

MASTER PLAN

BOROUGH OF BAY HEAD

OCEAN COUNTY, NEW JERSEY

MASTER PLAN

BACKGROUND STUDIES AND PLAN ELEMENTS

Borough of Bay Head
Ocean County, NJ

Adopted by the Bay Head Planning Board July 11, 1990

Prepared by:

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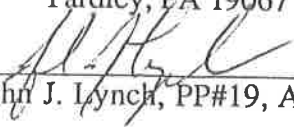

John J. Lynch, PP#19, AICP

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Adjoining Municipalities: Bay Head is adjoined by three municipalities, Point Pleasant Beach, Point Pleasant Borough and Mantoloking. The following sections describe the planning and zoning policies in the adjoining areas of those municipalities, which are shown in mapped form on the accompanying map on the following page.

Point Pleasant Beach: About half of the northerly boundary of Bay Head is adjoined by Point Pleasant Beach. The Planning Board has recently adopted an updated Master Plan, and in that Plan it calls for single family residential development in the nearby areas along the Route 35 corridor, with a lot size of 5,000 square feet. Extending from this single family area to the railroad is multifamily zoning, which reflects an existing multifamily residential development. To the west of the railroad, an area which was formerly in multifamily zoning has been recommended for rezoning to single family residential in the Master Plan.

Point Pleasant Borough: There are many different zoning districts adjoining Bay Head. On the northerly side of the borough there is a small lot single family residential zone, which is compatible with the zoning along Osborne Avenue in Bay Head. Along Bay Avenue north of Park Avenue, the zoning calls for a mix of one and two family dwellings with offices permitted. While this is a more intensive use than that found along corresponding sections of Bay Head, the zoning is responsive to the existing land use pattern, and Point Pleasant is aware of the potential impact of incompatible commercial development not only on the nearby properties in Bay Head but in the adjoining residential neighborhoods in Point Pleasant, as well. At the intersection of Bridge and Bay Avenues, the commercial zone in Point Pleasant adjoins residential zoning and land uses in Bay Head creating a land use compatibility problem, but the zoning at this point is in recognition of an existing development pattern. The remaining common boundary along Bridge Avenue is zoned for small lot single family residential. Along West Lake and the remaining boundary area, the adjoining zoning is waterfront commercial and residential multifamily in an area which adjoins a marine commercial district and some single family zoning in Bay Head. As with most of the other boundary areas, the zoning is in recognition of an existing development pattern.

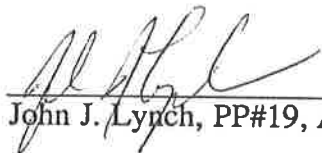
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INTRODUCTION

The Borough of Bay Head has authorized the update of its Master Plan. It was last updated in the late 1970's with an adoption date of September, 1980. The studies contained in this section of the Master Plan update provide background information to assist the Planning Board in reevaluating its planning policies and conclusions.

The scope of the studies covered within this section of the Master Plan include a regional analysis, existing land use, natural features, demographics, community facilities, historic characteristics, conservation and recreation, and traffic. The recommendations for local policy are contained within the Master Plan elements set forth in the second part of the Master Plan update.

REGIONAL ANALYSIS

The Municipal Land Use Law (MLUL) requires all municipalities to consider the plans of adjoining municipalities, the county and the state. This section provides information on the regional planning setting of Bay Head. When planning conclusions are drawn as a part of the Master Plan elements, appropriate comparisons will be drawn with the regional entities covered in this background study.

Mantoloking: The adjoining zoning in Mantoloking calls for 7,000 square foot single family residential west of Route 35 and 13,500 square feet between Route 35 and the ocean. The corresponding areas of Bay Head are zoned for R-50 and R-100, with the R-100 zone not only found along the beachfront but also along Barnegat Bay.

Ocean County: The Ocean County Planning Board is involved in the cross-acceptance phase of the Preliminary State Development and Redevelopment Plan. During this phase, the County Planning Board is to convey to the State Planning Commission its position on matters covered in the Preliminary State Plan. No definitive position on planning issues by the County can be assumed until completion of the cross-acceptance process.

The County Engineering Department has no road upgrading proposals for the borough, except that it proposes to make Bay Avenue 46 feet in pavement width from Bridge Avenue to Route 88. This would provide for two moving lanes of traffic and two full paved shoulders. No widening or other modification is proposed for Bridge Avenue through the borough.

State of New Jersey: The State Planning Commission is in the process of considering adoption of the State Plan referred to in the preceding section. Adoption is not expected prior to 1991, so the content of the State Plan cannot be considered in this Master Plan, but will be covered in the next update.

One significant issue which is involved in the State planning process is the identification of environmentally sensitive areas which are of statewide importance. This includes certain wetlands areas which were identified and forwarded to the County Planning Board in 1989. Recent information received from the Environmental Commission of the borough may suggest a modification in that earlier submission as it pertains to an area of wetlands on the property of the municipal garage. This is covered in greater detail in the section on Natural Features.

EXISTING LAND USE






The existing land use pattern, in a developed community such as Bay Head, serves as the foundation for zoning. The Municipal Land Use Law requires municipalities to consider the character of a district in drafting its zoning regulations, so a thorough understanding of the pattern of existing development is helpful in establishing effective zoning measures.

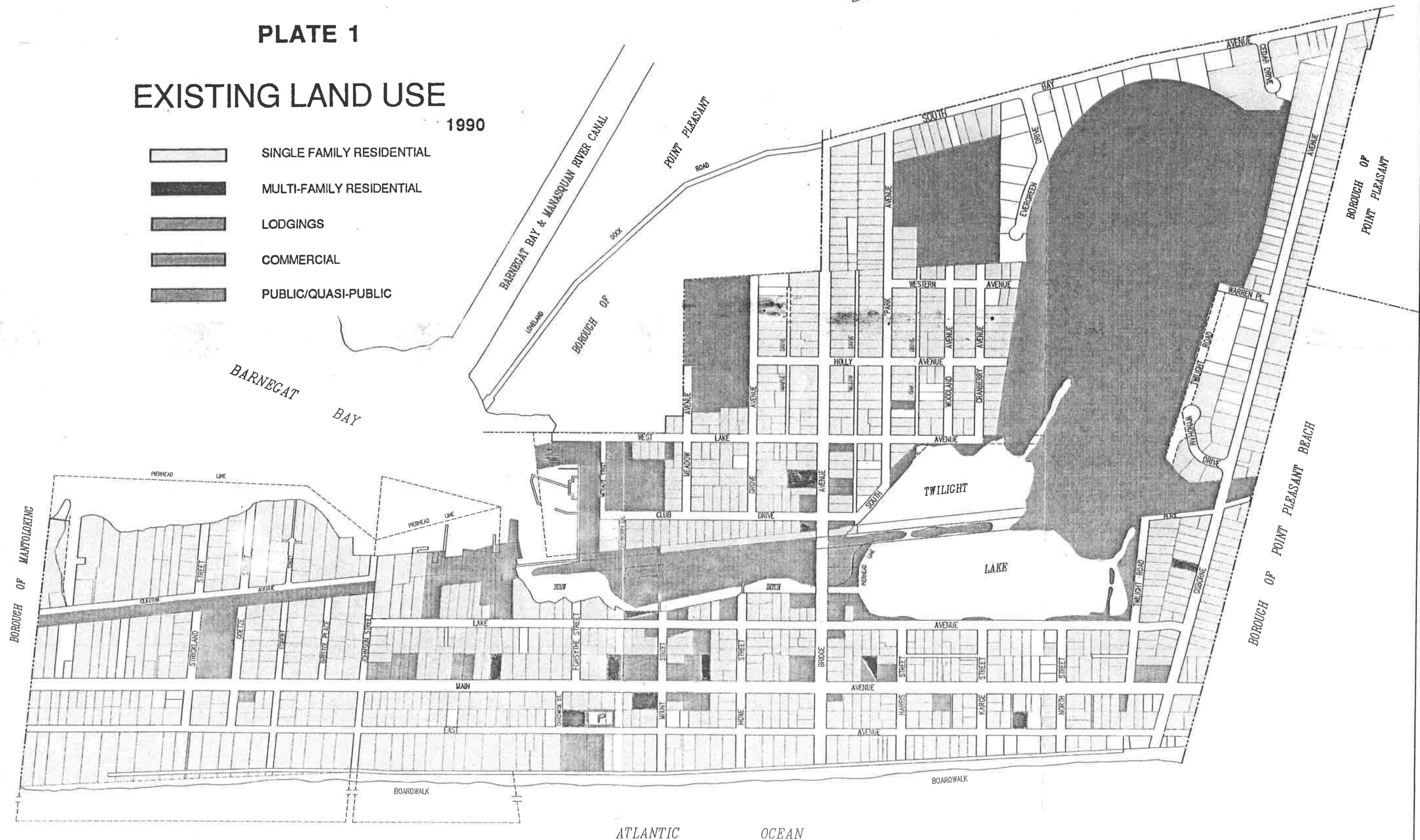
BOROUGH OF BAY HEAD
OCEAN COUNTY, NEW JERSEY

PLATE 1

EXISTING LAND USE

1990

-  SINGLE FAMILY RESIDENTIAL
-  MULTI-FAMILY RESIDENTIAL
-  LODGINGS
-  COMMERCIAL
-  PUBLIC/QUASI-PUBLIC



This study provides a review of the range of land uses found in the borough and discusses the development pattern.

EXISTING LAND USE TABULATION February, 1990

	<u>Acres</u>	<u>% of Total</u>
Single Family Residential	157	40.9
Multi-Family Residential	2	0.5
Commercial	13	3.4
Public/Quasi-Public	89	23.2
Lodging	2	0.5
Beach/Boardwalk	10	2.6
Water	38	9.9
Roads	59	15.4
Vacant	<u>14</u>	<u>3.6</u>
	384	100.0

Source: Based on February, 1990 Field Survey by Queale and Lynch, Inc. and Bay Head Tax Assessment Records.

Residential: The dominant land use in the borough is single family residences. They are found throughout the borough and account for 40.9% of the borough's total area of 384 acres, as shown on the accompanying table entitled Existing Land Use Tabulation. While the borough has a large number of seasonal dwellings, the population study conducted as a part of this Master Plan update shows that in 1980, 565 dwellings were considered to be "year-round" as compared with a total housing stock of 935 units. A review of the demographics of the borough is covered elsewhere in this update of the Master Plan.

An issue which can arise in a community such as Bay Head is the potential for population increase through the conversion of seasonal dwellings to year-round occupancy. There is some evidence that this is occurring, and this will also be covered in the section on demographics, but the 1990 Census will reveal the extent to which population growth in the borough is a result of conversions to year-round occupancy and how much is related to new construction.

Population growth without new construction can mean additional demands on borough services without an increase in ratables, so it is important to monitor this aspect of development.

While there is a predominant lot size pattern of 5,000 square feet for single family homes, there is a general pattern of larger lot sizes along the beachfront and on the properties which overlook Barnegat Bay. The existing zoning map reflects this development pattern by providing for larger lots in the bay and oceanfront areas of the borough.

Lodgings: Shown on the map of existing land use are properties which are dedicated primarily to seasonal occupancy as rooming houses or bed and breakfast lodgings. They are found on only ten parcels in the borough, most of which are located along Route 35.

This is a special kind of land use often found in a resort area. There is a higher intensity of land use associated with these facilities as compared with single family dwellings, and as such it is appropriate to consider this type of use separately from single family homes. At present, the borough provides a zoning district for lodgings. It is called a Rooming House - Hotel Zone. While separate zoning has been provided for this use, it represents less than one percent of the total land area of the borough, as shown on the Existing Land Use Tabulation.

Multifamily Residential: As with the rooming houses and bed and breakfast lodgings, multifamily dwellings are found in only scattered locations in the borough in the Route 35 corridor, accounting for less than one percent of the total area of the borough. For purposes of this study, multifamily is defined as including more than one dwelling unit in a building. By using this definition, comparisons can be drawn with published U.S. Census data. Nine lots fully devoted to this use are shown in the multifamily category and most of them are found between Johnson Street and Howe Street. Three additional locations are shown where there are multiple units above commercial establishments. Together, the twelve locations account for 52 dwelling units. The 1980 Census indicates that a total of 54 year round housing units are located at addresses where there are two or more dwellings, so there is only a minor conflict in these findings, some of which could be based on the fact that the housing count in the Census is based on a sampling rather than on a complete survey.

Multifamily zoning is not provided for in the zoning ordinance, and based on the character of established development in the borough, there appears to be no need to establish zoning districts for this use, absent any considerations of municipal fair share obligations to provide for low and moderate income housing under the Fair Housing Act.

Commercial: There are two commercial districts in the borough, one located on Bridge Avenue and the other at Mount Street. Scattered commercial uses are found in other locations, including some marine commercial uses. In evaluating the appropriateness of district boundary lines as a part of the Land Use Plan update, consideration will be given to the reasonableness of the zone boundary lines for commercial development. Considering all commercial uses in the borough, both within and outside of commercial districts, they account for 3.4% of the area of the borough. The largest identified commercial uses are Dale's Yacht Basin and the Bay Head Yacht Club, which fall in the marine commercial category. The uses within the B-1 zone provide both neighborhood commercial and general retail facilities. The commercial and office uses which lie outside the business zones have been established over a long period of time and are in scattered locations which do not appear to lend themselves to incorporation within a business zone.

Public and Quasi-Public: This category includes state and borough lands as well as houses of worship. The largest land use in this category is the New Jersey Transit rail facility. Also included are borough parks, the municipal garage site, borough hall, the fire house, a water tower on Lake Avenue, borough-owned vacant lands in the vicinity of Twilight Lake, and an old State of New Jersey right-of-way which is found in the southerly part of the borough parallel to and adjoining Clayton Avenue.

The combined land area in this use category accounts for 89 acres or 23.3% of the area of the borough. It represents the second largest use category behind single family dwellings, but the high ratio of public land is directly related to the New Jersey Transit facility, which accounts for over two-thirds of the land in this category.

Other Use Categories: Of the remaining use categories shown on the Existing Land Use Tabulation, Roads account for the largest area, occupying 59 acres, or 15.4% of the area of the borough. The next largest category is Water, which accounts for 38 acres and 9.9% of the borough, with water surface in Twilight Lake and a portion of Barnegat Bay accounting for this acreage. Vacant lands account for 14 acres or 3.6% of the area of Bay Head, with vacant lands primarily found in scattered locations. The largest concentration

of vacant lots is in the recently subdivided parcel found along Bay Avenue and adjoining the New Jersey Transit lands. The beach and mapped boardwalk lands account for about 10 acres and 2.6% of the area of the borough.

ZONING CONFORMITY

In order to determine the appropriateness of the basic bulk requirements of the zoning ordinance, each lot in the borough was reviewed to determine its zoning conformity, giving specific consideration to lot area and lot frontage standards. The results have been mapped and are shown on a display map prepared for use at Planning Board work sessions on the Master Plan update. The two features of lot frontage and lot area were selected for review because they represent the basic zoning parameters for development in each of the districts in the borough. If the character of the district is consistent with the lot size requirements of the zoning ordinance, then one of the tests called for under the Municipal Land Use Law for zoning appropriateness will have been met. The other basic test relates to the land use itself.

With the exception of the R-100 single family residential district, all zones in the borough have a 5,000 square foot lot area requirement, and with the exception of the Marine Commercial district, they all require a lot width of 50 feet. The R-100 district has a lot width requirement of 100 feet and a lot area minimum of 10,000 square feet.

The R-100 district is found in three locations: along the beachfront, on the bayfront west of Clayton Avenue, and in the vicinity of the New Jersey Transit railroad loop. Most of the lots along the beachfront meet the lot area standards of this district, but north of Johnson Street, many of the lots do not meet the lot frontage requirements. The issue of the appropriateness of bulk standards and lot size requirements will be addressed in detail in the Land Use Plan element of the Master Plan.

The R-100 on Clayton Avenue shows that most of the lots near Mantoloking with frontage on Clayton Avenue meet the standards of the district, but most of the lots served by Strickland, Goetze and Egbert Streets have both undersized frontage and lot area.

The R-100 housing lots in the railroad loop area have been recently created and conform to the R-100 zoning standards.

The extensive R-50 zoning district and the other zones which have the same lot size standards show general conformity throughout the borough. Retention of the lot size standards for this zone appears to be generally consistent with both the lot size and ownership pattern throughout the borough. An area which has a concentration of oversized R-50 lots is found near Mantoloking between Route 35 and Clayton Avenue. In the Land Use Plan and zoning considerations, this area should be examined for potential R-100 zoning.

NATURAL FEATURES

A Natural Resources Inventory has been prepared by the Environmental Commission. In all matters related to development proposals and long range planning, this document should be reviewed to assure full consideration of environmental impact.

DEMOGRAPHICS

This study provides a review of population and housing characteristics of the borough. Bay Head's available data is limited because the Census Bureau does not publish as much information on municipalities which are less than 2,500 in population as compared with larger municipalities.

Population: Plate 2 on the following page shows age group breakdowns for Bay Head in 1960, 1970 and 1980. Corresponding age groups are shown for the region in which Bay Head is located, namely the Monmouth and Ocean County Region.

Age groups are basically shown in ten year intervals, with the youngest group identified as "under 5" and the oldest group shown as "over 65".

In absolute numbers, the under 5 age group has remained virtually the same over the last three Census counts, but because of an increasing population in the borough, this group has declined as a percentage of total population. Similarly, the school-aged population aged 5-14 has increased only about 10 percent in absolute numbers between 1960 and 1980.

Most of the other age groups have experienced significant change since 1960, with the greatest relative increases taking place in the younger age groups of 15-24 and 25-34. There has been very little change in the median age in the borough over the time period shown.

The differences in age group distribution, and changes from one decade to the other, are many when comparing the Ocean-Monmouth Region with Bay Head, as might be expected. Bay Head has a higher median age and a correspondingly higher proportion of the population in the older age groups. In Bay Head, 44.3% of the population in 1980 was 45 or older compared with 35.9% in the region.

The trends in Bay Head's population by age group are presented in Plate 3, which shows the effects of births, deaths and migration on the changes in population from 1970 to 1980. The basic concept behind Plate 3 is to show the borough population breakdown in 1970 by age group. Based on some statistical assumptions, births and deaths are distributed among the various age groups based on the number of births and deaths reported by the New Jersey Department of Health for Bay Head residents between 1970 and 1980. The back-up information on births and deaths by year is shown on Plate 4.

Once births and deaths are assigned to each age group in 1970 and aged to 1980, the result is a column labeled "survived population". This survived population number is compared with the 1980 Census for each age group, and the result is a determination of the number of persons who either moved into or away from the borough during the decade, by age group. This result is then carried to the last column in the table which shows a "migration factor". The higher migration factors indicate a greater number of shifts in the population of the borough.

During the 1970's, the borough experienced more deaths than births among its residents, which is not unusual in a community with a high median age. Also, birth rates in general during the 1970's were relatively low.

The effect of in-migration was felt most strongly in the 35-44 age group and in the 10-14 age group. This has a tendency to show that the households moving into the borough are not just starting out but, if they have children, the children are already in the school system. Further evidence of this is apparent in a review of the very low migration rates associated with the two younger age groups shown - those under 5 and aged 5-9. Another low rate of in-migration was experienced in the 25-34 age group, further indicating the attractiveness of the borough to older households rather than to those who are starting out.

Plate 2

AGE GROUP TRENDS

	<u>1960</u>		<u>1970</u>		<u>1980</u>	
	<u>Number</u>	<u>%</u>	<u>Number</u>	<u>%</u>	<u>Number</u>	<u>%</u>
<u>BAY HEAD</u>						
Under 5	59	7.2	58	5.4	63	4.7
5-14	145	17.6	187	17.3	160	11.9
15-24	81	9.8	136	12.6	206	15.4
25-34	65	7.9	102	9.4	143	10.7
35-44	99	12.0	136	12.6	175	13.1
45-54	101	12.3	137	12.7	174	13.0
55-64	117	14.2	149	13.8	171	12.8
65 & over	<u>157</u>	<u>19.1</u>	<u>178</u>	<u>16.4</u>	<u>248</u>	<u>18.5</u>
Total	824		1,083		1,340	
Median Age	40.2*		39.1		40.6	

REGION

Under 5	51,603	11.7	58,232	8.7	54,705	6.4
5-14	83,850	18.9	139,653	20.9	133,441	15.7
15-24	51,338	11.6	99,142	14.8	131,740	15.5
25-34	57,540	13.0	79,838	11.9	124,750	14.6
35-44	61,628	13.9	78,785	11.8	100,021	11.8
45-54	49,222	11.1	73,667	11.0	85,106	10.0
55-64	40,474	9.1	60,693	9.1	88,103	10.4
65 & over	<u>46,987</u>	<u>10.6</u>	<u>77,839</u>	<u>11.7</u>	<u>131,345</u>	<u>15.5</u>
Total	442,642		667,849		849,211	
Median Age*	31.3		29.5		33.6	

Source: U.S. Census

Calculations by Queale & Lynch, Inc.

* Estimates by Queale & Lynch, Inc.

Plate 3

BAY HEAD: AGE GROUP TRENDS

1970 to 1980

1970 Age Group	1970 Popul'n	1980 Age Group	1970-1980 Births (+) Deaths (-)	1980 Survived Population	1970-1980 Migration	1980 Popul'n	1970-1980 Migration Factor*
		Under 5	+ 65 - 1	64	- 1	63	- 2%
		5-9	+ 63 - 1	62	+ 5	67	+ 8%
Under 5	58	10-14	- 0	58	+ 35	93	+60%
5-14	187	15-24	- 1	186	+ 20	206	+11%
15-24	136	25-34	- 2	134	+ 9	143	+ 7%
25-34	102	35-44	- 2	100	+ 75	175	+75%
35-44	136	45-54	- 7	129	+ 45	174	+35%
45-54	137	55-64	- 16	121	+ 50	171	+41%
55-64	149	65-74	- 41	108	+ 40	148	+37%
<u>65+</u>	<u>178</u>	<u>75+</u>	<u>- 108</u>	<u>70</u>	<u>+ 30</u>	<u>100</u>	<u>+43%</u>
Total	1,083		- 51	1,032	+ 308	1,340	+30%

Median Age 39.1

Births = 128
Deaths = 179

Median Age 40.6

	<u>1970</u>		<u>1980</u>		<u>1970-80 Change</u>	
	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>
Children aged 5-17	241	22.3	237	17.7	- 4	- 2%
Mean per household		.59		.45	- .14	-24%
Household size						
1 & 2 persons	242	59.9	318	61.0	+ 76	+31%
3 & 4 persons	109	26.8	139	26.7	+ 30	+28%
5 + persons	56	13.8	64	12.3	+ 8	+14%
Total households	407		521		+ 114	+28%
Median household size		2.64		2.19	- .45	-17%

* Migration Factor = % change in Survived Population due to migration 1970-80.

Sources: 1970 and 1980 data from U.S. Census
Births & Deaths: N.J. Dept. of Health
Birth & Deaths by Age Group estimated by Queale & Lynch, Inc.
from published U.S. Census survival rates adjusted to match
total deaths for the decade.

COMPONENTS OF POPULATION CHANGE: 1970-1987Bay Head

<u>Year</u>	<u>Births</u>	<u>Deaths</u>	<u>Natural Growth</u>	<u>In/out Migration</u>	<u>12/31 Estimated Population</u>	<u>Est. No. Females 15-44</u>	<u>Births/ 1000 Females 15-44</u>	<u>Deaths/ 1000 Population</u>
1970	15	18	- 3	+ 19	1,088	178	84.3	16.5
1971	13	11	+ 2	+ 21	1,111	186	69.9	9.9
1972	13	20	- 7	+ 25	1,129	193	67.4	17.7
1973	7	14	- 7	+ 32	1,154	201	34.8	12.1
1974	15	16	- 1	+ 25	1,178	210	71.4	13.6
1975	18	17	+ 1	+ 28	1,207	219	82.2	14.1
1976	11	22	- 11	+ 49	1,245	231	47.6	17.7
1977	15	13	+ 2	+ 28	1,275	241	62.2	10.2
1978	14	25	- 11	+ 44	1,308	252	55.6	19.1
1979	7	23	- 16	+ 28	1,320	259	27.0	17.4
1980	14	14	0	+ 28	1,348	269	52.0	10.4
1981	10	22	- 12	- 3	1,331	266	37.6	16.5
1982	7	22	- 15	- 4	1,312	262	26.7	16.8
1983	13	21	- 8	+ 11	1,315	263	49.4	16.0
1984	9	17	- 9	+ 11	1,317	263	34.2	12.9
1985	9	14	- 5	+ 11	1,323	265	34.0	10.6
1986	11	17	- 6	- 1	1,316	263	41.8	12.9
1987	10	20	- 10	- 2	1,304	260	38.5	15.4

Average Birth and Death Rates

<u>Period</u>	<u>Birth</u>	<u>Death</u>
1970-75	68.3	14.0
1976-80	48.9	15.0
1981-87	37.5	14.4

Sources:

N.J. Department of Health

U.S. Census

N.J. Department of Labor for 1981-87 population estimates

Calculations and Estimates by Queale & Lynch, Inc.

All of the age groups starting at age 45 showed rates of in-migration higher than the 30% migration factor which was experienced for the borough population as a whole.

In spite of the high rate of in-migration in the 10-14 age group, the overall number of children in the school ages of 5-17 changed very little from 1970 to 1980, as shown at the bottom of Plate 3, and with decreasing household size from a median of 2.64 in 1970 to 2.19 in 1980, the overall effect has been a reduction in children per household over the decade. In 1980, 61% of the households consisted of only one or two persons, a relatively high percentage. Generally, municipalities had about 50% of their households in 1980 fall into the category of one or two person households.

There was a total increase in households between 1970 and 1980 of 114, in spite of the fact that Plate 7 indicates that the total number of housing units built during the 1970's only amounted to a net gain of 74 units. This provides evidence that much of the population growth in the borough has occurred as a result of the conversion of seasonal dwellings to year round occupancy.

Plate 4 shows the components of population change for the borough from 1970 through 1987. It is based on data available from the Department of Health, the US Census, and the NJ Department of Labor. While there are many detailed facts contained in the table, several general trends are apparent.

In spite of the increase in the number of females of child-bearing age, births in the borough have been relatively unchanged. This is reflected in the declining birth rates, which are related to the number of births compared to women of child-bearing age. Death rates are related to the population as a whole and are relatively unchanged over the period shown.

The figures shown for the borough's population since the 1980 Census are based on population estimates released by the NJ Department of Labor on an annual basis. The accuracy of those figures cannot be reasonably determined until the 1990 Census is published. Some indicators were reviewed to determine whether it appears as though the population estimates are correct, including voter registration since 1980, school enrollments, births, deaths and new housing construction..These indicators provide some conflicting results, e.g. new housing construction has occurred at about half the rate of the 1970's, yet the Department of Labor concludes that the population of the borough has declined. School enrollments are continuing to decline, and births are at a relatively low

level, both of which point to an aging of the population, but this is not reflected in an increase in deaths or death rates. Some decline can occur in the size of existing households based on the further reduction of family size which occurs when children age and establish their own households, so the estimated decline in population is not inconsistent with the net gain of 37 housing units indicated in the building permit data on Plate 7.

Plate 5 shows covered employment, reflecting jobs in the borough. This figure has shown some year to year variation, with 1987 indicating a sizable increase over the trends of the preceding years. This information becomes part of the data base for estimating municipal obligations under the Fair Housing Act.

Housing: Housing characteristics are shown on Plates 6 and 7. Plate 6 shows some general housing trend information for the borough, the Monmouth/Ocean region, and the state. It also provides 1980 Census information on occupancy based on ownership or rental, and vacancy rates are shown.

The number of building permits issued during the 1970's shows an authorization for the construction of 78 dwelling units, and an offsetting demolition of 4 units, providing for a net gain of 74 units. This matches, almost to the unit, the 73 unit gain reflected in the 1970 and 1980 Census data. Both the region and the state showed a considerably higher number of units gained in the Census counts than were reflected in the building permit records. Some of this difference could be attributed to a generally acknowledged higher degree of accuracy in the 1980 Census than in 1970. However, that increase in accuracy would not account for the significant difference of about 8 percent in the housing unit counts. Much of the difference in the regional counts could be attributable to illegal conversions of single family dwellings to two family units. This problem does not appear to be pervasive in Bay Head.

The small size of Bay Head does not permit an easy comparison with 1970 Census data since communities of less than 2,500 persons have much less detailed data published in order to avoid problems related to privacy.

The vacancy rates for sales and rental housing are related to a small base, so they should not be given a great deal of weight. However, the sales vacancy rate was higher in 1980 than the optimum rate of 1.0 to 1.5 percent. Plate 6 showed it to be 2.4 percent. Based on the age of this data, this information should be useful only in the context of providing a

Plate 5

COVERED EMPLOYMENT TRENDS*

1977 to 1987

<u>Year</u>	<u>Bay Head</u>		<u>Region</u>	<u>New Jersey</u>
	<u>Total</u>	<u>% of Region</u>		
1977	228	.14	164,976	2,344,731
1978	221	.12	181,480	2,468,644
1979	159	.09	184,857	2,529,140
1980	220	.12	185,729	2,530,556
1981	261	.14	191,768	2,589,641
1982	276	.14	195,862	2,566,143
1983	273	.13	208,554	2,680,826
1984	254	.11	229,111	2,813,014
1985	236	.10	233,373	2,869,833
1986	284	.12	244,661	2,949,495
1987	352	.14	260,021	3,049,322
<u>Average Annual Gain</u> 1977-1987	11	.12	8,882	64,769

Projections

Based on 1977-1987 Trends

1990	337	.12	278,366	3,190,089
2000	445	.12	367,189	3,837,774

* Number of jobs covered under N.J. Unemployment Compensation Law.
Source: Covered Employment Trends in New Jersey, N.J. Dept. of Labor & Industry
Calculations and projections by Queale & Lynch, Inc.

HOUSING CHARACTERISTICS**Number of Units and Vacancy Rate**

	<u>Bay Head</u>	<u>Region*</u>	<u>New Jersey</u>
1970 Housing Units	862	260,780	2,388,689
1980 Housing Units	935	359,302	2,772,149
Net Gain 1970-80	73	98,522	383,460
% Gain 1970-80	8.5%	37.8%	16.1%
<hr/>			
1970-1979			
Units Authorized by Building Permits	78	93,774	405,608
Demolitions & Other Losses	4	3,815	57,742
Net Gain	74	89,959	352,866
Difference Between Census and Building Permit Data	1 1.4%	8,563 8.7%	30,594 8.0%
<hr/>			
1980 Census			
Year-Round Units	565	320,407	2,687,754
Occupied	521	298,434	2,548,594
Owner-Occupied	399	224,293	1,579,827
Renter-Occupied	122	74,141	968,767
Vacant	44	21,973	139,160
For Sale	10	5,109	22,964
For Rent	4	4,979	49,154
Other	30	11,885	67,042
Vacancy Rates	2.6%	3.3%	2.8%
Sales	2.4%	2.2%	1.4%
Rental	3.2%	6.3%	4.8%

Sources: U.S. Census
N.J. Dept. of Labor & Industry for Building Permit Data

* The Region includes the Counties of Ocean and Monmouth.

Plate 7

HOUSING UNITS AUTHORIZED BY BUILDING PERMITS

1970-1988

	<u>Bay Head</u>			<u>Region</u>		
	<u>1E</u>	<u>ME</u>	<u>Total</u>	<u>1E</u>	<u>ME</u>	<u>Total</u>
1970	5	0	5	5,617	3,537	9,154
1971	5	0	5	10,170	5,388	15,558
1972	6	0	6	9,474	7,298	16,772
1973	7	2	9	7,764	4,904	12,668
1974	6	0	6	3,055	1,358	4,413
1975	7	0	7	3,352	856	4,208
1976	13	0	13	4,789	1,550	6,339
1977	8	0	8	6,458	1,415	7,873
1978	12	0	12	7,495	1,159	8,654
1979	<u>7</u>	<u>0</u>	<u>7</u>	<u>6,160</u>	<u>1,975</u>	<u>8,135</u>
Subtotals 1970-79	76	2	78	64,334	29,440	93,774
Demolitions 1970-79			4			3,833
Net Gain 1970-79			74			89,941
1980	7	0	7	4,077	1,231	5,308
1981	7	0	7	3,801	997	4,798
1982	4	0	4	3,627	1,058	4,685
1983	3	0	3	7,332	1,782	9,114
1984	9	0	9	8,101	1,471	9,572
1985	3	0	3	11,019	1,551	12,570
1986	5	0	5	12,199	2,166	14,365
1987	5	0	5	9,904	1,643	11,547
1988	<u>7</u>	<u>0</u>	<u>7</u>	<u>6,135</u>	<u>1,522</u>	<u>7,657</u>
Subtotals 1980-88	50	0	50	66,195	13,421	79,616
Demolitions 1980-88			13			2,411
Net Gain 1980-88			37			77,205
Totals 1970-88	126	2	128	130,529	42,861	173,390
Demolitions 1970-88			17			6,244
Net Gain 1970-88			111			167,146

Source: New Jersey Department of Labor & Industry

comparison with 1990 Census data when they are released. Similarly, the very low number of renter-occupied units in the borough makes it somewhat misleading to give much weight to the relatively low vacancy rate of 3.2 percent. The optimum rate is considered to be 4 to 5 percent, but considering the fact that there were only 122 renter-occupied units in 1980, the rental vacancy rate can change dramatically based on a difference of only a few rental vacancies.

Plate 7 shows trends in the construction of housing units covering the period 1970 through 1988. Based on the diminishing supply of vacant lots, housing construction has occurred at a slower pace in the 1980's than took place in the 1970's. There was a net gain of 74 units in the borough from 1970 through 1979, while from 1980 through 1988 the net gain was only 37 units. Interestingly, the number of demolitions has increased significantly from only four units during the 1970's to 13 units in the 1980-1988 period. This may indicate a willingness on the part of property owners to significantly increase their real estate investments on private lots by removing existing improvements and replacing them with more substantial development. The demolition trends in the region have shown a reduced rate of demolitions during the 1980's as compared with the 1970's, so the trend in Bay Head cannot simply be attributed to a corresponding regional trend toward demolition and replacement.

School Enrollments: Plate 8 shows school enrollment trends from 1980 through the current school year, and a projection of enrollments through the 1994-95 school year. It applies only to the kindergarten through eighth grade enrollments in the Bay Head public school. Enrollment trend information was supplied by the Superintendent of Schools and projections were made by Queale & Lynch, Inc.

The basic approach used in analyzing enrollment trends was to review grade to grade changes in enrollments to determine survival rates from year to year. Initially, kindergarten enrollments for each school year were compared with births to borough residents from five years earlier. The survival ratios are shown for each of the school years, with a modified ten year average shown in a single column which lies on Plate 8 between the Trends and Projections. The ratio of births to kindergarten enrollments five years later shows a wide variation from year to year, much of which is related to the small data base. In spite of the wide swings from year to year in the survival ratio, the actual difference in kindergarten enrollments when compared to earlier births was greater than the increase of six in the 1981-82 school year, or the decline of four in the preceding school year. In any two

SCHOOL ENROLLMENT TRENDS AND PROJECTIONS

Borough of Bay Head, Ocean County, New Jersey

1980-1995

TRENDS																	PROJECTIONS																
GRADE	80-81	81-82	82-83	83-84	84-85	85-86	86-87	87-88	88-89	89-90	80-89	90-91	91-92	92-93	93-94	94-95																	
Births*	18	11	15	14	7	14	10	7	13	9	Avg.	9	11	10	10 ¹	10 ¹																	
SR	.77	1.55	.93	1.14	1.71	1.21	.80	.86	.85	1.56	1.11	10	12	11	11	11																	
K	14	17	14	16	12	17	8	6	11	14	.87	10	12	11	11	11																	
SR	.79	1.00	1.00	.86	.94	1.08	.82	.75	.67	.91		12	9	10	10	10																	
1	15	11	17	12	15	13	14	6	4	10		12	9	10	10	10																	
SR	1.13	1.27	1.06	1.06	.92	.87	1.08	.79	.83	2.25	1.02	10	12	9	10	10																	
2	7	17	14	18	11	13	14	11	5	9		10	12	9	10	10																	
SR	.57	.88	.93	.93	.89	.91	1.08	.93	.91	1.60	.93	8	9	11	8	9																	
3	17	4	15	13	16	10	14	13	10	8		8	9	11	8	9																	
SR	.88	1.00	1.00	.93	1.00	.88	1.20	.79	.85	1.20	.96	8	8	9	11	8																	
4	20	15	4	14	13	14	12	11	11	12		12	8	8	9	11																	
SR	.90	.93	.93	1.50	1.00	.92	1.07	.92	.91	1.55	1.04	12	8	8	9	11																	
5	12	18	14	6	14	12	15	11	10	17		17	12	8	9	11																	
SR	1.00	1.00	1.00	.93	1.00	.93	1.08	.93	.45	1.10	.98	17	12	8	8	9																	
6	22	12	18	13	6	13	13	14	5	11		17	12	8	8	9																	
SR	.68	1.17	1.17	.89	.85	1.00	.92	.92	1.07	.60	.90	10	15	11	7	7																	
7	8	15	14	16	11	6	12	12	15	3		10	15	11	7	7																	
SR	1.13	1.00	1.00	1.00	1.00	.73	1.00	1.08	.83	1.07	1.00	3	10	15	7	7																	
8	17	9	15	14	16	8	6	13	10	16		3	10	15	7	7																	
Total	132	118	125	122	114	106	108	97	81	100		90	95	92	85	82																	

*Births 5 years earlier

Notes: SR = Survival Ratio, e.g. the student count in fifth grade compared with the previous year's fourth grade count.

1. Estimated births

2. SR 80-89 Avg. after dropping the lowest and highest figures.

Sources: Enrollment trend information supplied by Superintendent of Schools.
Projections and calculations by Queale & Lynch, Inc.

adjoining school years which show a pattern of an increase and a decline (which may be seen in 1985-86/1986-87 and in 1988-89/1989-90) the offsetting increases and declines may be related more to the fact that the birth data are based on a calendar year and comparisons with the school year are by definition out of synch. If the trends showed a consistent year to year increase of kindergarten enrollments over births, then there could be a conclusion drawn that this reflects a trend toward in-migration of younger households with preschool children. As noted earlier in this section of the Master Plan update, the migration trends during the 1970's did not show a net in-migration in the younger age groups, with the first age group reflecting a net in-migration falling in the 10-14 category. Overall, the trends between births and kindergarten enrollments five years later reflect a very minor trend during the 1980's toward a net in-migration of pre-school children, but in terms of school enrollments, the absolute decline in births since 1980, as evident on Plate 4, points toward a continuing decline in elementary school enrollments in the borough.

The average survival ratios for the grade-to-grade changes are shown for each year, by grade. As with the birth to kindergarten survival ratios, the averages for the 1980's are shown in the column which lies between the Trends and Projections on Plate 8. There are some interesting variations in survival ratios which call for continued annual monitoring to determine whether they are indicators of trends or simply annual variations. As an example, the grade changes from the 1986-87 school year to the following year showed a fairly consistent pattern of decline. This pattern continued into the 1988-89 school year. For no apparent reason, most of the survival ratios showed a reversal of the two year pattern and showed increases in six of the eight grade changes. With wide swings such as that, projections are much more speculative than they might be with school populations which are considerably larger. Review and annual reprojecting is important, and it is recommended that the longer range trend lines continue to be used in order to avoid making projections based on very short term trends.

COMMUNITY FACILITIES

School facilities in the borough consist of a single kindergarten through eighth grade elementary school, with secondary school students attending Point Pleasant Beach High School.

Administrative offices of the borough are found in the municipal complex off Bridge Avenue, which also houses the Police Department. The fire house adjoins the municipal building. The library is found on a site adjoining the school, and the municipal

maintenance garage is located on a portion of a borough site on Park Avenue, sharing the site with Evergreen Park.

HISTORIC SITES

A preliminary mapping of historic sites has been made by Ocean County. The criteria used relate to the standards which sites would have to meet to be placed on either the state or national registers of historic places.

There are several aspects to consider in not only identifying, but in regulating historic sites. Municipalities are not limited to mapping and regulating only those sites or districts which qualify under state and national criteria. Sites can be identified which have some historic value at the local level.

If consideration is given to regulating historic areas in some way, the first action to be taken would be the creation of an historic preservation commission. The composition of the commission would have to meet the criteria set forth in the Municipal Land Use Law. Once the commission is in place, it would be appropriate to have it prepare a draft of a historic element of the Master Plan for consideration and ultimate adoption by the Planning Board. Implementation of any historic controls would require ordinance adoption by the Borough Council, and in order to stand the test of reasonableness, this ordinance should be based on reasonable historic criteria. In this regard, it is particularly important to have the historic sites inventory undertaken by a qualified professional.

RECREATION AND OPEN SPACE

There are two generally accepted approaches for determining the appropriate amount of land in a municipality which should be provided for recreation and open space. One relates to land area and the other to population.

The land area formula is referenced in both the Preliminary State Development and Redevelopment Plan and in the guidelines used by the New Jersey Council on Affordable Housing. It calls for a total of three percent of the adjusted municipal land area to be devoted to recreation and open space use, with the land area adjustments based on removing vacant environmentally sensitive land and water surfaces before applying the three percent factor. The following areas are removed from the total land area of the borough as the initial adjustment. They are taken in part from the study of Existing Land

Use as set forth earlier in this document as well as from a review of the tax maps and tax records.

- | | |
|---|----------|
| 1. Beach & lands of the Bay Head Improvement Association | 11 acres |
| (These lands are removed since they all involve natural beach areas which are identified on the various source maps as coastal wetlands.) | |
| 2. Twilight Lake and Associated Wetlands | 36 acres |
| 3. Scow Ditch and Barnegat Bay water surface | 12 acres |
| Total vacant/environmentally constrained | 59 acres |

The 59 acres of environmentally constrained vacant lands are subtracted from the gross municipal land area of 384 acres in order to arrive at the base land area which is to be used to calculate the recreation and open space allowance. The net land area is 325 acres. Three percent of that total amounts to 9.8 acres.

The alternate formula relates recreation and open space to the population of the community. This recreation and open space ratio relates to locally provided facilities rather than any facilities which may be available or accessible for regional use. The formula calls for 10 acres per 1,000 population. Obviously, this does not take into account seasonal population increases, so it should be viewed as a conservative evaluation of recreation and open space requirements.

The estimated population of Bay Head in 1988, according to the New Jersey Department of Labor, is 1,307 persons, down slightly from the 1980 population of 1,340. The 1990 Census will reveal whether this estimate is correct, or whether there have been population increases related to year-round occupancy of formerly seasonal dwellings. For purposes of this report, it is assumed that the Department of Labor's population estimate is reasonable, and that if it is in error, that it will have underestimated the population of the borough. Application of the 10 acres per 1,000 population formula to Bay Head would result in a total recreation and open space requirement of 13 acres.

The following listing indicates those parcels in Bay Head which are used for recreation and open space, and it shows the total lot area:

1. Centennial Park (near Borough Hall)	1.6 acres
2. Howe Park (Club Drive)	2.4 acres
3. Evergreen Park (municipal garage site)	1.0 acres
4. Bridge Avenue Park (near fire house)	0.2 acres
5. Twilight Lake park areas	2.7 acres
Total Municipal Recreation and Open Space	7.9 acres

Comparing the 9.8 acres, called for on a three percent setaside formula, with the 7.9 acres of municipal recreation and open space area, there is a shortfall of recreation and open space land of 1.9 acres. A comparison of the indicated supply of recreation and open space with the 13 acres generated under the population-based formula shows a 5.1 acre shortfall.

TRAFFIC CIRCULATION

The major traffic carrier in the borough is Route 35, which in Bay Head is Main Avenue. This is a two lane roadway with fully paved shoulders. With heavier traffic flows occurring during the summer months, left turns and access to this roadway are difficult. Traffic signals are provided at several intersections, aiding in providing access from local streets. The signalized intersections are found at Osborne Avenue, Bridge Avenue, Mount Street and Johnson Street. During the winter months, only the Bridge Avenue signal operates.

Among the other streets in the borough, those which appear to serve a collector function are Bridge Avenue, Bay Avenue, Osborne Avenue and Lake Avenue. Collector streets are those which not only serve as access roads to adjoining properties, but which serve to distribute traffic to the regional road system. This combined role of access street and distributor of traffic should be considered in the establishment of development regulations and in the review of development applications. Visibility for vehicles entering the flow of traffic from abutting properties, ease of access, minimizing conflicts between land use and traffic flows, and the handling of on and off street parking are all related to street function and development regulation.

MASTER PLAN ELEMENTS

STATEMENT OF GOALS AND OBJECTIVES

The goals and objectives which guided Bay Head in its zoning and development regulations are set forth in the 1980 Master Plan, as paraphrased below:

1. Preserving the residential character and traditions of Bay Head.
2. Limiting commercial activity to presently designated areas which serve local needs.
3. Encouraging the marine industry to develop on land so zoned along Barnegat Bay.

While some aspects of the 1980 goals and objectives are appropriate today, they are modified as follows to reflect existing and projected conditions in the borough. The following represent the goals and objectives of this Master Plan:

1. To preserve the single family residential character and traditions of Bay Head, and to provide zoning which recognizes the established residential character of the borough.
2. To ~~carefully limit~~ ^{maintain} the size and scale of commercial development, relating retail commercial zoning to the two established business districts.
3. To recognize the increasing importance of environmental protection in the establishment of development regulations and in the review of development proposals.
4. To understand the role of Bay Head in the region through an awareness of the plans of adjoining municipalities, the county and the state.
5. To maintain the pattern of development established in the borough and to avoid those uses which would increase development intensity or density.

LAND USE PLAN

The Land Use Plan sets forth in text form the basic zoning concepts recommended for various areas of the borough. They are described in the following sections by recommended zoning district. Where changes are proposed, the rationale for each change is set forth. The Land Use Plan Map and the Proposed Zoning Changes Map show in mapped form the proposed zoning pattern and zoning changes which would be required to implement the Land Use Plan.

CONS Conservation Zone

This zone is shown only on public lands in the vicinity of the New Jersey Transit rail loop and Twilight Lake, reflecting the environmentally sensitive nature of these wetlands. While there are other parts of the borough which have environmental sensitivity, this area represents the largest contiguous area in public ownership with severe environmental constraints.

Zoning regulations in this area should simply provide restrictions against development, which are appropriate given the public ownership of the lands and the existing statutory limitations on development in the wetlands and open water areas of the state.

R-100 Single Family Residential Zone

The R-100 district at the present time includes all the ocean front and bay front residential lots as well as residential lots in the vicinity of the New Jersey Transit rail loop. A continuation of this basic concept is recommended, with some additional zoning suggested for R-100. South of Johnson Street, many lots which lie between Main and Clayton Avenues are considerably larger than the 5,000 square foot lot area standard for R-50. The Land Use Plan map shows an enlargement of the R-100 zone which covers much of this area. At the same time, it shows retaining R-50 in some of this area, with the change to R-100 based on the established lot size pattern.

An additional area of change involves a reduction in the size of the R-100 district lying west of Clayton Avenue, changing the district designation to R-50 to reflect the pattern of existing development. The Zoning Changes map identifies the area involved.

R-50 Single Family Residential Zone

This zone is the most extensive single family district in the borough, and it is recommended to remain essentially unchanged except as it relates to the modifications described in the R-100 district, and as this zone may be further modified by the changes which are related to other decisions on zoning for nonresidential uses. In virtually all cases, any modification in the extent of nonresidential zones would affect properties which lie in the R-50 zone.

B&B Bed and Breakfast Zone

The B&B zone provides for places of lodging as its primary use. Its purpose is to recognize existing bed and breakfast inns as well as rooming houses. One of the desirable aspects of the uses in this zone is that they are small in scale and in keeping with the

character of nearby residential uses. It is the intent of this zone to allow only those places of lodging which do not provide restaurant service to the general public. Due to the small size of the parcels in this zone and the lack of sufficient land to provide parking for restaurant guests, in addition to guests at the inns, the restaurants would have a potential adverse impact on nearby properties related to on-street parking.

While the mapping of this zone will remain essentially as it is, a few lots are shown to be deleted from this district because they do not conform to the uses provided for the B&B zone. They are placed in the R-50 zone. Expansion of this zone is not encouraged as a part of this Master Plan. In the event of the loss of any place of lodging, if it is replaced by a similar use it should be built in an architectural style which will be compatible with the residential character of the borough. Any rebuilding or expansion of a permitted use within this zone should carefully consider the provision of off-street parking to avoid problems which relate to overdevelopment of individual sites and the corresponding adverse impacts on nearby residential properties.

It should be clearly set forth in the zoning regulations that multifamily housing is not to be considered a permitted use in this district. Some of the modifications in zone district boundaries relate to the removal of buildings which are used as multiple dwellings, providing year-round residences as opposed to places of lodging.

B-1 General Business Zone

This district is found in two locations, and no basic change in these locations is recommended. The purpose of this district is to provide for retail shopping and compatible uses. In the Bridge Avenue district, two mapping changes are recommended. At the northeast corner of Bridge and Lake Avenues, an existing long-established retail use has been included in the district. Its inclusion is based on the existing use as well as on its location on the northerly side of Bridge Avenue, which is the location of most of the retail uses in that district. The second change involves the removal of two lots which have frontage only on Club Drive.

The B-1 district at Mount Street appears to be reasonably related to the existing land use pattern, with the exception of the residential condominiums which are in the district and located at Mount Street and Main Avenue, and a small single family lot on Mount Street east of Main Avenue. There are several residences in this district, most of which are located on Mount Street west of Main Avenue, but they are located between two areas of

established commercial development and it is anticipated that they would develop as a part of this business district. Potential parking and service problems exist if there is substantial additional commercial development, but this can be addressed by requiring strict conformity to the parking requirements set forth in the ordinance.

Care should be exercised in entertaining requests for rezoning to assure strict adherence to the principle of restricting the size and scale of development in this district. The rezoning of properties adjoining the district should be carefully evaluated to avoid stretching the two districts beyond a reasonable pedestrian scale, which is important to maintain based on the small lot sizes and parking limitations which are found in the business areas.

B-2 Marine Commercial Zone

This zone applies to two basic holdings in the borough, those associated with the Bay Head Yacht Club and those at Dale's Yacht Basin. The extent of existing B-2 zoning is recommended to remain as it is in recognition of the existing land use pattern. Any proposals for additional development on B-2 lands should be very carefully reviewed because of potential adverse effects on nearby and adjoining residences.

Historic Considerations

While only preliminary information is available at the time of this update of the Master Plan on places within the borough which have potential historic significance, it is recommended that the borough continue to pursue the identification of potential historic sites. Following their identification and a description of the important historic or architectural features associated with individual sites or districts, hearings should be held not only on the inclusion of properties in the Master Plan, but on the nature of appropriate development controls to assure protection of the historic character of the identified sites.

Regional Considerations

The policies set forth in this Land Use Plan are consistent and compatible with the plans of adjoining municipalities, the county and the state.

No significant zoning changes are recommended in the areas of the borough which adjoin other municipalities. A small increase in the amount of land which is zoned R-100 is recommended adjoining Mantoloking, but that is consistent with the zoning in Mantoloking. While no changes are proposed in Bay Head adjoining Point Pleasant

Borough, this Plan expresses particular concern over any development of intensive nonresidential use which would have to rely on West Lake Avenue for access.

None of the changes are incompatible with county plans, and the addition of a Conservation district on environmentally sensitive lands associated with Twilight Lake and lying in the vicinity of the railroad loop are consistent with established state policy for protecting wetlands, and they are also consistent with the mapping objectives of the evolving State Development and Redevelopment Plan.

* * *

BOROUGH OF BAY HEAD
OCEAN COUNTY, NEW JERSEY

PLATE 9

LAND USE PLAN

JULY, 1990

- R-50 SINGLE FAMILY RESIDENTIAL
- R-100 SINGLE FAMILY RESIDENTIAL
- B-1 GENERAL COMMERCIAL
- B-2 MARINE COMMERCIAL
- B&B BED AND BREAKFAST
- C CONSERVATION

