 319 routes all year and the Number 316 from June through September. Routes 315 and 316 link the Borough with Philadelphia, Pennsylvania through Camden, Vineland, Millville, Bayside Correctional Facility, Woodbine, Sea Isle City, Stone Harbor, Cape May Court House, North Wildwood, Wildwood, Wildwood Crest, and Cape May. The Atlantic City to New York express (Number 319) will arrange for pick-up in Avalon and links the community to Wildwood, Ocean City, Atlantic City, Toms River, Newark, Jersey City and New York City. In addition, there is a jitney system in Avalon which is operated by a private entity and provides transportation for the residents and visitors of Avalon.

C. Linear Recreation and Bikeways

Bikeways are useful for recreational purposes as well as an alternative means of transportation. There is a need to accommodate bicycles in Avalon, especially during the summer months when the population swells. Generally, bicycle paths have a critical role in complementing the pedestrian network. Most local streets have sufficiently low average daily trips (ADT) of 500 or less to accommodate vehicles and bicycles with little problem. When the ADT increases, it is usually important to create one-way bicycle lanes of three (3) feet, four (4) feet wide per bicycle. A bike path was established on Dune Drive to promote the use of this important mode of transportation. There are plans to add one way bike paths on First Avenue and Avalon Avenue.

In addition to bicycles used for recreation, people take to the streets to jog or run, walk, rollerblade and skateboard. On busy weekends in the summer, people take to the streets in large numbers, sometimes four abreast or more to exercise or to travel to another portion of the community. An extensive sidewalk network is located throughout most of the Borough, which is used mostly by people walking. The linear beachfront provides an unobstructed and enjoyable environment for walking and running mostly free of vehicles. The walk consists of a raised wooden platform which runs from 20th Street to 32nd Street, providing more opportunities for bicyclists for limited times and pedestrians to appreciate the outdoors.

D. Parking

The Borough completed a parking study and evaluated it to determine the need for more parking standards. A petition to the Department of Community Affairs was done. In particular it created

more parking spaces for residential uses by requiring one additional parking space for every bedroom over five (5) bedrooms.

The Planning Board has identified that existing portions of the community are currently in need of additional off-street parking and that, in the future, depending upon market forces, summer rental rates and build-out, the entire community may require additional off-street parking.

The Borough has enforced the 2-hour on-street parking requirement on main streets to help eliminate long-term parking in the streets and allow the spaces to be utilized by more people.

The Residential Site Improvement Standards (RSIS), or New Jersey Administrative Code Title 5, Chapter 21, Sections 1-8 (N.J.A.C. 5:21) is intended to provide predictability and streamline the development approval process for residential subdivisions and site improvements. In addition to many other regulations, the RSIS regulates off-street parking requirements for residential land uses. The municipality adopted the standards for use with residential site plan and subdivision reviews.

Each off-street parking space shall measure nine (9) feet in width by eighteen (18) feet in length. Parking spaces for people with disabilities shall be in accordance with the New Jersey Uniform Construction Code (N.J.A.C. 5:23-7) or the Americans with Disabilities Act, as applicable.

E. Driveways

A major concern of the Borough is vehicles extending into the sidewalk and the street. Front yard setbacks in the Borough are fifteen (15) feet to the dwelling and eighteen (18) feet to the garage. The accepted standard minimum size for an off-street parking space is eighteen (18) feet long by nine (9) feet wide. Another option is to provide parking in the side yard. A minimum side yard of ten (10) feet is required to accommodate a driveway where at least eleven (11) feet, six (6) inches is required to accommodate door swing. In the R-2B and M-B Districts, the existing side yard setbacks present problems in accommodating the parking in the side yard.

F. Parking Lot Design Standards

The Planning Board provided parking lot design standards for development in the Borough. Parking lot design standards include requiring landscaped islands within parking areas, visual screening of parking areas, pedestrian walkways, lighting and shade trees.

XI. UTILITY SERVICE PLAN ELEMENT

The community is serviced by municipal water, stormwater drainage system and sanitary sewage service, natural gas, electric, cable television and telephone. Utility Service Affiliates, a subsidiary of Middlesex Water Company currently maintains the water supply system and the Cape May County Municipal Utilities Authority (CMCMUA) supplies sanitary wastewater treatment services and wastewater capacity, as well as municipal solid waste.

A. Water Supply

In October of 1990, the New Jersey Department of Environmental Protection, Division of Water Resources, approved the allocation of water in the amount of 354.0 million gallons. The permit notes that the winter population is 3,500, which represented an average consumption of 132 gpcd (gallons per capita per day) and the summer population is approximately 30,000, which represented

an average consumption of 58 gpcd. The permit is still valid and cites growth projections of summer peak population of 38,000 persons in 1993 and notes that wastewater flow will not exceed the maximum allocation of 2.74 million gallons per day established by the Cape May County Municipal Utilities Authority.

The Borough is encouraged to consider alternate water supply and implement water conservation practices.

B. Drainage Control; Flood Control; Stormwater Management

Avalon has implemented infrastructure improvements, including:

- Seven (7) stormwater pumping stations
- 8th Street Jetty extension
- Beach replenishment projects
- Sea wall construction
- Bulkhead replacements
- Stormwater infrastructure improvements
- Installation of backflow prevention devices.

Also, the Borough of Avalon has implemented administrative improvements as follows:

- Adopting a municipal stormwater plan in accordance with N.J.A.C. 7:14A-25 “Municipal Stormwater Regulations” and N.J.A.C. 7:8 “Stormwater Management Rules.”
- Placing restrictions on impervious coverage.
- Achieving a Class 5 rating from the National Flood Insurance Program (NFIP)
- Requiring higher finished floor flood elevations.
- Reducing flood insurance premiums by 25%.

C. Sewage and Waste Treatment

The Cape May County Municipal Utilities Authority (CMCMUA) Capacity Assurance Program records the two (2) months (July and August) generating the highest average flows in million gallons per day (MGD). Based on those two months, an average flow is generated. Table 13 provides the flows and shows the fluctuation from year to year. Overall, the 10-year period from 2006 to 2015 shows a 3.73% increase in flow.

Table 13 - Capacity Assurance Program Community (Sewage) Flow

Year	Two-Month Average July & August (MGD)	Difference (MGD)	Percent Difference
2006	1.770	-	-
2007	1.783	0.013	0.73%
2008	1.835	0.052	2.92%
2009	1.991	0.156	8.50%

2010	1.705	-0.286	-14.36%
2011	1.880	0.175	10.26%
2012	1.877	-0.003	-0.16%
2013	2.002	0.125	6.66%
2014	1.779	-0.223	-11.14%
2015	1.836	0.057	3.20%

Source: CMCMUA Capacity Assurance Report 2015

The CMCMUA has allocated 2.74 million gallons per day (MGD) of flow capacity (monthly average) within the wastewater system for the Borough of Avalon at full build-out. The table illustrates that the highest two month average was in the Year 2013 with 2.002 MGD. The Borough has also completed an infiltration and in-flow control program.

D. Solid Waste Disposal and Recycling

The Cape May County Municipal Utilities Authority (CMCMUA) retains records of solid waste tonnage generated for the municipality by year.

Table 14 - Solid Waste Tonnage 2006-2015

Year	Municipal Waste	Bulk Construction/ Demolition Waste	Industrial and Asbestos Waste	Total	Percent Increase
2006	3,197	9,405	122	12,724	–
2007	3,133	7,030	99	10,262	-19.3%
2008	2,797	7,238	60	10,095	-1.6%
2009	2,746	4,785	71	7,602	-24.7%
2010	2,740	5,112	56	7,908	4.0%
2011	2,839	6,010	69	8,918	12.8%
2012	3,028	6,984	73	10,085	13.1%
2013	2,797	7,668	130	10,595	5.1%
2014	2,660	7,403	56	10,119	-4.5%
2015	2,896	7,998	76	10,970	8.4%

Total	28,833	69,633	812	99,278	--
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Source: CMCMUA

Table 14 indicates between the years 2011 and 2012, the greatest percent increase in the solid waste tonnage generated was 13.1%. The number reflects an increase in the bulk, construction and demolition waste tonnage from 6,010 to 6,984, or a 16.2% increase from 2011 to 2012. The bulk, construction and demolition waste components continued to increase but still did not match the 9,405 tons from 2006. A 15.0% overall decrease. This is consistent with the decrease in the number of demolition permits issued from 2006 to 2015 with an overall decrease of 23.4%. The municipal waste (or household waste) changed slightly between 2006 and 2015 with a 9.4% decrease.

The Planning Board is concerned about the impacts of any development or redevelopment on municipal services such as sanitary sewer capacity, water supply and municipal waste generation. The Planning Board encourages the use of recycling for weekly pick-up and for demolition projects.

E. Wireless Telecommunications

The Borough of Avalon has adopted an ordinance to provide for expanded wireless communication coverage which benefits all the residents of Avalon and to encourage wireless communication providers by enabling effective co-locations for antenna placement.

The critical issue for wireless carriers is to provide adequate radio frequency (RF) signal coverage to serve their wireless customers. The wireless industry is governed by the rules of the FCC. The FCC mandates that each cellular carrier must provide “substantial” service in its licensed service area, or risk having their license revoked. The FCC defines “substantial” service in Section 22.940(a)(1)(I) as “service which is sound, favorable, and substantially above a level of mediocre service.” Most wireless carriers in the United States have adopted a standard RF signal strength in the range of -78 to -84 dBm (depending upon technology deployed) to provide “substantial” service in suburban environments like that in Avalon Borough. This is the actual RF signal strength measured at the wireless phone or handset. This RF signal strength is considered adequate to allow a wireless customer to reliably use his or her wireless phone.

The coverage that is generated from a given site is dependent upon the radio frequency used, the height of the antenna above the ground and the power of the radio transmitter, as well as the terrain and land use around the site. Land use is defined as dense urban, urban, suburban, forest, agriculture, prairie, water or bare land. Another significant factor that governs the ability of a site to serve a particular area is usage or the number of actual wireless calls taking place on that site and the proximity of those mobile units to the site.

A cell site will not be able to effectively serve an area if the number of users trying to access the site has increased beyond the site’s capacity. In a venue like Avalon Borough, where extreme seasonality is prevalent, capacity is as much and likely more of a problem for wireless carriers than actual signal coverage. In addition to extreme seasonality, the demographics profile of Avalon’s

residents, both full and part time, is such that it is highly likely a very high ratio of wireless phones to population exists.

The addition of cellular antennas to the Borough water tower has dramatically improved cellular reception. Addendum I, Wireless Telecommunications, of the 2002 Master Plan Re-examination Report is referenced here to further state the Borough's encouragement of this technology.

F. Renewable Energy Resources

The Planning Board recommends a study of renewable energy resources and a recommendation that the Borough research the use of renewable energy resources in all new facilities. A copy of the Green Master plan created by the Avalon Green Team is included as Addendum IV.

XII. HISTORIC PRESERVATION ELEMENT

A. Executive Summary

In the fall of 2015, the Borough of Avalon formed an ad hoc Historic Preservation Committee in order to draft a Historic Preservation Element to the Borough's Master plan. Members include:

Michele Petrucci, Chair
Sharon Cooper
Dave Coskey
Miriam Kauterman
Joe Maffei
Nina Ranalli
Barbara Wilson

The purpose of this document is to articulate the Borough's objectives with respect to historic preservation and a plan for achieving them. The desired outcome of the adoption of this plan is to cultivate a culture of appreciation for historic resources by identifying significant places and recognizing property owners who choose to preserve them.

This document also includes contextual information on the value of historic preservation and a summary of local development patterns. Finally, it identifies buildings that have previously achieved historic status through various programs, and identifies avenues for research on the history of local properties.

B. Introduction

Historic preservation is the practice of protecting historically significant buildings and landscapes. Both the federal and New Jersey governments provide standards for historic preservation, and many communities adopt legislation to encourage the practice. Avalon currently has no formalized historic preservation program; this document represents a first step in shaping the town's approach to preservation.

There are several compelling reasons to pursue preservation. Saving examples of construction from various periods of our history is one way to show our cultural heritage and civic pride; Avalon residents are proud of their past. Some buildings are particularly worthy of preservation due to their aesthetic qualities. In Avalon, many would identify the Victorian homes at the north end of the island as candidates for preservation due to aesthetic or architectural value.

There also are more practical reasons to pursue preservation. Old homes, buildings and sites can provide valuable information and serve as a record of the past. We may be able to learn about past craft techniques or better understand the history and culture of a period by studying a preserved building. Finally, preservation represents an environmentally friendly choice for communities. Preservation is, by definition, a sustainable practice.

There are a number of ways to approach the practice of preservation. The U.S. Department of the Interior recognizes four types of treatments for historic properties, and defines them as follows:

- **Preservation** is defined as the act or process of applying measures necessary to sustain the existing form, integrity, and materials of a historic property. Work, including preliminary measures to protect and stabilize the property, generally focuses upon the ongoing maintenance and repair of historic materials and features rather than extensive replacement and new construction. New exterior additions are not within the scope of this treatment; however, the limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a preservation project.
- **Reconstruction** is defined as the act or process of depicting, by means of new construction, the form, features, and detailing of a non-surviving site, landscape, building, structure, or object for the purpose of replicating its appearance at a specific period of time and in its historic location.
- **Rehabilitation** is defined as the act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values.
- **Restoration** is defined as the act or process of accurately depicting the form, features, and character of a property as it appeared at a particular period of time by means of the removal of features from other periods in its history and reconstruction of missing features from the restoration period. The limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a restoration project.

C. Historic And Architectural Context

In developing a preservation plan for Avalon, it is important to understand the context of settlement patterns and architectural distinctions that have occurred throughout the town's history.

While some structures were present on the island prior to 1888, that year marks the beginning of permanent settlement of the town and presents the first identifiable era of building in Avalon. The formation of the Seven Mile Beach Development Company and subsequently the Seven Mile Beach Improvement Company, founded by Joseph Wells and George Rummel respectively, initiated the construction of the Avalon Hotel and several residential homes, along with the Townsend's Inlet railroad bridge and railroad stations to accommodate the extension of railroad tracks from Sea Isle City.

These initial developments occurred at the far north end of the island. The Hotel and railroad stations no longer survive, although there are reminders of them in our cultural landscape: a street called "Railroad Avenue" and deviations from the typical gridded street pattern that once accommodated stations. At least one of the sixteen residential homes placed by the Seven Mile Beach Development Company still stands: the Thomas Gill house, built November of 1889, at the time of this writing remains standing at its original location at 65 West 9th Street. Several other homes built in the final years of the 19th century survive. (See Robert Penrose's *Avalon on the Seven Mile Beach* for further information on the fate of early Avalon homes.)

Notably, both a Presbyterian Church (still standing and operating as the same at 126 9th Street) and a Methodist Church (now a private home) were established and built in 1892. Additionally, a public Lifesaving Station was constructed on 15th Street in 1894, and survives today as a private home.

After rebounding from the national recession of the mid 1890s and struggling through a slow dozen years wherein surrounding barrier islands were developed more quickly than Avalon, the Seven Mile Beach Development Company changed hands in 1905 and expansion continued apace. Several development companies split off various tracts of land, including what would become officially incorporated as the Borough of Stone Harbor in 1914. A section of town stretching from 25th to 42nd Streets, dubbed "Peermont" because of a hotel of the same name that briefly stood there, was developed under separate leadership. The Oceanside Realty Company bought and began developing 47th through 80th Streets (called "Holiday Beach") in 1909, beginning the settlement of the south end of Avalon in earnest. In some cases, especially Peermont, the distinct architectural style of each developer is identifiable in properties that remain. In the period from 1905 to 1920, the Borough of Avalon made significant infrastructure improvements and implemented a variety of municipal systems including roads, fire suppression, street lighting, water and sewage.

The recession and economic panic of the 1920's hit Avalon and its development companies hard. Even so, large tract development continued, most notably by William H. and George S. Cummings, who purchased many parcels in the Holiday Beach section of Avalon and also pioneered the development of "West Avalon" by building the Seagate community, a group of one-story cottages between Princeton and Pennsylvania Harbors west of Third Avenue.

Building slowed during the Great Depression and World War II. In fact, foreclosures due to non-payment of taxes were more common than new development during the war and postwar years. The tax sale of these foreclosed homes represented a significant source of turnover for Avalon's properties, and marked a

shift from large tract development to individual purchasers hiring contractors to build homes. A construction boom occurred in the 1950s and 1960s, and certain builders such as William Tozour Jr. and James Tracy constructed so many homes that portions of the island are identifiable by their individual styles.

Contemporary Avalon is characterized by the frequent replacement of modest cottages with large, modern homes, many of which serve as second or vacation properties for their owners. In addition to some of the historic homes and buildings identified above, just a few of Avalon's older public buildings remain standing: a pump house / waterworks building on 13th Street, and a former two-room schoolhouse on 26th Street.

D. Inventory

In addition to the summary of existing historic buildings provided in the previous section, several sources exist for those seeking additional information about Avalon's historic structures.

The ad-hoc Preservation Committee is undertaking an informal photographic survey of buildings that may be considered historic. The Committee has obtained a completed list of Avalon private properties with tax records dating pre-1965.

Avalon's entries on the New Jersey Register of Historic Places include the following:

- Avalon Lifesaving Station (ID#986)
76 West 15th Street
National Register (NR): 3/2/1979 (NR Reference #: 79001480)
New Jersey Register of Historic Places (SR): 12/28/1978
- Townsend Inlet Bridge (SI&A # 3100003) (ID#4893)
Ocean Highway (CR 619) over Townsend Inlet
State Historic Preservation Officer (SHPO) Opinion: 10/30/2008
- Townsend's Inlet Cobblestone Wreck [Site] (ID#5293)
SHPO Opinion: 10/3/2013

Avalon's entries in the Historic American Building Survey include "Town of Avalon" and "Avalon Life Saving Station."

Finally, relevant information about specific properties may be found in the collection of the Avalon History Center (215 39th Street), at the Borough Clerk's office, or with the Cape May County Clerk.

E. Significance

Not every property is worthy of preservation, and it can be helpful to define our collective idea of what is considered a historically significant property in Avalon. As detailed in the section titled "Evaluation of Public Policy Choices," a program will be created to recognize sites and buildings important to Avalon's history. These properties will be granted a plaque and will be listed on the "Avalon Register of Historic Places." Criteria for inclusion are as follows.

Evaluation Criteria for "Avalon Register of Historic Places"

- 1) The property was built or established 50+ years prior to the date of application.
- 2) The property meets one of the following criteria:
 - a. Associated with a person, institution, or event considered important to Avalon's history.
 - b. Exemplifies a distinctive architectural style.
- 3) The property's historic character is intact to the extent that the original site or structure is visually recognizable.

These criteria are inspired in part by the standards for inclusion on the National Register for Historic Places (SR). Regarding the first criterion: reaching fifty years of age is a standard across the preservation field for consideration as a significant building. Regarding the second criterion: many sets of standards, including those for the National Register (NR), include a more detailed breakdown of the ways in which a property might be considered important. However, the language listed here provides broad opportunity for property owners to justify their site or building's significance, and keeps the process accessible to laypeople by avoiding potentially confusing terms of art. Similarly, the third criterion provides space for property owners and the evaluation Committee to make reasonable judgements regarding the visual, material, and contextual integrity of applicant properties.

F. Integrity And Existing Conditions Issues

A property's integrity is the extent to which it is historically authentic. One may consider many qualities in determining a property's integrity; the National Register program looks at location, design, setting, materials, workmanship, feeling, and association. As represented in the "Significance" section, a property is generally considered to have integrity if the physical characteristics that make it distinct to a certain time period have survived. It is also important to consider the environment that exists around a building—is it in its original location? Do the buildings around it provide appropriate context through similar style? What about the natural environment surrounding the building?

Some policies in Avalon promote the integrity of the cultural landscape. Zoning regulations prohibit buildings more than 30 feet tall, and environmental preservation measures keep historical buildings in a natural context similar to when they were built.

However, the threats to the integrity of historic buildings in Avalon are more significant than the successes. For decades, it has been Avalon's goal to be a "storm ready" community. Toward this end, the Borough adopted legislation requiring that any homeowner spending more than 50% of the building's value on renovations must also bring the home into compliance with all codes, including raising to three feet above base flood elevation. Although required to protect properties from flood and storm damage, this requirement does pose a threat to preservation.

Changing demographics present an additional threat. Avalon's year-round population has been steadily declining since the mid-1980s. Increasingly, properties are built to serve as summer homes with space for extended family, or to function as rental properties. Charming historic buildings are generally viewed as incompatible for these uses. This demographic trend is expected to continue.

XIII. CONCLUSION

The authority to shape physical form fulfills several of the purposes of planning. Specifically, the Land Use Element, Housing Element, Utility Services Element, Transportation Element and the Community Design Plan fulfill several of the purposes of planning as listed in the MLUL:

To encourage municipal action to guide the use and development of all lands in this state in a manner which will promote the public health, safety, morals and general welfare.

To promote a desirable visual environment through creative development techniques and good civic design and arrangements.

To promote the conservation of open space and valuable natural resources in the state and to prevent urban sprawl and degradation of the land through improper use of the land.

To encourage the appropriate and efficient expenditure of public funds by the coordination of public development with land use policies.

To provide sufficient space in appropriate locations for a variety of residential, recreational, and commercial uses and open space, both public and private, according to their respective environmental requirements in order to meet the needs of all New Jersey citizens.

To encourage coordination of the various public and private procedures and activities shaping land development with a view of lessening the cost of such development and the more efficient use of the land.

In conclusion, the Planning Board has sought to articulate and define the alterations required of the zoning and site plan and subdivision ordinances that have been discussed at workshop meetings and in re-examination reports since the 1990s. The Planning Board seeks solutions to further enhance the community through implementation of the specific objectives listed in the body of the Master Plan, including:

- Promote alternate water and energy sources;
- Advance cultural programs through the Avalon Free Public Library and History Center long-range plans; and promote the consolidation of specific municipal functions with other barrier islands;
- Continue to seek solutions to alleviate flooding.