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# CAPE MAY

# New Jersey

CITY OF CAPE MAY  
1988 MASTER PLAN UPDATE

LAND USE ELEMENT

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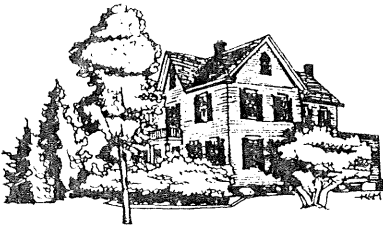


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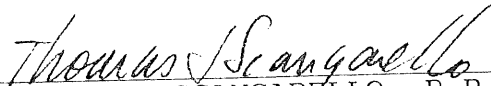
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This document reflects and incorporates  
the March 1989 amendments into the  
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\*corrected to correspond with text 11/89

## I. INTRODUCTION

This document represents a comprehensive revision of the City of Cape May's Master Plan, which was adopted in August, 1978. The City's 1978 Master Plan was prepared at a time when support for the growth of Cape May's resort industry was a top municipal priority. Since that time, priorities have shifted toward imposing limits on future growth to preserve the City's quality of life. A new plan for the implementation of this goal is needed.

In 1984, a brief update of the Master Plan was adopted in accordance with the requirements of the New Jersey Municipal Land Use Law. At that time, it was proposed that an organized Master Plan review process be continued with a goal of producing a new Master Plan to replace the 1978 document. The re-examination report was to bring the Master Plan into conformance with the actual patterns of development which have occurred. This document addresses that goal and other goals of the 1984 update. As stated above, the land use priorities of the City of Cape May have changed substantially in the ten (10) years since the 1978 Master Plan was adopted. The 1978 goal of achieving Cape May's potential as a major resort has been largely realized. The growth of the tourist industry since that time has resulted in traffic congestion, proliferation of commercial land uses, and increased residential densities. It is now important that future growth be limited in

order to preserve the unique charm and character of the City of Cape May and to maintain a high quality of life for permanent residents as well as seasonal visitors.

The 1988 Master Plan updating process offers the opportunity for planners, policy makers and citizenry to reflect upon their past efforts, recognize on-going problems and concerns, and reaffirm their commitment to the enhancement and protection of the quality of life enjoyed in the City of Cape May.

The following text contains a brief summary of the goals, objectives, and key proposals of the 1978 Master Plan, along with statements as to the extent to which problems and objectives existing at that time have been reduced or have increased. The twenty-seven (27) Planning Board recommendations set forth in the 1984 Master Plan Re-examination are also listed and analyzed with respect to their continued relevance at this time.

Next, a list of "1988 update goals and objectives" is presented, encompassing both ongoing and newly identified land use concerns for the City of Cape May. Section IV of the text sets forth detailed recommendations for achieving the goals and objectives identified in Section III. Section V contains proposals for the revision of the City's Land Use Element in accordance with the recommendations presented in Section IV.

## II. PREVIOUS MASTER PLAN ISSUES REVIEW

The City of Cape May's 1984 Master Plan Re-examination Report contained the following elements:

- List of goals, objectives and key proposals of the 1978 Master Plan.
- Comments on goals, objectives and key proposals of the 1978 Master Plan.
- "Major 1984 recommendations by the Planning Board relating to the Master Plan of the City of Cape May."

Subsection "A" below provides a summary, of the 1984 Master Plan Update's comments on issues that were addressed in the 1978 Master Plan. Subsection "B" contains a list of all the recommendations of the 1984 Update and evaluates the status of their implementation.

### A. Summary of Implementation Status of 1978 Master Plan.

Comments related to the goals, objectives and key proposals of the City of Cape May Master Plan 1978 Master Plan are provided below, grouped under subject headings (source: 1984-85 Cape May Master Plan Update):

#### 1. LAND USE

- a. Revisions in City's zoning resulted in a better balance between residential family units with

tourist units.

- b. New zoning boundaries and requirements proposed in the 1978 Plan were implemented. The County Planning Board, however, estimated that these zoning changes would result in more population growth than the City wants.
- c. Two new motel complexes were constructed along Beach Avenue.
- d. A mini-mall of stores was developed, at Perry Street and Carpenters Lane, expanding the Mall toward the beach. Commercial uses increased along Carpenter's Lane and at Congress Hall on Perry Street.
- e. Commercial expansion occurred at Jackson and Broad Streets and on West Perry Street.
- f. A major private property owner east of Pittsburgh Avenue pursued a mixed use development plan.
- g. It was not feasible to transform parts of Congress Street and Trenton Avenues into pedestrian malls.

## 2. RESIDENTIAL

- a. Extensive growth of tourist/guest houses, condominium-type multiple dwellings, and Coast Guard housing occurred.
- b. Most of the older seasonal homes were preserved throughout the city. Some of them were converted to tourist/guest houses.
- c. Housing was developed in the Village Greene west of Pittsburgh Avenue.

## 3. CIRCULATION

- a. There was a loss of railroad service to the City subsequent to 1978.
- b. Proliferation of charter buses occurred.
- c. Tour and transit trolley services were established, but the transit effort was discontinued due to lack of remote parking.

- d. Bicycle and foot traffic was encouraged during the period between 1978 and 1984.
- e. Cape May was in need of a circulation plan designed to coordinate City planning with the planning efforts of State, County, and adjacent municipalities. It was recommended that a comprehensive plan be prepared by a professional consultant.
- f. Schellenger's Landing Bridge was rebuilt by the County and the State installed road improvements adjacent to the canal bridge. Lower Township permitted development to closely abut Route 109 on Schellenger's Landing. Redesign of traffic patterns on the Schellenger's Landing area to reduce bottlenecks was not accomplished.

#### 4. PARKING

- a. Between 1978 and 1984, more parking lots were created, and a citizen parking and transportation committee was established.
- b. Parking meter rates and regulations were adjusted between 1978 and 1984. Many people found these rates and regulations to be offensive and expensive.
- c. Privately owned parking spaces were eliminated by commercial construction. The land development ordinance was not revised to require businesses to provide sufficient off-street parking to prevent increased congestion.

#### 5. MUNICIPAL SERVICES

- a. A new regional sewage treatment plant was constructed by the County Municipal Utility Authority. This enabled the lifting of a sewer hook-up ban which had restricted growth.
- b. Extensive improvements to the City's sanitary and storm sewer systems were completed.
- c. There was a growing awareness on limits to the future supply of potable water. Specifically the water system interconnector north of Cape May Canal. The system has been completed to provide future water supply for Cape May.

- d. Upgrading of police and library facilities was accomplished.
- e. Congress Beach and portions of Poverty Beach were acquired by the City. Efforts were continuing to place all beaches under City ownership. All bathing beaches west of Congress Hall were also acquired and a large parcel at the foot of Philadelphia Avenue and others.
- f. The following new municipal services and facilities were provided: visitors center, relocatable public restroom units, and renovations of Convention Hall and Civic Center. The city constructed a new public works complex and beach patrol complex.

6. PARKS AND RECREATIONAL FACILITIES

- a. Madison Avenue Park and several other park and recreational areas were established.
- b. Annual improvements were made toward the goal of developing an open space/park corridor along the Cape May Avenue median.
- c. The City operated a recreation program which was the most extensive in the County.

7. HISTORIC/AESTHETIC

- a. Extensive housing rehabilitation programs were completed.
- b. The tree protection and planting program was expanded.
- c. The garden and public property beautification program was expanded.
- d. Historic preservation of structures and neighborhoods was carried out with both private and government funding.
- e. Zoning incentives were adopted to encourage historic preservation.
- f. The Windsor site was transformed into the Regent Beach condominiums, and the private owners of Congress Hall endeavored to maintain the historic structure.

B. Recommendations of 1984 Master Plan Update. A complete list of the twenty-seven (27) recommendations made by the Planning Board to the City Council at the time of the 1984 Master Plan Re-examination is provided below, along with comments on the status of their implementation:

1984 Master Plan Update Recommendations and Comments

1. Recognizing that the existing Master Plan is oriented towards encouraging various types of development, the City should concentrate its efforts to the strict control and limitations on growth and development and the maintenance of quality in the existing land uses of Cape May.

Comments:

The Master Plan contains policy recommendations for updating the zoning and subdivision/site plan ordinances to control and limit growth to appropriate areas.

2. Encourage the emphasis on maximizing quality tourism rather than the quantity of tourism for the future growth and development of Cape May.

Comments:

The revised land use plan identifies areas appropriate for tourist uses. Section IV. of the following text recommends the adoption of performance standards to control the development and redevelopment of tourist areas with the objective of maintaining quality.

3. Bring the Master Plan into conformance with the actual patterns of development that have occurred.

Comments:

Patterns of development are reviewed in this Master Plan, and zoning changes reflecting the actual pattern of development are recommended.

4. Stress quality vs. quantity in the development of vacant parcels as well as in the changes of uses of existing improved properties.

Comments:

The City will continue to refine its zoning and subdivision/site plan ordinances and will adopt performance standards to encourage quality.

5. Coordinate with our neighboring communities' projected patterns and limitations of development.

Comments:

A dialogue with neighboring communities, the County, and the State is on-going to solve problems of regional concern.

6. Continue a comprehensive upgrading of the utility infrastructure of the City.

Comments:

The process is continuing and evolving.

7. Conduct an immediate assessment of the existing water supply and if warranted, impose strict limitations on expanded uses.

Comments:

Assessments of the adequacy of the City's water supply continue to be updated on an on-going basis. An example is co-op arrangement with Lower Township. The City is co-sponsor of a hydrology study by U.S.G.S.

8. Authorize and award a contract to a professional specialist group to update the existing 'Traffic Operational Study Immediate Action Program' prepared in 1967 by Wilbur Smith and Associates; focusing on parking and circulation solutions in Cape May City, and regional solutions to the problems of traffic south of the Ferry Road, Route 109 and the Garden State interchanges.

Comments:

A parking and circulation study of portions of the City was completed in March, 1987. Additional recommendations regarding parking and circulation are included in Section IV of this Master Plan.

9. Urge the County to widen the Schellenger's Landing (Spicer Creek) Bridge.

Comments:

Schellenger's Landing Bridge remains a two (2) lane bridge. Section IV of this Master Plan update contains suggestions for eliminating bottlenecks at the entrance to the City adjacent to the bridge.

10. Develop another major access route to and from Cape May, other than Schellenger's Landing.

Comments:

This Master Plan investigates possible solutions to entrance and exit problems.

11. Bicycling should be promoted as a transportation alternative. Bike lanes should be re-established and more racks and signage provided. Bike routes can safely be directed along some City streets.

Comments:

Section IV of the Master Plan assesses the feasibility of bicycling as a transportation network alternative and identifies appropriate circulation routes.

12. Review parking requirements with the goal of making them realistic in all zones.

Comments:

The Master Plan evaluates parking use and recommends appropriate performance standards.

13. Authorize the Planning and Zoning Boards to recognize off-premises parking in the commercial zones.

Comments:

The Planning and Zoning Boards will continue to evaluate parking requirements on a site-by-site basis. This Master Plan contains recommendations for parking performance standards to be included in the subdivision/site plan ordinance.

14. Zoning loopholes that encourage the expansion of business uses in the C-1 and C-2 district without providing any parking should be eliminated. If the number of uses in a building is to be expanded, parking must be provided.

Comments:

The City has adopted parking requirements for these zones.

15. Establish minimum standards for store sizes to prevent a proliferation of undersized commercial uses.

Comments:

Revisions to bulk requirements are recommended in the Master Plan to prevent proliferation of small commercial land uses. The emphasis will be on development standards to encourage quality land use.

16. Include the entire section of the intersection of Broad and Elmira Streets, (the balance of Block 1053, half of Block 1060, and all of Block 1054 and that portion of Block 1061 that fronts on Elmira Street) in an appropriate commercial zone, only if all applicants are required to provide adequate off-street private parking for their uses.

Comments:

Part of the area has been acquired. Acquisition needs to be pursued.

17. Eliminate existing zoning incentives for conversions of existing residences into commercial uses or multiple dwellings.

Comments:

The Master Plan identifies districts in which conversions should be restricted and recommends performance standards to maintain the residential character of these neighborhoods.

18. Continue upgrading Convention Hall.

Comments:

The upgrading has been completed inside and out.

19. Acquire all privately owned beaches and extend the promenade to Philadelphia Avenue, ultimately to Wilmington Avenue.

Comments:

The City continues to seek funds to purchase privately owned beaches. The promenade has not been extended to Philadelphia

Avenue.

20. Establish and explore the feasibility of a municipal harborfront marina facility.

Comments:

The Master Plan discusses the harborfront recommending evaluation of land uses in this area.

21. Build a fishing pier in a location where the potential for parking is maximized.

Comments:

This has not been pursued to date. The Master Plan identifies areas that may be appropriate for a fishing pier.

22. The City, State or Federal improvements should be authorized on the beaches.

Comments:

The City continues to ensure proper use of the beaches. Federal and State funded beach restoration is scheduled to begin in the fall of 1988.

23. Encourage the acquisition of the land east of Pittsburgh Avenue for open space and/or recreational development as an alternative to housing development.

Comments:

The City prepared an application to Green Acres for funding of the purchase, but has decided not to follow through. Residential zoning is recommended for the area in question. Other appropriate areas for open space and/or recreational development are identified in the Master Plan.

- 24.-25. Work toward maximizing and preserving existing open space.

Comments:

The City continues to identify locations for the preservation of open space.

26. Complete the historic and photographic survey of all structures in the historic districts.

Comments:

The City has completed an historic district plan and the survey is on-going.

27. Recognizing that tree lined streets and green grass and lawns are essential to Cape May's aesthetic qualities, stone lawns as a permitted ground cover should be prohibited and the City's ongoing program for tree replacement should be encouraged and expanded. The governing body, however, disagreed with this recommendation.

Comments:

The Master Plan recommends expanded landscape provisions to be incorporated into the subdivision/site plan ordinance.

The above review and analysis of the 1984 Master Plan Update recommendations chart the progress which the City of Cape May has made towards achieving its goals in the past five years. The next section of the Master Plan, "1988 Master Plan Goals and Objectives", carries forward unresolved concerns and identifies additional concerns.

## 1988 MASTER PLAN GOALS AND OBJECTIVES

The City of Cape May's ongoing Master Plan evaluation process has included considerable public awareness and public input regarding goals and objectives for the continued quality of life in the City of Cape May. The results of the City's 1987 Citizen Survey revealed that almost ninety (90%) percent of the population supports a comprehensive revision of the Master Plan for Cape May's future.

The issues and concerns which have been identified by the City for consideration at this time are listed below. This list identifies the categories which will be addressed. Goals and objectives are presented for each of the eight (8) categories. Goals are broad topics corresponding to the major elements of the Master Plan. Objectives are specific policies to be advanced by the goals. Section IV of the Master Plan, contains recommendations for the achievement of each of the objectives identified in the following text. The eight (8) categories for which goals, objectives and recommendations have been formulated are as follows:

1. TRAFFIC CIRCULATION AND PARKING
2. COMMUNITY SERVICES AND FACILITIES
3. RESIDENTIAL LAND USE AND AFFORDABLE HOUSING
4. COMMERCIAL LAND USE
5. OCEANFRONT AND HARBORFRONT LAND USE
6. RECREATION AND OPEN SPACE
7. ENVIRONMENTAL PROTECTION

## 8. HISTORIC PRESERVATION

### GOAL #1: TRAFFIC CIRCULATION AND PARKING

Develop a coordinated circulation system within a local and regional planning context to provide for the safe and efficient movement of people and goods.

#### OBJECTIVES:

- A. Encourage alternate circulation modes and networks to minimize and efficiently move auto traffic into and through the City.
- B. Ensure provision of adequate parking through evaluation of parking needs for all categories of land use.
- C. Explore the feasibility of centralized and satellite parking in addition to on-site parking, giving consideration to coordination of parking with mass transit and other alternate circulation modes and networks.
- D. Evaluate county, state and federal transportation and circulation planning in order to coordinate them with local planning, giving particular emphasis to City entrances and exits.
- E. Minimize negative impact of bus traffic on the City's street system.
- F. Encourage restoration of railroad traffic to the City.

### GOAL #2: COMMUNITY SERVICES AND FACILITIES

Ensure the provision of an adequate range and availability of community services and infrastructure to accommodate existing and future City residents and visitors.

#### OBJECTIVES:

- A. Continue to provide all land uses with adequate service

by water, sewerage, storm drainage and other utility systems in an economically feasible and coordinated manner.

- B. Provide adequate public safety services, with appropriate equipment and manpower distribution.

**GOAL #3: RESIDENTIAL LAND USE/AFFORDABLE HOUSING**

Preserve established residential districts and provide a wide range of housing types to meet the varied income and age level needs of residents and vacationers.

OBJECTIVES:

- A. Maximize advantages offered by existing circulation, infrastructure, and commercial and community services identifying locations for future development of housing.
- B. Maintain opportunities for residents to obtain satisfactory housing at affordable prices through encouraging the existence of a wide range of housing types.
- C. Ensure that residential land use is compatible with the City's natural and historic environment by reevaluating residential development patterns and adopting revised performance standards and bulk and area requirements as needed.
- D. Preserve residential neighborhoods and maintain public health and safety through continued physical maintenance of housing.
- E. Encourage the concept of clustering housing with supporting land use types in a neighborhood environment.
- F. Preserve the existing quality of life in Cape May by encouraging continuation of the neighborhood pattern of land use.
- G. Maintain property to ensure health and safety of residents.

GOAL #4: COMMERCIAL LAND USE

Maintain Cape May's unique appeal by offering varied activities and services in appropriate areas while maintaining the City's character and quality of life.

OBJECTIVES:

- A. Encourage the continuation of a variety of types of commercial land use within the City's existing commercial districts.
- B. Enhance the City's economy and employment opportunities through encouraging quality commercial uses in commercial districts and other areas where appropriate access for such uses is available.
- C. Promote varied and convenient shopping opportunities for residents and tourists.
- D. Maintain the City's environmental and historic quality by control of commercial land use patterns and adoption of improved design and performance standards for land use in commercial areas.
- E. Support the continued existence of the Coast Guard and the fishing and tourism industries so as to enhance their important economic contributions.

GOAL #5: OCEANFRONT AND HARBORFRONT LAND USE

Promote quality oceanfront and harborfront land use and encourage public access.

OBJECTIVES:

- A. Authorize the preparation of a Harborfront Master Plan Feasibility Study to protect the environment of the City's harborfront and maintain and promote water-dependent land uses and other recreational land uses in that area.
- B. Ensure continued public access to oceanfront and harborfront areas. This should include physical and visual access.

GOAL #6: RECREATION AND OPEN SPACE

Preserve and enhance the City's open space system and upgrade recreational land use to protect Cape May's environmental resources and meet the needs of permanent and seasonal residents.

OBJECTIVES:

- A. Seek opportunities for preservation and upgrading of accessible open space including continued acquisition of all privately owned bathing beaches.
- B. Create an open space and pedestrian system throughout the City to connect points of interest and encourage walking as a means of transportation.
- C. Improve and diversify recreational uses offered by municipal parks.
- D. Provide controlled access to wetland areas to promote environmental protection and public education.

GOAL #7: ENVIRONMENTAL PROTECTION

To Protect the quality of the City of Cape May's natural and manmade environment in order to preserve the balance of its ecological systems and safeguard the future health and welfare of residents.

OBJECTIVES:

- A. Conserve and protect environmentally sensitive resources including natural, scenic and historic areas in the City by requiring new land use to be subject to performance standards designed to minimize potential adverse impacts.
- B. Minimize negative effects of land use upon the City's built environment through evaluation and implementation of performance standards.
- C. Encourage the preservation of environmentally sensitive lands in order to protect the environmental integrity of unique resources.

- D. Amend the site plan and subdivision ordinance to ensure that development applications give proper consideration to the physical constraints of the land.
- E. Encourage the adoption of design standards which will minimize negative effects of development upon the environment in all areas of the City.
- F. Require that all new development be carried out in strict compliance with the provision of the New Jersey Freshwater Wetlands Act.

**GOAL #8: HISTORIC PRESERVATION**

Maintain the City's uniquely attractive and livable environment through preservation of historically and architecturally important structures.

OBJECTIVES:

- A. Evaluate standards to maintain historic properties and recommend additional standards where appropriate.
- B. Identify architecturally important structures.
- C. Ensure maintenance of important and unique structures through adaptive uses such as bed and breakfast establishments.

#### IV. RECOMMENDATIONS TO ADDRESS GOALS AND OBJECTIVES

##### A. Introduction.

The following contains recommendations for amendments to municipal policies and regulations in accordance with the goals and objectives outlined in Section III. Each section of these recommendations corresponds to one of the categories whose goals were previously identified. The specific goals and objectives will not be reiterated in this section. Rather, the following recommendations are offered as specific means of achieving the stated objectives of the 1988 Master Plan. Many of the recommendations presented below are intended for implementation by inclusion in the Land Development Ordinance as standards or requirements. Subsequent to the adoption of this Master Plan, a text of all recommended ordinance revisions will be prepared and offered as additions and amendments to the ordinance of the City of Cape May.

##### B. Recommendations to address Traffic Circulation and Parking.

###### GOALS AND OBJECTIVES

The purpose of the circulation and traffic recommendations is to ensure the continued safe and efficient movement of people and goods into and through the City. A number of concerns have been raised regarding traffic and circulation in the City. Circulation and traffic problems include movement into the City from the

Schellenger's Landing Bridge, movement to the beach or downtown from the entrance to the City, circulation adjacent to the downtown mall, and lack of convenient parking. The following recommendations also address the concerns of bicycle transportation and bus and railroad service.

1. ENTRANCE AND EXIT PROBLEMS

Many of the perceived circulation and traffic problems in Cape May are associated with the entrance and exit to the City. Entrance and exit to the City is generally by auto by way of the Schellenger's Landing Bridge. This narrow two lane bridge backs up as traffic moves in and out of the City, possibly discouraging visitors from returning to the City and potentially causing safety problems in the event of an emergency. As part of the Master Plan, a review of county and state circulation planning has been completed to determine action for the City to take to decrease entrance and exit problems.

a. Review of State and County Circulation Planning

The New Jersey Department of Transportation has completed a long range plan for transportation improvements in the southern portion of the state. Long range planning proposed for Cape May County involves the widening of Route 657 from Route 47 and the

upgrading of Route 657 to a State Highway. The State also envisions improving the intersection of Route 657 and the Garden State Parkway to complement the upgrading of the road. The time schedule for the work is ten to fifteen years. The effect of the State proposal is to improve access to Cape May County, and therefore the City of Cape May, from the northwest area of the State. The State plan does not upgrade or offer solutions to the entrance and exit problem in the City. The State long range transportation improvement plan does not propose any circulation improvements in the City.

A review of Cape May County transportation planning indicates that the County has no plans for transportation improvements in the City. The County has discussed the City's entrance and exit problem, but no course of action has been recommended and no long range implementation or budgeting has been completed. The County Planning Board envisions a new bridge connecting the City of Cape May with Lower Township. The alignment envisioned is between Schelling's Landing to either Texas or Pittsburgh Avenue. The bridge suggested by

the County provides direct access to the City's beachfront and harborfront, potentially alleviating circulation and traffic problems at Sidney Avenue. The Cape May County Planning Board has not explored the feasibility of the bridge or considered a course of action for implementation.

Based upon the above, it is concluded that little has been completed to solve entrance and exit problems in the City of Cape May by the responsible agencies. Unfortunately for the City, entrance and exit upgrading is beyond the City's control and budget, as it requires cooperation from other levels of government for expertise and funding. The immediate solution is continued dialogue and cooperation with the responsible agency and neighboring municipalities.

b. Previous Traffic Studies

Among the possible short-term solutions available to mitigate the traffic problems of entering and exiting the City are those offered by previous traffic studies. Studies which have addressed the City's entrance and exit problem are: an April, 1967 traffic study completed for the Cape May County Board of

Chosen Freeholders by Wilber Smith and Associates; an April, 1985 Cape May County Planning Board review; and a March, 1987 Traffic and Parking Study prepared by RPPW. Generally, these studies have concluded that the major problem with entrance and exit to the City, which can be solved without a new bridge, results from the narrow two-lane section of Route 109 approaching Schellenger's Landing Bridge and the large number of vehicle turning movements to and from Route 109. The previous studies recommend traffic management improvements that do not require significant construction or the taking of property. The problem, however, is that the area in which traffic management improvements need to be implemented is located in Lower Township, beyond the control of the City. Again, the solution requires cooperation with Lower Township and Cape May County.

c. Conceptual Alternative Transportation Network

In addition to a review of transportation planning by others, as part of the Master Plan Update, the Planning Board has studied the problem of congestion at the City's entrance and in the downtown area. Alternatives to

alleviate traffic congestion have been studied as part of the update process including designation of one-way roads on the thoroughfares in and out of the city and around the downtown mall, with provision of bicycle lanes. As a policy, the Planning Board continues to encourage alternate transportation modes in the City, specifically bicycles, buses and trolleys to connect various areas of the City alleviating congestion at peak times of the year.

## 2. PARKING

### a. Parking Trust Account:

To ensure provision of adequate parking for all land use, the City has implemented a parking schedule as part of the Land Development Ordinance. In the event that it is not possible for parking to be provided on site, it is recommended that the approving authority may still approve the application conditioned upon the applicant's contributing fees in lieu of parking spaces up to the required number, to a Parking Trust Account. The Parking Trust Account is maintained by the City specifically for the periodic purchase, lease, acquisition and maintenance of off-street parking lots to serve the City.

b. Recommended Locations for Additional Parking

In an effort to address the possibility of providing centralized and satellite parking, the March, 1987 Traffic and Parking Study recommends upgrading and locations for parking in the western portion of the City. A need, however, exists for parking areas in the other portions of the City to reduce congestion downtown. This need was not addressed by the 1987 study. Locations for additional parking should be explored to serve visitors in the entire City. The on-going beach restoration will increase parking demand in the eastern portion of Cape May but will also help to redistribute congestion from downtown.

c. Satellite Parking Lots and Shuttle Service

To provide access to various City amenities from satellite parking areas, use of a shuttle service should be further studied. Consideration should be given to a service that is free to the user, with the cost of operation subsidized by commercial businesses which attract visitors but do not provide on-site parking, or businesses desiring to be added to the shuttle route including businesses in adjacent towns. Operation of a shuttle service could be municipal or private.

To encourage the use and success of satellite

parking and a shuttle service, the following should be considered:

- Provide a system of directional and information signs to alert potential users to the existence and location of the services and parking.
- Landscape satellite parking and all municipal parking lots with trees, shrubs and groundcovers to create attractive sites where parked cars are provided with shade;
- In parking lots serviced by a shuttle system, provide shaded seating and waiting areas, lighting and a kiosk with shuttle service schedules and information on points of interest in the City and special events. The structures should be designed with a Victorian theme consistent with the City's historic structures;
- Parking areas should be routinely patrolled to reduce possible vandal or theft. The patrols should be advertised and should be visible to users of satellite parking lots to reduce fear of

theft and encourage regular use;

- The shuttle service should be convenient, inexpensive, comfortable, and easy to use, especially for the elderly handicapped or persons traveling with small children or beach items.

### 3. PEDESTRIAN AND BICYCLE NETWORK

To encourage alternate circulation modes for the purpose of reducing automobile traffic and congestion in the City, pedestrian and bicycling routes and lanes should be established. A bicycling network should be established based upon the following criteria:

- Pedestrian access should be guaranteed to the harborfront and beachfront, with private areas separated from public areas by vegetation, elevational changes and signs. Crosswalks should be clearly marked.
- Pedestrian and bicycling networks should be continuous and should interconnect neighborhoods, parking areas and transportation services with schools, recreational areas, tourist attractions, the harborfront and the beachfront, and neighborhood

shopping centers. The bicycle network should also have connections to surrounding towns where feasible.

- To ensure safety, bicycle networks should be separated and distinguished from auto and pedestrian networks through the use of designated lanes, elevational changes, surface painting and traffic control signs.
- Bicycle lanes should be wide enough to accommodate the popular four-wheeled bicycles.
- Shaded seating structures for viewing and resting designed with a Victorian theme should be placed along the pedestrian and bicycle network, especially adjacent to the harborfront and beachfront areas.
- Support facilities including bike racks, drinking fountains and restrooms should be strategically located along the pedestrian and bicycle networks.

#### 4. RAIL ACCESS

Rail access to the City is an alternative transportation mode which could potentially decrease auto traffic entering and exiting the City. Rail access could

also result in a reduction of vehicular congestion on City streets. New Jersey Transit is upgrading the rail line between Lindenwold and Atlantic City. At this time, however, New Jersey Transit has no plans to upgrade the connection between the Atlantic City Line and Cape May. One possible solution to providing rail access would involve cooperation with a private rail service on the existing line. Private rail service is likely to be an expensive alternative and is only feasible with sufficient demand. The system will probably require stops at other towns on the line to generate sufficient demand. Given the questionable demand, it is not clear if the service is financially feasible. This would require additional study. It should also be pointed out that for rail service to be effective, a reliable and efficient connecting transportation system must be in effect at its destination in the City. As a policy for the planning period covered by the Master Plan Update, the City should continue to explore and encourage the upgrading of rail service to Cape May.

C. Recommendations to Address Community Services and Facilities.

Cape May is a changing City due to development and redevelopment. The purpose of the Community Services and Facilities recommendations is to ensure that all residents

and land uses are provided with appropriate municipal services.

Generally, while potable water and sewer infrastructure and capacity are available throughout the City, it is necessary to continue to ensure water and sewer service are supplied. N.J.S.A. 40:55D-42 permits a governing body, by ordinance, to adopt regulations requiring a developer, as a condition for approval of a subdivision or site plan, to pay his pro-rata share of the cost of providing only reasonable and necessary street improvements and water and drainage facilities and easements therefor, located outside the property limits of the development but necessitated or required by construction or improvements within the development. Such regulation should be based upon circulation and comprehensive utility service plans. Accordingly, the City should plan for adopting the appropriate service plans to ensure that future development in the City does not interfere with the adequate delivery of potable water and sanitary sewer service to the developed portions of the City.

D. Recommendations to Address Residential Land Use.

The purpose of the residential land use recommendations is to determine which areas of the City of Cape May are suitable for permanent and seasonal housing based upon location, surrounding land uses, infrastructure and access. The residential recommendations when coupled with other

social, economic and natural resource data provide a sound basis for land use decisions in the City of Cape May.

1. PRESERVE THE CHARACTER OF EXISTING RESIDENTIAL NEIGHBORHOODS.

Concern has been expressed regarding the continuance of efforts to preserve, protect, and enhance the City of Cape May's historic properties, designated districts and general ambience relative to the character of existing residential neighborhoods.

Distinct residential neighborhoods should be maintained by reconsidering locations of boundaries of residential zoning districts. The City of Cape May's residential zones should be defined based upon the character of existing residential land use. High residential densities inconsistent with the character of existing neighborhoods should be discouraged. This recommendation serves the objective of preservation of residential neighborhoods.

Residential uses permitted in the zoning districts should be limited to the established patterns of housing development to discourage housing densities that are inappropriate for the neighborhood. The City of Cape May has seven (7) residential districts and permits residential land uses in the MU district and all the commercial districts except the C5 district. In order to promote proper land use and growth management, permitted uses should reflect a realistic range of land use opportunities conducive to the maintenance of the quality and

character of established neighborhoods, and should acknowledge environmental and infrastructure constraints. This recommendation achieves the objective of maintaining the quality of life by encouraging continuation of the neighborhood pattern of development.

2. RESTRICT COMMERCIAL LAND USES IN RESIDENTIAL ZONE DISTRICTS

Concern has been expressed regarding the encroachment of commercial land uses upon the City of Cape May's residential neighborhoods. The encroachment of commercial development hastens the loss of many of the City's unique and historic properties. The encroachment also creates congestion and reduces the quality of life enjoyed by the citizens in the residential neighborhoods.

The encroachment of commercial land uses into residential neighborhoods should be discouraged. Intense commercial uses should be eliminated from residential districts. Neighborhood commercial convenience uses should be permitted only in areas with sufficient access in accordance with strict design and performance standards. This will minimize the intrusion into the character of the neighborhood. Home occupations should be permitted in residential districts as a conditional use. This recommendation furthers the objective of preserving existing residential neighborhoods.

3. PROVIDE FOR THE CONTINUED DEVELOPMENT OF SEASONAL HOUSING IN APPROPRIATE AREAS

The City of Cape May has actively sought to promote quality family-oriented tourism. To continue to provide opportunities for such tourism, seasonal housing should be located in appropriate areas of the City of Cape May based upon location, accessibility, and availability of services. Additionally, the location of seasonal housing should not negatively impact the health and safety of the City of Cape May's permanent residents.

It is recommended that the boundaries of the existing R-1, R-2, and R-3, R-4 and R-5 zones be maintained and that no alteration be made in permitted housing types and densities.

The R-1/PD district located east of Pittsburgh Avenue and South of Pennsylvania Avenue should be changed to RC, Residential Cluster. Commercial land use should be eliminated from the district with commercial land use located in accessible locations. Principal use of buildings and lands in the RC district should be single family detached and clustering should be mandatory due to extensive wetlands. Maximum density should be four units per acre as the existing R-1 district with minimum of 40 percent open space as required in the R-1/PD district. Density should be based upon gross buildable land with subtraction of seventy-five (75%) percent environmentally constrained wetlands. Net buildable area is lands not constrained by wetlands plus a credit of 25% of

wetland areas. For adequate protection of wetlands, sufficient buffers should be established.

4. INCORPORATE DESIGN AND PERFORMANCE STANDARDS INTO THE SUBDIVISION AND SITE PLAN ORDINANCES.

The quality of design of residential neighborhoods should be addressed by the adoption of design and performance standards. A number of new provisions are recommended for inclusion into the Land Development Ordinance. The following items should be incorporated into the Ordinance to facilitate review of development applications and provide the City with authority to impose high standards of development:

a. Items Recommended for Inclusion in Subdivision Requirements of Land Development Ordinance

- (1) Provisions for minor subdivision approval.
- (2) Standards encouraging and promoting flexibility, in which the Planning Board may allow varying, within a conventional subdivision, dimensions, in yards and setbacks, in such a way that the average lot areas and dimensions, within the subdivision conform to the municipal development regulations; provided that such standards shall be appropriate to the type of development permitted.

b. Items Recommended for Inclusion in Site Plan Review and Approval Section of Land Development Ordinance:

- (1) (a) Preservation of existing natural resources on the site;
- (b) Safe and efficient vehicular and pedestrian circulation, parking and loading;
- (c) Screening, landscaping and location

of structures;

(d) Exterior lighting needed for safety reasons in addition to any requirements for street lighting;

(e) Conservation of energy and use of renewable resources.

(2) Provisions for the creation of a Site Plan Review Committee for the purpose of reviewing all site plan applications and making recommendations to the Planning Board in regard thereto.

c. Items to be Addressed in Subdivision and Site Plan Sections of Land Development Ordinance:

(1) Provisions for submission and processing of applications for development, including standards for preliminary and final approval and provisions for processing of final approval by stages or sections of development

Provisions ensuring:

(a) Consistency of the layout or arrangement of the subdivision or land development with the requirements of the zoning ordinance.

(b) Streets in the subdivision or land development of sufficient width and suitable grade and suitably located to accommodate prospective traffic and to provide access for fire fighting and emergency equipment to buildings and coordinated so as to compose a convenient system consistent with the official map and the circulation element of the Master Plan and so oriented as to permit consistent with the reasonable utilization of land, the buildings constructed thereon to maximize solar gain.

(c) Adequate potable water supply and adequate water supply for fire suppression drainage, shade trees,

sewerage facilities and other utilities necessary for essential services to the residents and occupants.

- (d) Suitable size, shape and location for any area to be reserved for public use.
  - (e) Reservation of open space to be set aside for use and benefit of the residents.
  - (f) Regulation of land designated as subject to flooding to avoid danger to life or property. Protection and conservation of soils from erosion by wind and water or from excavation or grading.
- (2) Provisions governing the standards for grading, improvements and construction of streets and for required walkways, curbs, gutters, street lights, shade trees, fire hydrants and water, and drainage and sewerage facilities and other improvements as shall be found necessary and provisions ensuring that such facilities shall be completed either prior to or subsequent to final approval of the subdivision or site plan by allowing the posting of performance bonds by the developer.
  - (3) Provisions ensuring that a subdivision or site plan should conform to the applicable provisions of the zoning ordinance.
  - (4) Provisions ensuring performance in substantial accordance with the final development plan; provided that the Planning Board may permit a deviation from the final plan if caused by change or conditions beyond the control of the developer since the date of final approval, and the deviation would not substantially alter the character of the development or substantially impair the intent and purpose of the Master Plan and the zoning ordinance.
  - (5) Provisions for standards encouraging and promoting flexibility and economy in

layout and design through the use of residential cluster provided that such standards shall be appropriate to the type of development permitted; and provided further than the ordinance shall set forth the limits and extent of any special provisions applicable to such planned developments so that the manner in which such special provisions differ from the standards otherwise applicable to subdivision or site plans can be determined.

(6) Provisions for cluster development:

- (a) Setting forth any variations from the ordinary standards for preliminary and final approval to provide the increased flexibility desirable to promote mutual agreement between the applicant and the Planning Board on the basic scheme or a planned development at the stage of preliminary approval.
- (b) Requiring that any common open space resulting from the application of standards for density, or intensity of land use, be set aside for the use and benefit of the owners, residents, or municipality on such development. Setting forth how the amount and location of any common open space shall be determined and how its improvement and maintenance for common open space use shall be secured.
- (c) Authorizing the Planning Board to permit for a concentration of density, or intensity of land use, within a section or sections of development, whether it be earlier, later or simultaneous in the development than in others.
- (d) Setting forth any requirements that the approval by the Planning Board or a greater concentration or density of land use for any section to be developed be offset by a smaller concentration in any completed prior

stage or by an appropriate reservation of common open space on the remaining land until an application for final approval is filed so that flexibility of development can be maintained.

- (e) Setting forth any requirements for timing of development among the various types of uses and subgroups thereunder and whether some non-residential uses are required to be built before, after or at the same time as the residential uses.
- (7) Provisions ensuring in the case of a development which proposes construction over a period of years, the protection of the interests of the public and of the residents, occupants and owners of the proposed development in the total completion of the development.
- (8) Provisions that require as a condition for local municipal approval the submission of proof that no taxes or assessments for local improvements are due or delinquent on the property for which any subdivision, site plan, or planned development application is made.
- (9) Provisions for off-tract water, sewer, drainage, and street improvements which are necessitated by subdivision or land development.

The New Jersey Municipal Land Use Law States: "The governing body may by ordinance adopt regulations requiring a developer, as a condition for approval of a subdivision or a site plan, to pay his pro-rata share of the cost of providing reasonable and necessary street improvements and water, sewerage, and drainage facilities, and easements therefore, located outside the property limits of the development but necessitated or required by construction or improvements within such development. Such regulations shall be based on circulation and comprehensive utility service plan and shall establish fair and reasonable standards to determine the proportionate or pro-rata amount of the cost of such facilities that shall be borne by each developer or owner within a related and

common area, which standards shall not be altered subsequent to preliminary approval."

E. Recommendations To Address Commercial Land Use.

The City of Cape May has a diverse economic base with a variety of commercial land uses. The purpose of the Commercial Land Use recommendations is to identify suitable locations for economic land uses and services serving permanent and seasonal residents. Suitable locations are those that are accessible, visible and convenient for the user. Commercial land use recommendations should also seek continuation of important economic land use in the City while ensuring economic and commercial land uses are compatible with the natural and manmade environment of the City and protect the public health and safety.

1. CONSOLIDATE COMMERCIAL DESIGNATIONS PROVIDING EACH DISTRICT WITH AN INTENT AND PURPOSE TO DEFINE LAND USE IN THE DISTRICT.

There are five commercial districts in the City. Commercial land use has also been permitted in the PD and the MU districts. Many of the same commercial land uses are permitted in each district. It is recommended each commercial district serve a specific and defined intent and purpose. Uses permitted as-of-right in the commercial district should accomplish the intent and purpose defined for the district.

a. C-1 District

The Washington Street Mall, located in the center of the City, is a focus for much of the economic activity associated with the tourist industry in the City. The Mall is in the City's C-1 district. The purpose of the commercial district for the Washington Street Mall is to serve the tourist industry. Accordingly, land use permitted within the Washington Street Mall should serve the tourist industry. Appropriate land use for the Mall are those permitted within the C-1 district. A commercial district similar in nature to the Washington Street Mall, with the intent and purpose of serving the tourist industry at the beachfront, should be established adjacent to the Convention Hall including the existing uses. Permitted uses should include retail sale of goods, shopping centers, restaurants, and other tourist oriented land uses. Residential land uses in the C-1 district should be limited to dwelling units located on the upper floors of buildings above commercial uses.

b. Neighborhood Commercial (NC) District

It is proposed that a new commercial district, designated NC, Neighborhood Commercial be established to ensure the provision of convenient services in appropriate areas for all residents of the City. Commercial land in the NC district should have the intent

and purpose of serving the convenience needs of residents in the surrounding residential neighborhoods.

One area of the City which should be designated NC is where commercial land use exists fronting Texas Avenue, servicing residential land use in the eastern portion of the City along Pittsburgh Avenue and the Village Greene. Commercial land use in the NC district should generally conform to land use permitted in the existing C-4 district (which is to be eliminated) with the emphasis on neighborhood shopping center and personal and professional services. Residential land uses should not be permitted in the NC district in recognition of the difference between residential land use and more intense neighborhood commercial land use.

c. Beach Business (C-2) District and Hotel-Motel (C-3) District

Based upon public comment, one of the most important concerns regarding economic and commercial land use in the City is the intrusion of nonresidential land use into residential neighborhoods and the effect of the intrusion on public health and safety. Concern has also been raised about the variety of intense commercial land use permitted along the beachfront. The concern is with the loss of the quality of life in residential neighborhoods adjacent to the beachfront resulting from increased

traffic, and also demands for parking and the incompatible hours between nonresidential and residential land use.

It is recommended that these problems be addressed through imposing and conferring standards for development in the C-2 and C-3 districts. Provision for off-street parking should be required through the previously discussed Parking Trust Fund. Standards for buffers and screening should be established between residential and non-residential land usages.

d. Harborfront Commercial Area

Commercial land use permitted at the harborfront should have the intent and purpose of promoting use of the harborfront by the City's fishing industry and permanent and seasonal residents. Commercial land uses should generally include those uses now permitted in the existing MU and C-6 zone districts. The commercial land use of the harborfront should also encourage the continuation of the fishing industry while permitting public access to the water's edge.

e. Design and Performance Standards for Commercial Areas

Concern has been expressed regarding the impact of the commercial land use in the City, especially the impact on the health and safety of the residents and the natural and manmade

environment. There is also concern with the effects of traffic generated by commercial land use.

To ensure quality of design of commercial land use and avoid health and safety problems, the City should establish subdivision/site plan performance and design standards. Standards should be developed as permitted by the Municipal Land Use Law and as outlined in the recommendations for amendments to the subdivision and site plan ordinance in Section IV D-5 above. The standards for commercial land use should seek to maintain public health and safety through control on density with establishment of floor area ratios (FAR) for each of the commercial districts, with particular regard to beachfront and harborfront land use. The impact of nonresidential land use on residential land use can be mitigated through sufficient setbacks, with increased setbacks for nonresidential land use adjacent to residential land use or residential districts. Additionally, the City should implement specific buffer and landscaping standards controlling light, noise and glare. Landscaping in addition to street furniture, street lighting and signs will serve to unify new commercial land use along the harborfront and east of Pittsburgh Avenue. The same design standards should apply to redevelopment of commercial land use throughout the City, including the Washington Street Mall, the Washington Commons, and the beachfront. Uniform standards for the design of street furniture, street lighting and signs should maintain

the historic theme of the City. Provisions should be made to accommodate off-street parking for all commercial land use.

F. Recommendations to address Oceanfront and Harborfront Land Use.

1. ESTABLISH A MIXED-USE HARBORFRONT DISTRICT

In order to provide for continued maintenance of and promotion of water dependent economic and recreation land uses along the harborfront, the City should establish a Harborfront District. Because of the population demand for waterfront access, land uses permitted within an urban harborfront district in Cape May should provide a mix of water dependent land uses as permitted in the City's existing MU and C-6 districts. Because, however, of the existence of a large number of multiple family dwellings in the City, particularly at the Harborfront, coupled with the need to encourage single family housing, it is recommended that multi-family housing not be permitted as a use by right in the HD district.\* Because of environmental constraints, development density should be based on the amount of buildable area on the site after deduction of 75% of lands designated wetlands, with wetlands established by the three parameter test utilized by the New Jersey Office of Freshwater Wetlands. The density shall not exceed four (4) dwelling units per acre.

The harborfront district should extend the entire length of the City's harbor to afford the greatest opportunity for

\* Corrected in text November, 89 to correspond with the exact wording of Resolution No.: 89-3-22:1 of March 22, 1989.

use and enjoyment of the harborfront. A comprehensive Harborfront Master Plan and Marina Feasibility Study should be undertaken to delineate the extent of the harborfront district and the exact type and mix of land uses to be permitted in the harborfront district. The New Jersey Department of Environmental Protection, Division of Coastal Resources, administers Coastal Planning Grants through the NOAA Coastal Zone Management Program. The City of Cape May should consider preparing an application for funding a specific harborfront study.

2. MAXIMIZE PUBLIC ACCESS TO OCEANFRONT AND HARBORFRONT AREAS

The City should adopt design standards for waterfront land to promote continued visual and pedestrian access. All public access should: be planned, designed, executed, and maintained on the basis of the following principles of public access:

PUBLIC ACCESS SHOULD:

- (a) Feel public
- (b) Be usable by the greatest number and diversity of people, including the physically handicapped
- (c) Provide, maintain, and enhance visual access
- (d) Enhance and maintain the visual quality of the shoreline
- (e) Connect to public areas or thoroughfares, or to other public access areas
- (f) Take advantage of the waterfront setting

(g) Be compatible with the natural features of the shoreline, the project, and adjacent development.

3. ESTABLISH DESIGN STANDARDS FOR WATERFRONT DEVELOPMENT

Design standards for land use categories should be established in accordance with the following principles:

a. Waterfront Residential Areas

- Provide substantial improved shoreline access or parks adjacent to the waterfront to serve the general public and protect residents.

- Take advantage of the setting, to the maximum extent feasible by permitting clustering by orientation of the project to the waterfront and otherwise providing the residents and public with reminders of the proximity of the waterfront.

- Provide unobtrusive paths, that respect the residents' privacy, to or along the shoreline to encourage passive public use where appropriate as part of individual residences.

- Develop projects with all-weather paths, landscaping, and other improvements that are appropriate for the anticipated demand, and size and location of the project. The public access system should generally provide continuous access along the shoreline with connection to other public areas or streets. Provide public parking if none exists in the area.

- Use elevational changes, planting, fences, and signs to clearly differentiate the public access areas from the private residential areas.

- Where feasible, the use of indigenous vegetation and architectural style conducive to the established character of Cape May should be encouraged.

b. Waterfront Commercial Uses Including Hotels and Motels

- Provide the maximum amount of highly improved public access, because commercial land uses are

capable of exposing large numbers of people to the waterfront and benefit the most from well designed and improved public access areas.

-Provide the maximum amount of waterfront access, unless the overall project design would be improved by reverse orientation inland. Provide for continuous access through the site and provide public areas that are large enough so as not to interfere with commercial operations.

-Take advantage of the waterfront setting by relating the development to the harborfront/beachfront. Locate uses that do not relate to the waterfront well back from the shoreline to minimize adverse impacts.

-Provide public access improvements, such as parking, paved walkways, benches, kiosks, trash containers, landscaping, lighting, restrooms, and drinking fountains, where the costs of the improvements are reasonably related to the private benefits of the shoreline use.

c. Water-Related Recreational and Marina Land Uses

-Provide the greatest amount of improved or natural public access to and along the waterfront shoreline.

-Create some variety in the public access experience by providing pedestrian spaces or nodes, especially in marina projects which are often linear in nature.

-Provide public access for fishing wherever possible on piers and breakwaters.

-Provide public boat launching ramps wherever possible.

d. Other Urban Land Uses in Waterfront Areas

-Set uses that do not relate to the waterfront, including light industrial uses, offices, and parking, well back from the shoreline.

-Provide maximum access along the shoreline and screen the shoreline from incompatible uses.

-Require improvements, such as landscaping, benches and paving, that are appropriate for the anticipated

demand, size and location of the project.

e. Development Adjacent to Wetlands

-Develop or provide public access to wetlands, if appropriate, only in a way that respects the natural values such as passive wetlands parks.

-Provide point access such as spur trails or view areas in places where wildlife is sensitive to human intrusion rather than continuous shoreline paths.

-Provide controls to protect wildlife resources or other features from any access into these areas.

-Provide minimal improvements such as signs which identify the area and interpret the resources.

-Encourage supervised interpretive use of sensitive resource areas. Provide signs to inform and educate the public regarding the importance of wetlands preservation.

-There should be additional parking for marina and boat slips

G. Recommendations to Address Recreation and Open Space

The purpose of these recommendations is to preserve and enhance the City's open space system and upgrade recreational uses to protect Cape May's environmental resources and meet the needs of permanent and seasonal residents.

1. DEVELOP A COMPREHENSIVE OPEN SPACE SYSTEM

Open space in Cape May is focused on the oceanfront while other areas of potential open space including parks and natural lands of the harborfront remain under utilized.

The following recommendations will help develop a

comprehensive open space system as shown on the Conceptual Open Space and Pedestrian System Map.

- a. Expand the oceanfront promenade the entire length of the beach. The City has appropriated funding to extend the promenade beyond its present terminus at Philadelphia Avenue. To enhance the enjoyment of the beachfront promenade, locate open-air pavilions on the promenade to provide shaded seating areas for resting and viewing the ocean. Additional amenities along the promenade could include restrooms and drinking fountains. A second fishing pier or jetty for movement out over the ocean could be established along the beachfront at the eastern end of the promenade.
- b. The City's beachfront promenade could serve as a link within an open space and pedestrian system throughout the City, connecting points of interest and encouraging walking as alternate mode of transportation in the City. The base for the open space and pedestrian system could be the walking and bicycling tours of the City's historic area and downtown mapped by the Chamber of Commerce. To encourage use of the system, it could be identified with signs utilizing the historic theme and

lettering found on the City's street signs. The system could be further identified with a painted line on the sidewalk as with the Freedom Trail in Boston or through use of a different paving material such as brick. Maps showing the expanded system in the City could be prepared and distributed in cooperation with the Chamber of Commerce. Because Cape May is generally an urban community rich in historic character, the open space and pedestrian system would not be a green space system as in suburban communities. Rather, the system could link the various points of interest of the City's man-made and natural environments including the historic areas, the downtown, the beachfront, the harborfront, the William Moore Park and residential neighborhoods.

- c. Provide pedestrian access to the harborfront, maintaining views and providing shaded seating with open air pavilions along the harborfront. The harborfront could serve as another link in an open space/pedestrian system running throughout the City. Provision for a fishing pier should be made along the harborfront, with a bulkhead possibly serving as the fishing pier.

d. Protect natural open spaces and environmentally sensitive lands by developing ordinances that address development adjacent to wetland areas. Ordinances would require a buffer area to protect natural areas which are not protected by Wetlands legislation, yet are important to Cape May because of their vegetation, wildlife habitat, scenic views, and protect water quality. Public access to wetlands could be provided in appropriate areas and could be a link in the open space/pedestrian system.

2. UPGRADE AND REDESIGN WILLIAM MOORE TENNIS CENTER & MADISON AVENUE PARK

The centrally located William Moore Tennis Center and Madison Avenue Park, located at the Physick Estate and the surrounding municipal land is under utilized possibly due to underdevelopment of the site and lack of diversity. The park should be upgraded and redesigned to create a visual amenity and a more usable City park. Additional recreational uses for the park should be considered to complement the City's existing recreational facilities and satisfy residents' diverse recreational needs. Uses to consider at the Madison Avenue Park include: trails and picnic groves. The park could be a link within an open space and pedestrian system through the City as shown on the Conceptual Open Space and

Pedestrian System Map. Additional upgrading of the park should include a parking lot which could also be used as a satellite parking lot and shuttle stop in the transportation network. Plantings should be provided to shade parking areas, serve as passive recreation areas, and to screen neighboring land uses where appropriate.

H. Recommendations to Address Environmental Protection

The purpose of the environmental recommendations is to distinguish between those portions of the City which are highly sensitive to disturbance and those areas where development is least likely to degrade the environment. Environmental information, when coupled with other social and economic data, provide a sound basis for land use decisions in the City of Cape May.

1. AUTHORIZE THE PREPARATION OF A NATURAL RESOURCE INVENTORY TO GUIDE DEVELOPMENT DECISIONS AND REQUIRE DEVELOPERS TO SUBMIT ENVIRONMENTAL IMPACT STATEMENTS
  - a. To address the objectives of conservation and protection of environmentally sensitive resources, it is recommended that the City prepare a comprehensive Natural Resource Inventory. Upon completion of the natural resource inventory, the Planning Board and Zoning Board of Adjustment should make available to the Environmental Commission a copy of every development application submitted

to either board for the Environmental Commission's review and comment. This will enable the Environmental Commission to collaborate with the Planning and Zoning Boards in their duties.

- b. An Environmental Impact Statement should be completed as a condition of preliminary subdivision/site plan approval. Modifications or waivers can be granted by the reviewing board where appropriate. Environmental Impact Statements should consist of an inventory of existing environmental conditions at the project site and in the affected region which should describe: geology, aquifers, hydrology, depth of seasonal high water table, storm water runoff, soils, potential soil loss, soil nutrient retention, vegetation, wetland and coastal vegetation, recreation value of vegetation, historic value, scenic features, wildlife high value areas, rare and beneficial species of wildlife, water quality, and air quality. Also, the Environmental Impact Statement should describe specific plans proposed by the subdivider or developer to alter, preserve, or enhance and mitigate or minimize adverse impacts on the natural and

manmade features of the land within the proposed subdivision or site plan.

2. AMEND LAND DEVELOPMENT ORDINANCE TO INCLUDE DEVELOPMENT CRITERIA FOR ENVIRONMENTAL PROTECTION

The land development ordinance should contain the following provisions:

a. It is recommended that the City's subdivision and site plan ordinance include provisions ensuring:

- (1) Regulation of land designated as subject to flooding to avoid danger to life or property.
- (2) Protection and conservation of soils from erosion by wind or water or from excavation or grading.
- (3) A landscaping plan requiring adequate shade trees and indicating the other landscaping to be installed, showing the size and species of shrubs to be planted.
- (4) Standards encouraging and promoting flexibility, and economy in layout and design through the use of residential cluster;
- (5) Standards encouraging and promoting flexibility, economy and environmental soundness in layout and design;
- (6) Preservation of existing natural resources on the site;
- (7) Screening, landscaping and location of structures.

b. It is recommended that the Zoning Ordinance be amended to accomplish the following:

- (1) Regulate the bulk, height, number of stories, orientation, and size of buildings and other structures; the percentage of lot or development area that

may be occupied by structures; lot sizes and dimensions; floor area ratios and other ratios governing the intensity of land use and the provision of adequate light and air, including, but not limited to the potential for preservation of scenic features and views, sheds and vistas.

- (2) Establish, for particular uses or classes of uses, reasonable standards of performance and standards for the provision of adequate physical improvements as a measure to preserve and protect the physical and manmade environments;
- (3) Designate and regulate areas subject to flooding;
- (4) Designate historic sites or historic districts, regulate them and provide design criteria and guidelines for this regulation.

3. UPHOLD AND COMPLY WITH ALL MANDATED ELEMENTS OF THE NEW JERSEY FRESHWATER WETLANDS ACT

On July 1, 1988, The Freshwater Wetlands Act became effective. The purpose of the Act is to create a freshwater wetlands permitting process which will lead to delegation of the US Army Corps of Engineer's responsibilities for permitting in freshwater wetlands. This statute parallels the Federal Permit program with respect to most of its significant provisions, including requirement for Nationwide Permits, but goes beyond the Federal Program in that it provides for the regulation of buffer areas which can extend as much as 150 feet from a wetland.

The Freshwater Wetland Act regulates almost all activities in freshwater wetlands, including the removal, excavation or disturbance of soil, the drainage or disturbance of the water level or water table, the destruction of plant life, including the cutting of trees, which would alter the character of a wetland. It is recommended that all mandated elements of the Freshwater Wetlands Act should be upheld and complied with by the City of Cape May.

SECTION 1 entitled: "Recommendations to Address Historic Preservation Goals and Objectives" has been deleted from the text to correspond with the exact language of RESOLUTION NO. :89-3-22:1 March 22, 1989.

PAGE 59 OF THE TEXT IS HELD AS A BLANK PAGE DUE TO THE  
ELIMINATION OF SECTION IV. 1 "Recommendations to Address  
Historic Preservation Goals and Objectives" pursuant to  
Resolution NO.:89-3-22:1 March 22, 1989.

## V. PROPOSED REVISIONS TO LAND USE PLAN

The existing zone districts of the City of Cape May are listed in Column A below. Column B shows the zoning changes which have been recommended in Section IV of the Master Plan:

### A. Existing Zone Districts

R-1 - Low Density Residential  
R-2 - Low-Medium Density Residential  
R-3 - Medium Density Residential  
R-4 - Modified Medium Density Residential  
PD - Planned Development  
R-S - Residential Seasonal  
C-1 - Primary Business  
C-2 - Beach Business  
C-3 - Hotel-Motel  
C-4 - Neighborhood Business  
C-5 - Service Business-light Indus.  
C-6 - Marina  
MU - Mixed Use  
S-1 - Beach Strand  
S-2 - Dune Stabilization  
G-1 - Government

### B. Proposed Zone Districts

R-1 - Low Density Residential  
R-2 - Low-Medium Density Residential  
R-3 - Medium Density Residential  
R-4 - Modified Medium Density Residential  
R-C - Residential Cluster  
R-S - Residential Seasonal  
C-1 - Primary Business  
C-2 - Beach Business  
C-3 - Hotel-Motel  
N-C - Neighborhood Commercial  
C-5 - Service Business Light Indust.  
HD - Harbor District  
PW - Preserved Wetlands  
S-1 - Beach Strand  
S-2 - Dune Stabilization  
G-1 - Government

According to the recommendations of the Master Plan, several of the City of Cape May's commercial zone districts are consolidated to prevent further infringement of commercial land uses into residential areas. Other changes include the elimination of the Planned Development Zone and its replacement with a zone designed for residential cluster development. The following describes the purpose and location of the proposed districts.

A. R-1 Low Density Residential

The R-1 district permits the development of single family detached dwellings with a minimum lot area of 9,375 square feet. The R-1 zone is located in the area of the City bounded by Michigan, Madison, Cape May, Pittsburgh and Philadelphia.

No changes in land use or boundaries are recommended for the R-1 district.

B. R-2 Low-Medium Density Residential

Single family detached are permitted in the R-2 district in addition to conversion of historic structures. Minimum lot size in the R-2 district is 7,500 square feet. As shown on the Existing Zoning Map, the R-2 district is located in three areas of the City. On the east side of the City, the R-2 district is bounded by Madison, New Jersey, Pittsburgh and Idaho. On the west side of the City, the R-2 district is generally bounded by North, West Perry and the City's boundary with Lower Township. On the north side of the City the R-2

district is generally located north of Michigan to the wetlands associated with Cape Island Creek and between Madison and Sidney. As shown on the Proposed Land Use Map, there are no changes in the boundaries of the R-2 district. There are no changes recommended for permitted land use in the R-2 district.

C. R-3 Medium Density Residential

Primary residential uses permitted in the R-3 district includes multiple dwellings on minimum lots of 12,500 square feet, quads on minimum lots of 11,250 square feet, single family attached dwellings on minimum lots of 5,000 square feet, single family detached dwellings on minimum lots of 6,250 square feet, tourist and guest houses on minimum 10,000 square foot lots, two family detached dwellings on minimum lots of 7,500 square feet and conversion of historic structures on minimum lots of 7,500 square feet.

As shown on the Existing Zoning Map the R-3 district is located in two areas of the City. On the east side of the City, the R-3 district is bounded by Pennsylvania, Cape May, Pittsburgh and Baltimore. In the north central part of the City, the R-3 district is generally bounded by Madison, Kearney, Jefferson, Washington, Franklin, Broad, Bank and the wetlands associated with Cape Island Creek. There are no changes of uses recommended for the R-3 district.

D. R-4 Modified Medium Density Residential District

The primary residential uses permitted in the R-4 district include single family attached dwellings on 5,000 square feet lots, single family detached dwellings on 6,250 square feet lots and single family quads on 11,250 square foot dwelling lots. The R-4 district is located west of Pittsburgh to Philadelphia between Wisconsin and Ohio. No changes in permitted use or the boundaries of the area are recommended.

E. R-C Residential Cluster

The R-C district is a new district proposed for lands east of Pittsburgh extending to the Coast Guard base bound by New Jersey and Pennsylvania, previously zoned R-1/PD. Principal use of buildings and lands proposed for the RC district is single family detached. Clustering should be mandatory because of extensive wetlands. Maximum density should be four units per acre as the existing R-1 district with a minimum open space of 40 percent open space as required in the R-1/PE district. Density of the district is based upon net buildable land area left after subtraction of 75 percent of land designated wetlands. Non-residential land use is not permitted in the R-C district.

F. R-S Residential Seasonal

Permitted uses by right in the R-S district include tourist and guest houses on minimum 10,000 square foot lots,

conversion of historic structures on minimum 7,500 square foot lots, multiple dwellings on minimum 12,500 square foot lots, single family attached dwellings on minimum 5,000 square foot lots, single family detached dwellings on minimum 6,250 square foot lots and two family detached on minimum 7,500 square foot lots. As shown on the Proposed Land Use Map, the boundaries of the R-S district have not changed. Uses permitted in the R-S district remain the same.

Minimum lot size for non-residential land use is 2,500 square feet. Minimum lot size for hotels and motels should be changed from 2,500 square feet to 10,000 square feet, the same as for tourist and guest houses, a similar land use.

G. C-1 Primary Business

The purpose of the C-1 district is to provide primary services to the City's tourist industry. The C-1 district, as shown on the Proposed Land Use Map, includes the Washington Street Mall. A change in the C-1 district boundary is recommended with the expansion of the C-1 district to include the west side of Perry Street similar to the boundary on the east side. Recommended land use in the C-1 district includes apartments above commercial uses, art, crafts, fine arts and other studios for training, auto rental offices, bicycle rental, clubs, lodges and fraternal organizations, drinking establishments licensed for on-premises consumption, including

those having outdoor tables, providing outdoor tables are portable and within ten (10) feet of principal building, drive-in with window or curb service are not permitted, financial institutions, art galleries, public parking lot or garage, retail sale of goods or prepared food, shopping center, taxi stations, theaters, excluding drive-in and churches or similar places of worship. Minimum lot size of 1,500 square feet remains in the C-1 district.

H. C-2 Beach Business

The C-2 is an existing district located adjacent to the Washington Street Mall along Beach Avenue to Congress Place between Perry and halfway between Howard and Jefferson.

Apartments above commercial uses, art, and other studios for teaching, bicycle rental, professional offices, commercial recreation, drinking establishments, eating establishments except drive-ins, hotels and motels, libraries, art galleries, museums, personal services, public parking lot or garage, retail sale of goods or food, taxi stations and travel agency. Minimum lot size for use in the C-2 district is 2,500 square feet. No changes in use or location of the C-2 district are proposed.

I. C-3 Hotel - Motel

The C-3 district ~~is~~ located in two areas of the City along Beach Avenue. No changes are proposed in the boundaries of the C-3 district. Uses permitted in the C-3 district include: bicycle rental, professional offices, clubs, subject to conversion of historic structures, eating establishments, hotels and motels, multiple dwellings, public parking lot or garage, quads, single family attached dwellings, single family detached dwellings, tourist/guest houses and two family detached dwellings.

J. C-5 Service Business - Light Industry

The C-5 district is maintained adjacent to Elmira and Cape Island Creek in recognition of existing light industrial land use. Permitted uses and bulk regulations for the district are unchanged. The C-5 district is eliminated north of Cape Island Creek.

K. N-C Neighborhood Commercial

The NC district is a new district proposed in the City. The purpose of the district is to provide City residents with services in convenient and accessible locations. As shown on the Proposed Land Use Map, the NC district is located in two areas of the City including along the west side of Bank Street now designated C-5 and the area fronting the west side of Texas. Permitted use of buildings and lands in the NC district are generally the same as those permitted in the C-4 district, including business, administrative and professional offices, eating establishments, excluding drive-ins with curb service; shops that provide sidewalk service or other business engaged in the sale of food, drink, ice cream, and similar confections sold for consumption outside of the building, financial institutions, neighborhood shopping centers, personal services, public parking lot or garage, retail sales of goods or prepared foods and small appliance repair shops. Residential dwellings are not a permitted use in the NC district.

L. HD - Harbor District

The HD district includes all lands fronting the City's harbor now zoned MU and C-6. These two zone designations are eliminated. The HD district also includes those lands between the harbor and Pittsburgh and Delaware now designated R-1/PD. Uses permitted in the HD district include the uses permitted in the C-6 and MU districts. In recognition of the single family character of the City and because of the proliferation of multiple dwellings in the harbor area and the need to preserve pedestrian and visual access to the water, multiple dwellings are not permitted in the HD district.

M. PW - Preserved Wetlands

In recognition of the importance of preserving undeveloped wetlands, areas along the Cape Island Creek are designated PW as shown on the Proposed Land Use Map. Areas designated PW include portions of lands zoned R-2, R-3 and C-5. The C-5 designation is eliminated. Land use permitted in the PW zone is limited to single family dwellings and municipal uses. Minimum lot size for single family use is 3.2 acres. (140,000 square feet).

N. S-1 Beach Strand and S-2 Dune Stabilization

It is the intent of the S-1 and S-2 districts to protect the City's important beach resources from development and use that is inconsistent with their natural character or which could have an adverse impact on them. No change in use is recommended for the S-1 and S-2 districts. As shown on the Proposed Land Use Map, the boundary of the S-2 district is redrawn to include the lands now zoned R1/PD, west of Second.

O. G-1 - Government District

Land in the G-1 district is controlled by the Federal Government or the City. In addition to lands now designated G-1, a new land area proposed to be designated G-1 includes a portion of the land north of the Cape Island Creek as shown on the Proposed Land Use Map where the City's recycling center is located.

## VI. LAND USE COMPATIBILITY WITH ADJACENT MUNICIPALITIES

In order to facilitate the process of regional planning, it is the intent of this Master Plan to address the issue of compatibility of the City of Cape May's land uses with land uses in adjacent municipalities.

The western-most portion of the City consists of a dune stabilization district, which is compatible with the adjacent conservation district in Lower Township. The northern area of the City which is currently zoned Neighborhood Business abuts a Light Industrial/Business District in West Cape May. The City's northern residential and harbor districts have land uses compatible with the adjacent portions of Lower Township, which have single family residential and "Marine, General Business" designations.

The land use designations proposed by the Master Plan are also compatible with the Cape May County Comprehensive Plan. The County Plan recommends that all development in the County retain the character of the area, provide good design principles and avoid undesirable strip commercial development, as similarly recommended by this Master Plan Update. Additionally, the County Plan recommends that development of the water's edge be limited to uses which are water dependent and that public access be provided as recommended in this Master Plan.

## VII. RECYCLING ELEMENT

N.J.S.A. 40:55D-28 requires that a Municipal Master Plan include a recycling plan element which incorporates the State Recycling Plan goals, including provisions for the collection, disposition and recycling of recyclable materials designated in the municipal recycling ordinance, and for the collection, disposition and recycling of recyclable materials within development proposals for the construction of 50 or more units of single-family residential housing or 25 or more units of multi-family residential housing and any commercial or industrial development proposal for the utilization of 1,000 square feet or more of land.

The City of Cape May has instituted a recycling program to conserve natural resources, reduce expensive and wasteful landfilling, and recover the cash value of reusable materials. Materials recycled by the City include mixed paper, mixed glass and cans and vegetative wastes including grass, leaves, brush, shrubbery and tree branches. Collection of recyclables by the City includes curbside pick-up and central drop-off. Curbside pick-up of recyclables involves once a week, year-around pick-up except of vegetative wastes, which are picked up only during spring and fall. Central drop-off involves allowing people to drop-off recyclable materials at their convenience.

The importance of recycling is recognized by the City. The reduction of the amount of solid waste and conservation of

recyclable materials is important for the public health, safety and general welfare of the residents of Cape May. The recycling of solid waste materials will reduce the quantity and volume of solid waste for disposal at landfills, prolong and extend the capacities of landfills, reduce the cost and expense of solid waste disposal, promote the protection of the environment and contribute to the conservation of natural resources.

It is recommended, in support of the City's recycling efforts and in conformance with N.J.S.A. 40:55D-28, that Cape May include a recycling ordinance within the Land Development Ordinance. The site plan/subdivision recycling ordinance should provide the recycling of those materials collected by the City. Collection of recyclables as designated in the site plan/subdivision ordinance can be by the City and incorporated within the City's recycling pick-up schedule. Site plan/subdivision reviews should address the following regarding recyclables:

1. What materials will be collected?
2. Where will materials be stored?
3. Where will materials be picked up?
4. Who will pick up the materials?
5. How often will the materials be picked up?

## IX. CONCLUSION

The Municipal Land Use Law requires that a Municipality's Master Plan and regulatory ordinances be reviewed by the Planning Board at least every six years to determine whether the Land Use Element and the Land Development Ordinance for the Master Plan are achieving their intended purposes. The existing Land Use Element for the Master Plan was adopted in 1978 with an update and partial revision in 1984.

This document incorporates the 1984 document into a comprehensive re-examination of land use policies for the municipality on a whole and describes a newly revised set of goals and objectives.

In order to preserve the City's natural and built environment and maintain its quality of life, this document emphasizes the importance of comprehensive planning and establishes varying levels of suitability for land use throughout the City.

The Master Plan recommends land use management techniques and suggests a consolidation of commercial land uses to prevent further commercial infringement upon residential areas.

This Master Plan recommends land use control techniques and further the plan indicates a consolidation of commercial land uses for the purposes of creating a manageable method for controlling commercial uses from infringing upon residential neighborhoods.

A Housing Element and Fair Share Plan have been adopted as required by the Fair Housing Act that the City complies with the

State of New Jersey's Mount Laurel II mandate.

It is recommended that consideration should be given to preparation of a Harborfront Master Plan for the purpose of protecting and enhancing the harborfront.

Recommended policies and development guidelines are presented in this Master Plan and its supportive planning documents. These ideas will be implemented through incorporation of standards into the Land Development Ordinance. The process of planning for the protection and the quality of the City is a dynamic process involving the active participation of the citizenry, and elected and appointed officials, and knowledgeable professionals. Through this planning process, the citizens of the City will continue to enjoy the quality of life inherent to Cape May.

## IX. RESOURCES

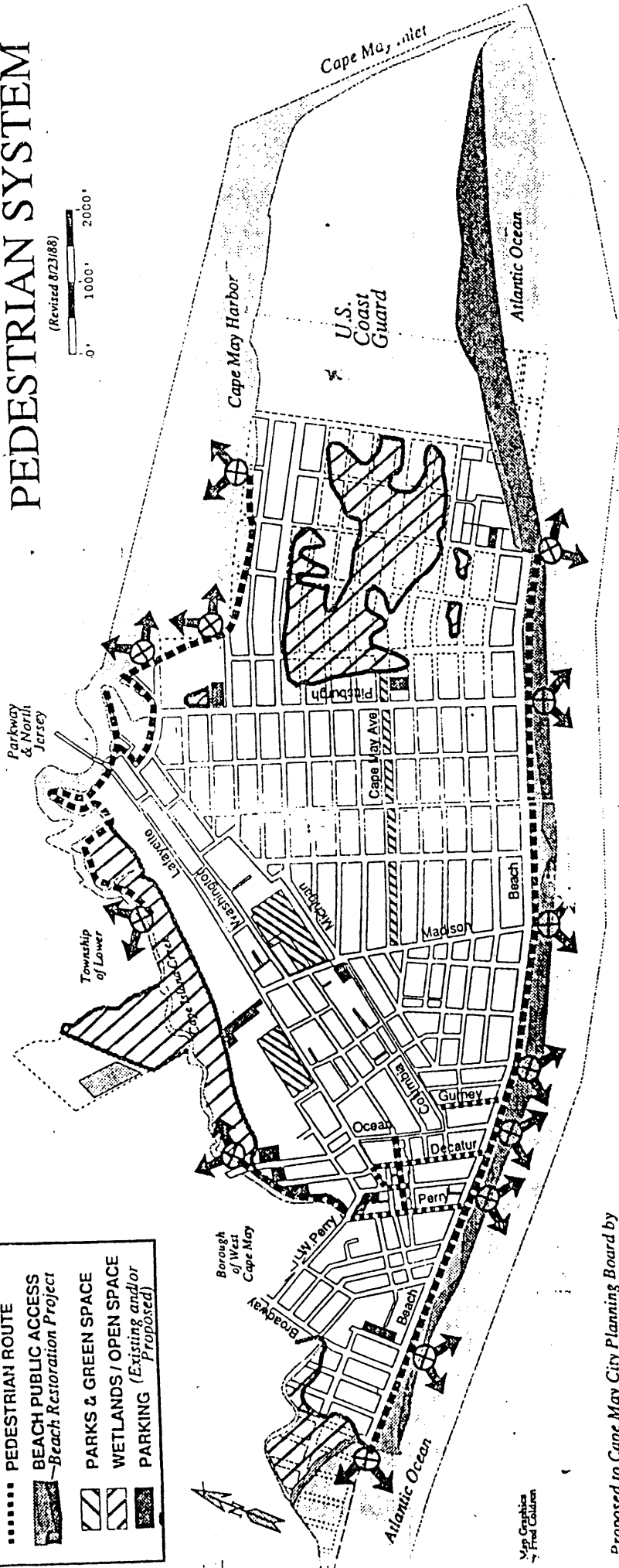
Cape May Master Plan - 1984-1985 Update, November 1984  
Traffic and Parking Study, Cape May, New Jersey - March 1987  
Cape May Master Plan Proposals, August 1978  
City of Cape May, Master Plan Interim Historic Preservation  
Plan Element, May 1987  
Cape May County Comprehensive Plan, Cape May  
County Planning Board, December 1985  
Revised General Ordinances, of the City of Cape May, March 1988  
Pre-application - Green Acres Program Assistance  
Acquisition Project, March 1986  
U.S.G.S. Quadrangles  
Department of Interior, Wetlands Map  
Cape May County Soil Conservation Survey

# City of Cape May CONCEPTUAL OPEN SPACE & PEDESTRIAN SYSTEM

(Revised 8/23/88)



CONCEPTUAL OPEN SPACE PEDESTRIAN SYSTEM	
	VIEWS TO ENHANCE
	PAVILION / BENCHES
	PEDESTRIAN ZONE
	PEDESTRIAN ROUTE
	BEACH PUBLIC ACCESS <i>-Beach Restoration Project</i>
	PARKS & GREEN SPACE
	WETLANDS / OPEN SPACE
	PARKING ( <i>Existing and/or Proposed</i> )

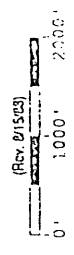


Map Graphics  
by  
Fred Colburn

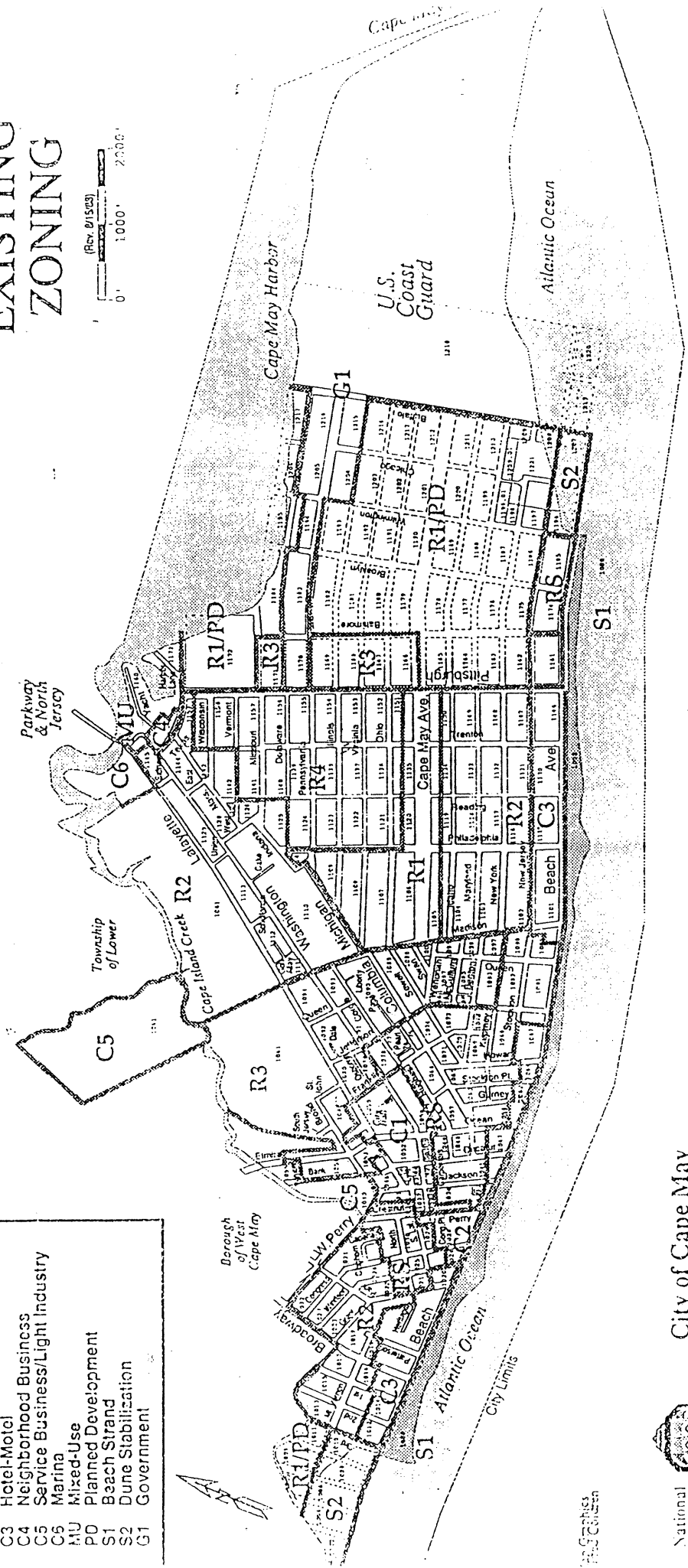
Proposed to Cape May City Planning Board by  
 Thos. J. SCANGARELLO AND ASSOCIATES, P.A.  
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 150 HAWKELIN ROAD  
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 609/654-1120  
 Professional Planners - Civil Engineers  
 Landscape Architects - Environmental Consultants



# City of Cape May EXISTING ZONING



EXISTING ZONING DISTRICTS	
R1	Low Density Residential
R2	Low-Medium Density Residential
R3	Medium Density Residential
R4	Modified Medium Density Residential
RS	Residential - Seasonal
C1	Primary Business
C2	Beach Business
C3	Hotel-Motel
C4	Neighborhood Business
C5	Service Business/Light Industry
C6	Marina
MU	Mixed-Use
PD	Planned Development
S1	Beach Strand
S2	Dune Stabilization
G1	Government



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