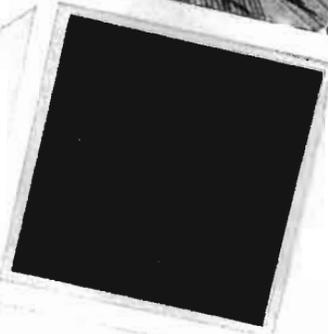


**MASTER PLAN ASBURY PARK ASBURY PARK PLANNING BOARD**



M A S T E R P L A N

CITY OF ASBURY PARK, NEW JERSEY. *Plan 100*  
*11)*

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For the

City of Asbury Park, New Jersey  
and the  
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Development of the State of New Jersey

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January 1959

CITY OF ASBURY PARK, NEW JERSEY

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City Council

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## ASBURY PARK MASTER PLAN

### INTRODUCTION

Asbury Park is the second largest resort city in New Jersey, the principal shopping center in rapidly growing Monmouth County and the home city of approximately 18, 300 persons.

Excluding streets and water areas, the City of Asbury Park has a net land area of 568 acres. A land use survey conducted in 1955 revealed that 554 acres of this land area was developed and 14 acres were vacant. Since that time some of the vacant acreage has been improved and it is estimated that between 98 and 99 per cent of Asbury Park's net land area is now developed.

The City is now embarking on a period of second growth which will include both public and private redevelopment of residential areas, the central business district and the beachfront. Generally, a second growth means that the City's land area will be subject to pressures which will require a more intensified use of land and increased population densities. These pressures, as they relate to Asbury Park, are the result of recognized local and national trends. Principal among these trends are the following:

1. The American public is enjoying an increasing amount of leisure time which is expanding the needs for good recreational, resort and travel facilities.
2. The population of Monmouth County is expected to increase from 300, 000 at present to 530, 000 by 1975. This huge population increase will provide a hinterland of prospective shoppers, recreation seekers and beachfront users.
3. There is a growing market for apartment type housing. This market consists primarily of two family types--older couples or individuals who, because of increased longevity and retirement benefits, are able to maintain independent households and young married couples who are not yet in a position to buy a home.

As this new, second growth occurs it is essential that it be guided in accordance with an over-all plan designed to preserve existing amenities and ultimately to create a more efficient and attractive living and working environment. In recognition of this need, the City leaders and the Planning Board have contracted for the preparation of a Master Plan to guide the over-all future development of the City. The plan, which is summarized in this report, consists of the following elements:

LAND USE PLAN -- a plan based on a projection of existing conditions and on desirable community objectives which will establish the various areas needed for residential, commercial, resort and industrial land uses.

URBAN RENEWAL PLAN -- a plan for the conservation, rehabilitation and redevelopment of Asbury Park's residential, resort and commercial areas.

TRAFFIC PLAN -- a plan for the City's major and secondary streets including both existing and proposed street improvements and connections and a review of parking plans and proposals.

COMMUNITY FACILITIES PLAN -- a plan for publicly-owned or used facilities including schools, recreation areas, public buildings and beachfront areas.

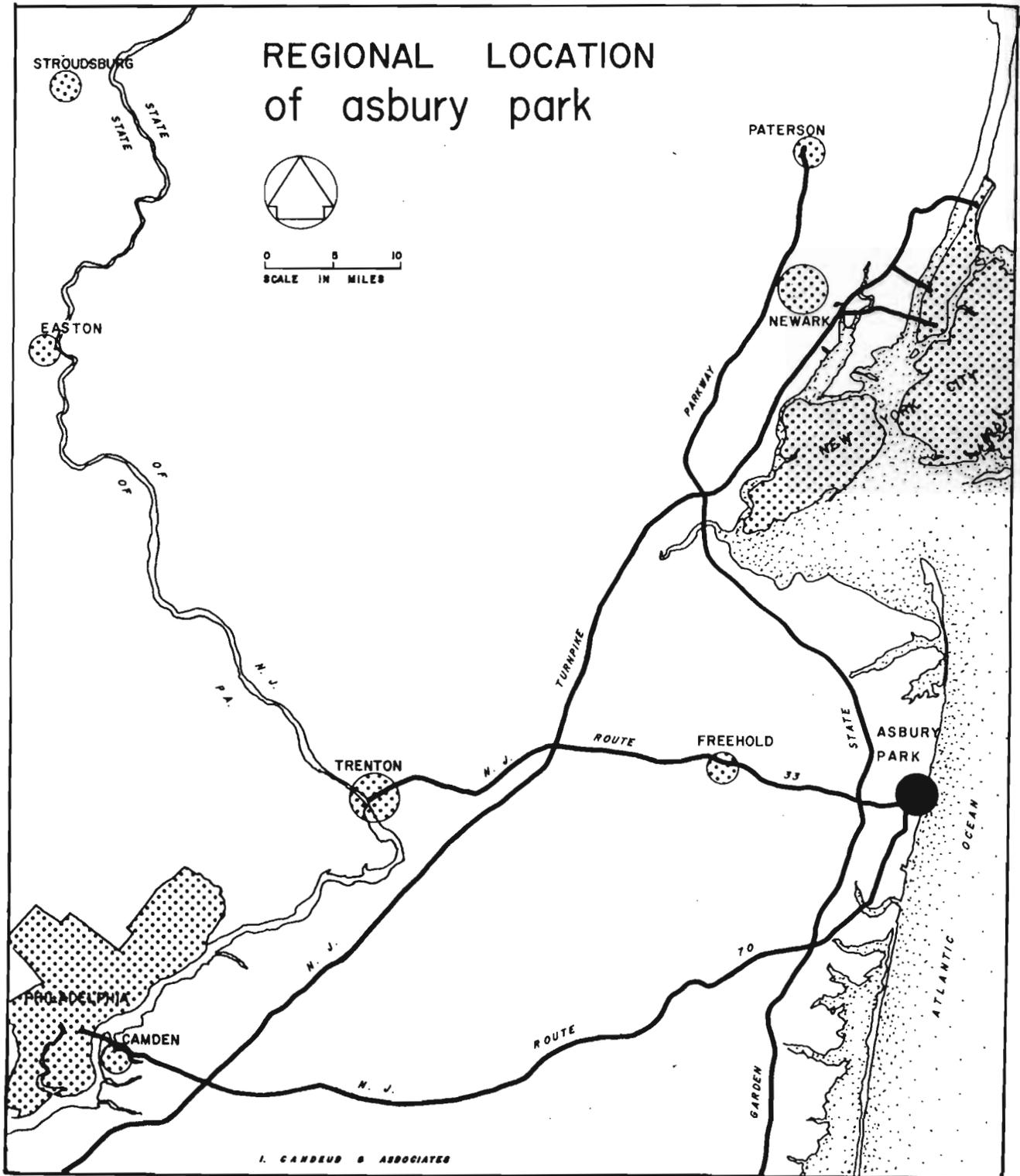
CAPITAL IMPROVEMENTS PLAN -- a capital improvements budget scheduled over a period of years which is geared to the financial capabilities of the City.

REGULATORY CONTROLS PLAN -- a workable program for implementing various proposals of the plan through adequate codes and ordinances.

The Master Plan is thus a complex document which sets the goals toward which the City can strive during the next several decades. It presents a picture in map and written form of what Asbury Park can reasonably hope to attain over this period in developing sound residential neighborhoods, healthy industrial and commercial areas and adequate highways and community facilities. It sketches the "city of the future", both in broad outlines and in specific details, and presents various methods for attaining this objective.

In order to insure that the plan fully reflects the desires and aspirations of the people of Asbury Park, it is recommended that it be presented at a public hearing before it is officially adopted by the Planning Board. Adoption in itself, however, is of no automatic benefit to the community. The ultimate value of the plan rests squarely on the extent to which it is used by an objective officialdom interested in sound administration and an alert citizenry interested in the best possible over-all development of the community.

Thus, a better community begins with rather than ends with the completion of a master plan.



## DEVELOPMENT TRENDS

### Location

Asbury Park is located on the Atlantic coast in Monmouth County, New Jersey, forty miles south of Manhattan and forty miles east of Trenton, the capital of New Jersey.

The City is bounded on the north by the Boroughs of Allenhurst and Interlaken, on the west and south by Neptune Township and on the east by the Atlantic Ocean. The City is surrounded by bodies of water on three sides. In addition to the Atlantic Ocean on the east, there is Deal Lake which forms the entire northern boundary and Wesley Lake which forms one-half of the southern boundary.

### Existing Uses of Land

Asbury Park has a relatively small area -- only 1.4 square miles. Of this area 31.8 per cent is used by street rights-of-way and 5.6 per cent is occupied by Sunset Lake and the portions of Wesley Lake and Deal Lake which lie within the City. The net land area remaining for development is estimated to be 567.8 acres or 62.6 per cent of the gross area of the City. The map following this page shows the use of land as of August 1955 when the most recent land use survey was completed.

The net land area of Asbury Park is almost totally developed. At present from 98 to 99 per cent of the net land area is developed and the less than 10 acres of vacant land remaining is scattered in vacant lots throughout the City.

The dominant feature of Asbury Park's land use pattern is the large areas devoted to commercial uses and resort related uses. Retail and commercial uses cover 93.2 acres or 16.4 per cent of the net land area. Most of the land in this use is located in the central business district, which is bounded by Wesley Lake, the New York and Long Branch Railroad and Summerfield Avenue. Additional commercial and retail development is situated along Main Street, Railroad Avenue, Springwood Avenue and between Kingsley Street and the Boardwalk.



Asbury Park has about 93 hotels and a considerable number of rooming houses. Most of these are located in the blocks between Grand Avenue and Kingsley Street. The City's two largest hotels are, however, between Kingsley Street and Ocean Avenue. Altogether, hotels and rooming houses occupy 68.6 acres or 12.1 per cent of the net land area.

Residential uses are the major land use category in Asbury Park. Almost one-half of the net land area of the City is in residential uses of all types, and nearly a third in single-family residential use alone.

In the future an increase in the amount of land used for retail and commercial development is expected. As a result, residential uses will decrease in relative importance although multi-family housing will increase in area.

### Population Trends

During the course of its development Asbury Park has been spared the precipitous growth that is now creating endless problems in many other Monmouth County communities. At the turn of the century, the U. S. Census reported a population of 4,148 persons in Asbury Park.

Between 1900 and 1910 the population expanded by 6,002 but some of this increase can be accounted for by the annexation in 1906 of what is now the western portion of the City. Population growth between 1910 and 1930 was moderate and the City attained a population of 14,981 persons by 1930. In the decade between 1930 and 1940 the population decreased by 364 persons but increased by 2,477 persons in the decade between 1940 and 1950. The present population of Asbury Park is estimated to be 18,400 persons.

Future population growth in Asbury Park is severely limited by the lack of vacant land for new housing development. Much of the growth in population since 1950 has been facilitated by the conversion of large dwelling units to smaller ones and the construction of several new apartments. The supply of large units and good apartment sites has been greatly depleted, however, and cannot be considered as a continuous source for population growth.

As a consequence, any substantial population increase in the future can only result from the clearance of existing built-up land and the development of new multi-story apartment structures at a higher density than the structures which are cleared. Some of the redevelopment process will be undertaken entirely by private capital as the demand for new rental units increases. However, it is probable that extensive redevelopment will require public action through the exercise of the redevelopment powers of the Housing Authority.

Without extensive redevelopment for residential uses, it is probable that after some five or ten years of continued population expansion, Asbury Park may once again begin to lose population. This may take place as a result of the decrease in the amount of residential acreage in the City that will result from the continued expansion of commercial, industrial and hotel uses in the City.

Taking all things into consideration, it is believed that Asbury Park will shortly approach a population plateau which will range from 18,500 to 19,500 persons. This plateau should be reached between 1965 and 1970.

### Economy

Retail trade and resort activities form the backbone of Asbury Park's economic life. Of secondary importance are a limited industrial development and a growing number of wholesalers.

#### 1. Recreation

In the course of a single year it is estimated that about 2,000,000 visitors make use of the beachfront, hotel and motel facilities in Asbury Park. The City has a mile-long beachfront which has been in municipal ownership since 1903 and which the City developed for public use and lease to concessionaires. Its facilities include a mile-long boardwalk, a Convention Hall and Theater erected in 1928 at a cost of \$4,500,000, and a Casino erected at the same time for a cost of \$1,500,000. The total municipal investment in the beachfront area is now estimated to be worth \$25,000,000.

Private development in the vicinity of the beachfront includes about 85 hotels, several new motels and a number of rooming houses. Relatively few of the hotels are open all year round and the greater

portion of their business is transacted between Memorial Day and Labor Day. The hotels and motels provide about 5,600 guest rooms and rooming houses add another 700 rooms. Many of the hotels in Asbury Park are old frame structures which are gradually being demolished. This probably accounts for the fact that the U. S. Census of Business reported total receipts by hotels as \$4,769,000 in 1948 and a reduction to \$4,236,000 in 1958.

While the hotel business has declined in recent years, the amusement industry has shown considerable growth. Receipts from amusement activities such as beachfront amusements, motion picture houses and swimming pools rose from \$2,024,000 in 1948 to \$2,716,000 in 1954 as reported by the U. S. Census of Business.

2. Retail Trade

Extent of Retail Trade. Asbury Park is the most important retailing center in Monmouth County. It is estimated that the Asbury Park shopping area draws from a population of over 260,000 in Monmouth County and parts of Ocean County. Table 1 shows Asbury Park's place with respect to the total retail sales for each of the major shopping areas in Monmouth County.

Table 1

RETAIL SALES - ASBURY PARK  
AND OTHER MONMOUTH COUNTY MUNICIPALITIES, 1954

| <u>Shopping Area</u> | <u>Total Sales</u> | <u>Per Cent<br/>of County Sales</u> |
|----------------------|--------------------|-------------------------------------|
| Asbury Park          | \$58,369,000       | 18.0                                |
| Red Bank             | 49,447,000         | 15.2                                |
| Long Branch          | 31,825,000         | 9.8                                 |
| Freehold             | 20,531,000         | 6.3                                 |
| Belmar               | 16,009,000         | 4.9                                 |

Source: U.S. Census of Business, 1954.

Although Asbury Park accounts for 18 per cent of all dollar retail sales in the County, it should be noted that in 1950 it accounted for about 24 per cent of the dollar sales. This percentage drop was not caused by a decreasing importance of the Asbury Park shopping center but by the large suburban growth which is swelling sales in smaller local retail sales centers.

Table 2 gives a retail sales breakdown of major commodity sales compared to total County sales. Asbury Park's sales for general merchandise items are almost one-half the total County sales. In items such as apparel and home furnishings it is also very strong. Apparently, Asbury Park attracts shoppers because its stores have the variety of merchandise not available in the smaller surrounding towns and in some of the other cities of the County.

Table 2

RETAIL SALES, BY COMMODITY,  
ASBURY PARK AND MONMOUTH COUNTY, 1954

| <u>Commodity</u>   | <u>Monmouth County</u> | <u>Asbury Park</u> | <u>Per Cent of County</u> |
|--------------------|------------------------|--------------------|---------------------------|
| Food               | \$82,736,000           | \$8,417,000        | 10.2                      |
| Drugs              | 8,219,000              | 1,348,000          | 16.4                      |
| Eating & Drinking  | 38,803,000             | 6,511,000          | 16.8                      |
| Gen'l. Merchandise | 21,966,000             | 10,853,000         | 49.4                      |
| Apparel            | 19,264,000             | 7,848,000          | 40.7                      |
| Home Furnishings   | 15,202,000             | 3,765,000          | 24.8                      |
| Automotive         | 46,995,000             | 8,130,000          | 17.3                      |
| Filling Stations   | 17,181,000             | 1,206,000          | 7.0                       |
| Building Materials | 23,909,000             | 1,866,000          | 7.8                       |
| All Others         | 49,961,000             | 8,425,000          | 16.9                      |

Source: U. S. Census of Business, 1954.

In 1954 retail sales in Asbury Park were estimated to be 191 per cent of the effective buying income of the local residents. This is the highest of all the leading shopping areas of the County and indicates again the importance of Asbury Park as a regional shopping center.

This regional role was substantiated by a recent parking survey which showed that 71.4 per cent of the cars parked in the central business district for shopping purposes originated outside of the City.

The extent of Asbury Park's retail trade that originates from outside the City proper is also indicated by the data on per capita sales in Table 3. For "Eating and Drinking" there were \$368 spent per capita population of Asbury Park in 1954 as compared to \$113 for the State as a whole. For "General Merchandise" the City's per capita expenditure was \$613 as compared to \$83 for the State. "Apparel" had a ratio of \$443 to \$92.

Number of Retail Outlets. The last census of business establishments in Asbury Park -- in 1954 -- indicated that there were 519 retail establishments in the City. Information shown on Table 4 indicates that the largest category was in eating and drinking places with food stores second.

There was a significant decrease -- from 132 in 1948 to 85 in 1954-- in the number of food stores in Asbury Park. The decline in the number of food stores in the City is part of a nationwide trend away from the small, family-operated store and toward large supermarkets which stock a greater variety of goods.

The number of apparel stores decreased from 84 to 67 units between the two censuses, and furniture and appliance outlets dropped from 34 to 26 units.

The largest increase was in the number of lumber and hardware stores which rose from 18 to 22 units.

Table 3

YEARLY RETAIL SALES PER CAPITA, ASBURY PARK  
MONMOUTH COUNTY, AND STATE OF NEW JERSEY, 1954

| <u>Type of Store</u>     | <u>Asbury Park</u> | <u>Monmouth<br/>County</u> | <u>State of<br/>New Jersey</u> |
|--------------------------|--------------------|----------------------------|--------------------------------|
| Food                     | \$ 476             | \$ 316                     | \$ 301                         |
| Eating & Drinking        | 368                | 148                        | 113                            |
| Gen'l. Merchandise       | 613                | 84                         | 83                             |
| Apparel                  | 443                | 74                         | 92                             |
| Furnishings & Appliances | 213                | 58                         | 66                             |
| Automotive               | 459                | 180                        | 188                            |
| Gasoline & Services      | 68                 | 66                         | 62                             |
| Lumber & Hardware        | 105                | 91                         | 75                             |
| Drugs                    | 76                 | 31                         | 29                             |
| All Other                | 476                | 191                        | 167                            |
| <hr/>                    |                    |                            |                                |
| TOTALS                   | \$3,297            | \$1,239                    | \$1,176                        |
| <hr/>                    |                    |                            |                                |

Source: U.S. Census of Business, 1954.

Table 4

NUMBER OF RETAIL STORES IN ASBURY PARK,  
BY TYPE AND PER CENT OF TOTAL, 1948 AND 1954

| <u>Type of Store</u>   | <u>1 9 4 8</u> |                 | <u>1 9 5 4</u> |                 |
|------------------------|----------------|-----------------|----------------|-----------------|
|                        | <u>Number</u>  | <u>Per Cent</u> | <u>Number</u>  | <u>Per Cent</u> |
| Food                   | 132            | 21.8            | 85             | 16.4            |
| Eating & Drinking      | 160            | 26.7            | 153            | 29.5            |
| Gen'l. Merchandise     | 17             | 2.8             | 18             | 3.5             |
| Apparel                | 84             | 14.0            | 67             | 12.9            |
| Furniture & Appliances | 34             | 5.7             | 26             | 5.0             |
| Automotive             | 23             | 3.9             | 18             | 3.5             |
| Gasoline & Services    | 26             | 4.3             | 24             | 4.6             |
| Lumber & Hardware      | 18             | 3.0             | 22             | 4.2             |
| Drugs                  | 15             | 2.5             | 11             | 2.1             |
| All Other Retail       | 92             | 15.3            | 95             | 18.3            |
| <hr/>                  |                |                 |                |                 |
| TOTALS                 | 601            | 100.0           | 519            | 100.0           |
| <hr/>                  |                |                 |                |                 |

Source: U.S. Census of Business.

3. Wholesale Trade

As the most important center for commercial activity in Monmouth County, Asbury Park is also the major wholesaling center in the County. The U.S. Census of Business reported 40 wholesale establishments for Asbury Park in 1954. Annual sales were reported at \$14,350,000 for that year and employment was provided for 466 persons.

With the rapid growth of the surrounding areas, it can be anticipated that Asbury Park's wholesale trade will grow at an even greater rate than its retail trade. Space should be made available for this use in the planning of the City.

4. Industry

While the manufacturing industry does not play a major role in Asbury Park's economy, it does contribute significantly to the employment opportunities in the City. The 1954 U. S. Census of Manufactures reported that there were 41 manufacturing establishments in Asbury Park and that they employed 1,344 persons at an annual wage of \$4,724,000. Their dollar volume of manufacturing as measured by the total value added to the product was given as \$6,013,000.

## LAND USE PLAN

The proper development of land is one of the basic concerns of any planning program. The manner in which land is used and the relationship of various uses to one another are significant in determining the character of a community, the quality of its neighborhoods and the strength of its tax base.

In an older community, such as Asbury Park, there are two basic tools for guiding land development: one is the zoning ordinance and map, which specify the uses permitted and the various land areas where such uses are allowed; the other is urban renewal, which provides a procedure for clearing blighted areas and replacing the former uses in accordance with a reuse plan.

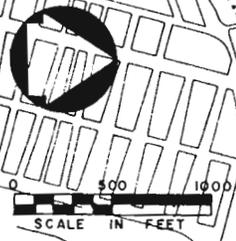
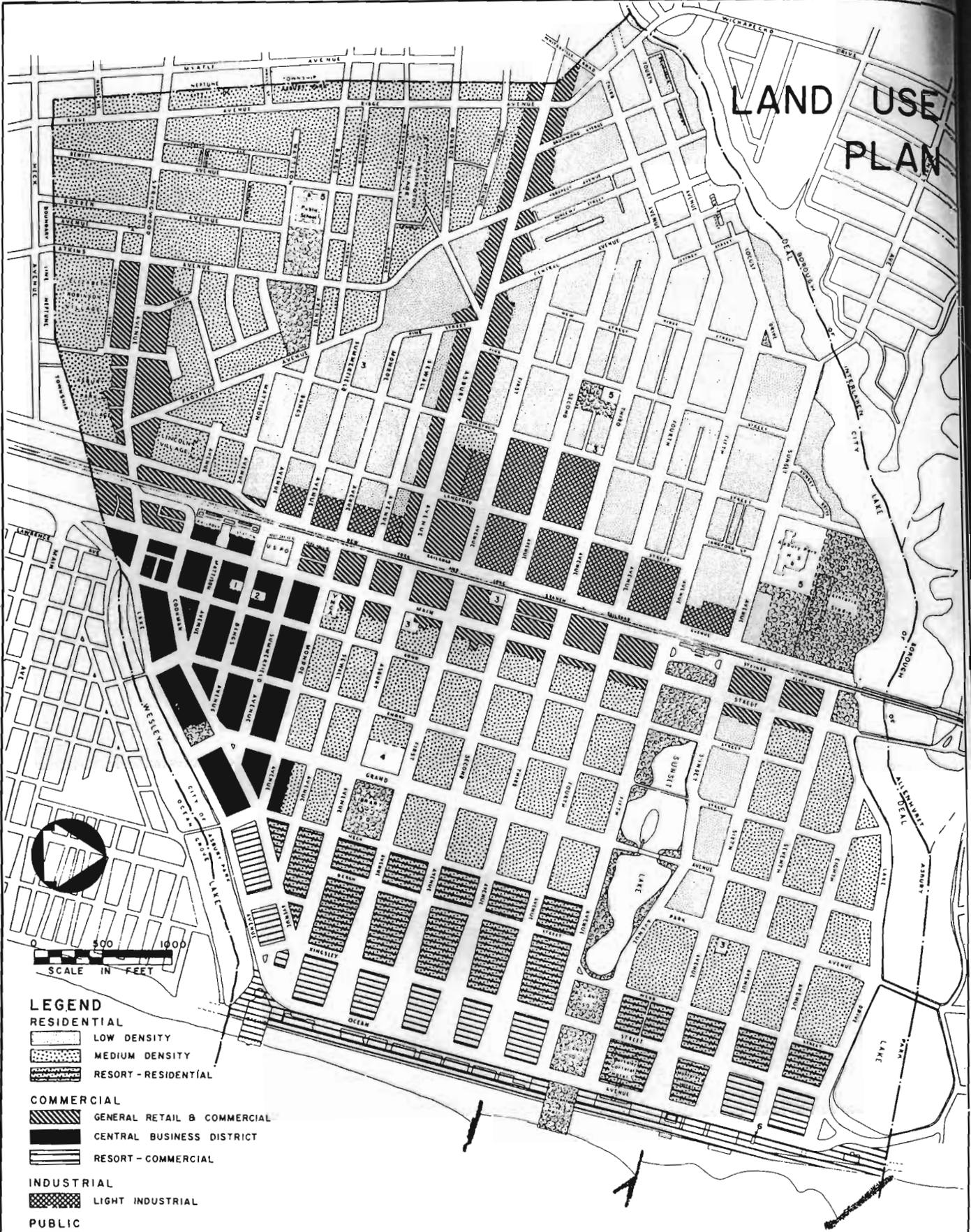
The Land Use Plan provides a general guide for the future public and private development and redevelopment of Asbury Park. Specific proposals with respect to effectuating the plan, however, are included in subsequent sections of the report dealing with urban renewal and zoning.

The proposals in the plan reflect the existing use of land and such other considerations as population growth, redevelopment possibilities, adequacy of community facilities and anticipated market demands.

The objectives of the plan are as follows:

- The creation of residential neighborhoods free of through traffic and served by adequate community facilities such as schools, parks, utilities, etc.
- The provision of a well-defined central business district allowing adequate room for parking and other supporting uses.
- The provision for hotels, motels and other types of resort development and redevelopment in the beachfront areas.
- The proper location of retail and commercial areas with attendant parking facilities, outside the central business district.

# LAND USE PLAN



- LEGEND**
- RESIDENTIAL**
- LOW DENSITY
  - MEDIUM DENSITY
  - RESORT - RESIDENTIAL
- COMMERCIAL**
- GENERAL RETAIL & COMMERCIAL
  - CENTRAL BUSINESS DISTRICT
  - RESORT - COMMERCIAL
- INDUSTRIAL**
- LIGHT INDUSTRIAL
- PUBLIC**
- RECREATION
  - PUBLIC BUILDINGS
1. CITY HALL
  2. COUNTY COURT
  3. FIRE STATIONS
  4. PUBLIC LIBRARY
  5. PUBLIC SCHOOLS
  6. SEWAGE DISPOSAL PLANT

**ASBURY PARK**  
 ASBURY PARK PLANNING BOARD  
 PLANNING CONSULTANT - I. CANDEUB & ASSOCIATES

## RESIDENTIAL AREAS

At the present time 47 per cent of the net land area, excluding streets, is used for residential purposes. The Land Use Plan proposes a reduction -- to 43 per cent -- of the net land area. This reduction reflects the fact that commercial, industrial and resort type development will be more appropriate in a number of areas which now contain housing.

Two density ranges are proposed. Low density areas would include all development under 15 dwelling units per acre. Medium density areas would have densities ranging from 15 to 60 dwelling units per acre.

Low densities are proposed for the single-family residential areas in the northwest section of the City, for several blocks in the southwest section between Prospect Avenue and Asbury Avenue, and for a three-block area on the north side of Sunset Lake.

Medium density areas are generally located in those blocks bounded by Deal Lake, the beachfront hotel and motel areas, the central business district and the retail development along Main Street. A large portion of the southwestern section of the City is also proposed for medium density development.

There will be ever increasing demands to construct apartment units in Asbury Park as a result of population growth in Monmouth County and the following changes in population characteristics and economic conditions:

- a) the "doubling up" of young childless couples living with their parents is being sharply reduced as a consequence of higher incomes and the increased ability of new families to establish independent households.
- b) more and more older people are maintaining independent households -- partly because of less "doubling up" and partly because of greater financial independence in old age.
- c) greater longevity has increased the number and proportion of older people whose households are generally smaller.

An example of these changing conditions is evidenced by the fact that in 1890 the average mother was a widow by the time the last child left home. Today, as a result of earlier marriages, a proportionally higher

birth rate in the under 30 age group and increased longevity, the average couple has 14 years of life together when the last child leaves home. These factors are creating a demand for apartment units that did not exist several generations ago.

The development of medium density apartments in Asbury Park can furnish an economic incentive for the demolition of many of the older rooming houses, hotels and converted single-family homes in the City, a large number of which are located between Main Street and the Ocean. Rental units occupied by older persons and young families without children will require little in the way of municipal services and provide considerable ratables. In permitting apartment development, however, the City should establish controls which would rule out the construction of minimum housing and provide for a high quality type of development.

It is suggested that all apartment development be limited to a maximum height of six stories and that all multi-family housing be required to provide 1.25 parking spaces per dwelling unit as a minimum.

### COMMERCIAL AREAS

Commercial areas in Asbury Park include the central business district, an area generally bounded by Summerfield Avenue and the New York and Long Branch Railroad, and retail development along Springwood Avenue, Main Street and Asbury Avenue.

#### Central Business District Plan

Asbury Park is the leading shopping, business, banking, professional and recreational center in Monmouth County. The combination of these activities is an advantage which cannot be matched by the newer outlying centers. In addition to those who are drawn to Asbury Park strictly for shopping purposes, the employees and patrons of other commercial, professional and recreational activities constitute a large reservoir of potential customers for the retail and service establishments in the central business district.

However, if the City is to maintain its position of leadership in the face of the continuing growth of population in the outlying areas, a vigorous program must be undertaken to provide easy access to the downtown area, to insure the availability of adequate parking facilities, to provide a wide variety of goods and services and to make the central district a more attractive place in which to shop and do business.

The plan proposes the accomplishment of the above objectives in the following manner:

A c c e s s. The following proposals in the Traffic Plan will improve traffic flow on streets leading to the central business district.

1. The elimination of double parking on Main Street.
2. The prohibition of parking on the south side of Asbury Avenue west of Pine Street.
3. The proposed widening of Springwood Avenue west of Atkins Avenue; and the elimination of parking on one side of Springwood Avenue east of Atkins Avenue in conjunction with the provision of off-street parking in the Springwood Avenue Redevelopment Project.
4. The proposed widening of Bangs Avenue west of Prospect Avenue.
5. The extension of Atkins Avenue to Prospect Avenue.
6. The improvement of the Springwood Avenue, Cookman Avenue and Main Street intersection.

P a r k i n g. The proposals of the central business district parking plan will, in effect, ring the central business district with parking areas. The major proposals of the parking plan are as follows.

1. The construction of a 4-level parking garage over the Bangs Avenue parking lot.
2. The enlargement of the Railroad Station lot on Main Street.
3. The enlargement of the Lincoln Place commuters' lot.
4. The extension of parking areas along Wesley Lake.
5. The provision of two parking courts on streets to be closed to through traffic.
6. The construction of two new parking lots between Summerfield Avenue and Monroe Avenue.

These proposals will add approximately 900 off-street parking spaces to the 765 which are now in use.

Variety of Goods and Services. The variety of goods and services which are offered in Asbury Park largely depends on the actions of the individual merchants. The proposed northerly expansion of the shopping and commercial areas, to Monroe Avenue, will also permit the development of a greater diversity of shopping facilities than available at present.

This additional area, although somewhat less than that permitted by existing zoning is, nevertheless, large enough to provide for future expansion needs and small enough to maintain a compact and efficient downtown area.

Shopping Center Aesthetics. The new outlying shopping centers springing up in various parts of the country are distinguished from the downtown areas of older cities by their coordinated design and attractive shopping malls. On a trial basis, it is proposed that the section of Mattison Avenue between Cookman Avenue and Main Street be converted into a pedestrian mall.

#### Main Street

Because Asbury Park's central business district has been confined on the south by Wesley Lake, on the west by the New York and Long Branch Railroad and on the north by residential development, many of the commercial uses which otherwise might have located on the district's periphery have developed along Main Street. While strip commercial development is not ordinarily desirable, in this case the plan proposes that it be retained because the New York and Long Branch Railroad, one block to the west, makes this strip of land undesirable for residential purposes.

The major problem along Main Street is the lack of adequate off-street parking facilities. Additional parking could be developed by permitting off-street parking to the rear of the retail uses on the east side of Main Street.

#### Springwood Avenue

Springwood Avenue has an extensive shopping development between the railroad tracks and Atkins Avenue, which serves both local and regional trade. The Springwood Avenue Redevelopment Project will allow the

construction of new parking facilities behind many of the stores and will clear the northeast corner of Springwood Avenue and Atkins Avenue for new retail development.

The public improvements contemplated in this area are designed to stimulate private rehabilitation and reconstruction of many of the existing buildings located on Springwood Avenue.

### Asbury Avenue

The Land Use Plan recognizes the present commercial character of much of the frontage along Asbury Avenue, between Main Street and the western limits of the City, and it is recommended that the present zoning be maintained. The zoning boundary line, however, should be redrawn to coincide generally with the rear lot lines of the properties which front on Asbury Avenue. By following property lines it is often possible to avoid unnecessary adjudication before the Board of Adjustment.

### INDUSTRIAL AREAS

Limited expansion of the present industrial area along Railroad Avenue is possible. The small amounts of land available for such expansion will be particularly attractive to those industries requiring a central location with respect to transportation facilities and commercial areas. Asbury Park can anticipate a trend toward the location of small service type industries in the City.

### RESORT AREAS

Resort-residential use is proposed for the area between Heck Street and Kingsley Street. Development in this area, which is within walking distance of the beachfront, would primarily consist of hotels, motels and motor hotels with such amenities as swimming pools, tennis courts, etc. Much of this area could be redeveloped, as proposed in the urban renewal plan, to provide a coordinated and attractive environment for vacationers.

The Asbury Park area has numerous features both within the City and in the surrounding areas which are attractive to vacationers. Improvement of the present hotel space, however, is essential if Asbury Park is to continue as a major resort area. This improvement should take

the form of both private and public redevelopment to provide improved year-round and seasonal facilities. By encouraging such improvement the City should receive material benefits in the form of greater utilization of its Convention Hall, which is large enough to accommodate about 90 per cent of the nation's conventions.

Resort-commercial use is proposed for the area between Kingsley Street and the Atlantic Ocean. This includes private development of restaurants and amusement facilities on Ocean Avenue and along the City-owned boardwalk.

## URBAN RENEWAL PLAN

In common with many older cities, Asbury Park is faced with a serious liability in the existence of areas of deterioration, obsolescence, and blight -- "blight" being used in the dual sense of deterioration of buildings and the chronic lack of new development or improvement.

These blighted areas exist both in certain residential neighborhoods and on the fringe of the beachfront and central business districts, where they exert a substantial inhibiting influence.

The general dimensions of the problem are indicated by the results of the 1950 Census of Housing, which reported that 16.8 per cent of all the dwelling units in Asbury Park were dilapidated or lacking a private bath or shower, and that 22.3 per cent did not have central heating. This is actually not a larger proportion of substandard housing than is found in most central city areas; it reflects to a considerable extent the age of existing housing in the City -- as of 1950, over half of the dwelling units were over 50 years old. Nevertheless, this proportion of substandard housing has direct effects in the disorganization of family life, in juvenile delinquency, disease, increased welfare and service costs accompanied by decreased tax returns, and in the discouragement of business and resort development.

This section of the Master Plan is concerned with a basic means for attacking the problem of blighted areas: "urban renewal", as this term is used in connection with the substantial aids available from the Federal Government. As is discussed below, the urban renewal program provides a workable method for clearing blighted areas, replanning them, and replacing the former uses with needed new private and public development. The program also includes measures to encourage the rehabilitation of existing buildings.

Asbury Park has already made a substantial beginning in urban renewal. The low-rent public housing projects of the Asbury Park Housing Authority, while these are not urban renewal projects as such, have resulted in the clearance of several blighted sections and in a substantial supply of housing available to low-income families formerly living in substandard housing. The Housing Authority has now completed the

planning of a large project directly under urban renewal, the Springwood Avenue Project, for which Federal aid is being requested. In addition, the City has adopted and is enforcing a Housing Code, which is an important means for maintaining adequate standards in existing housing.

### COMPONENTS OF URBAN RENEWAL

As a means of pinpointing the particular types of urban renewal action needed in specific areas or neighborhoods, the urban renewal program as a whole is generally considered to involve three different approaches: conservation, rehabilitation, and redevelopment. Which of these approaches is used depends upon the extent of deterioration and obsolescence in the area involved. To some extent these terms overlap, since in any area there will be more or less of a mixture of conditions; but it is useful in setting up an overall urban renewal program to classify all the areas of the City according to these categories.

#### Conservation

"Conservation" applies to areas of predominantly sound housing and stable neighborhood values. In these areas, urban renewal activities are aimed at blight prevention and consist largely of the enforcement of zoning regulations and building and housing codes. City expenditures for activities other than code enforcement are normally not required, although in some cases the improvement of schools, parks and playgrounds, and the rerouting of traffic so as not to pass through residential areas may have an important effect in maintaining the quality of these areas. Private neighborhood associations can have an important function in seeing that area standards are maintained. Federal urban renewal funds are not available for conservation areas.

#### Rehabilitation

"Rehabilitation" is used in connection with areas in which there is a considerable degree of obsolescence and deterioration, but in which adequate standards and the restoration of stable tax values can be achieved largely by the rehabilitation of the existing structures rather than by clearance and new building.

Under the 1954 Housing Act there are substantial Federal aids available for urban renewal activities in this type of area, although there has been as yet little actual experience in the operation of these aids. Once an area is officially designated as an "urban renewal area" for which a showing is required that the area in question is clearly predominantly residential and that at least 20 per cent of the structures are substandard, all residential property owners in the area become eligible for special FHA mortgage insurance for home repairs. In addition, the Urban Renewal Administration will provide two-thirds of the cost of spot clearance of badly deteriorated structures, traffic and utility improvements, and added community facilities as needed to restore the area to sound condition.

#### Redevelopment

"Redevelopment" applies to areas in which the housing is too far below standard for rehabilitation to be economically feasible or where the land use pattern makes continued residential use undesirable. This approach is to be used for the Asbury Park Housing Authority's Springwood Avenue Project Area. The Authority will buy the properties in the area by voluntary purchase or condemnation; will help the families in the area to find decent, safe, and sanitary relocation housing; will demolish the existing structures and make changes in the streets and utilities; and finally will resell the project land for new development in accordance with the Urban Renewal Plan. The Federal Government will pay two-thirds of the "write-down" cost differential between the acquisition and site improvement cost and the resale value of the project land.

The "write-down" cost can be substantial in densely-developed blighted areas, which reflects a basic reason why these areas normally cannot be rebuilt without public assistance (another basic reason is the difficulty of assembling substantial tracts of land without public eminent domain powers). However, experience nationwide indicates that the substantial increase in tax ratables from the new development normally repays the City's one-third contribution within a relatively short period.

Under the Federal procedures both redevelopment and rehabilitation can be used in a single project. This is the case in the present Springwood Avenue Project, in which most of the area is to be cleared but a portion is to be retained for private rehabilitation.

## RECOMMENDED URBAN RENEWAL AREAS

The "Urban Renewal Plan" map, which follows this page, shows generally those sections of Asbury Park recommended for redevelopment and the residential areas for which rehabilitation or conservation measures are indicated. These areas were selected on the basis of a field survey including exterior inspection of all the structures in the City.

A general description of each of Asbury Park's four neighborhoods and the renewal action proposed within these neighborhoods is as follows:

### Northeast Neighborhood

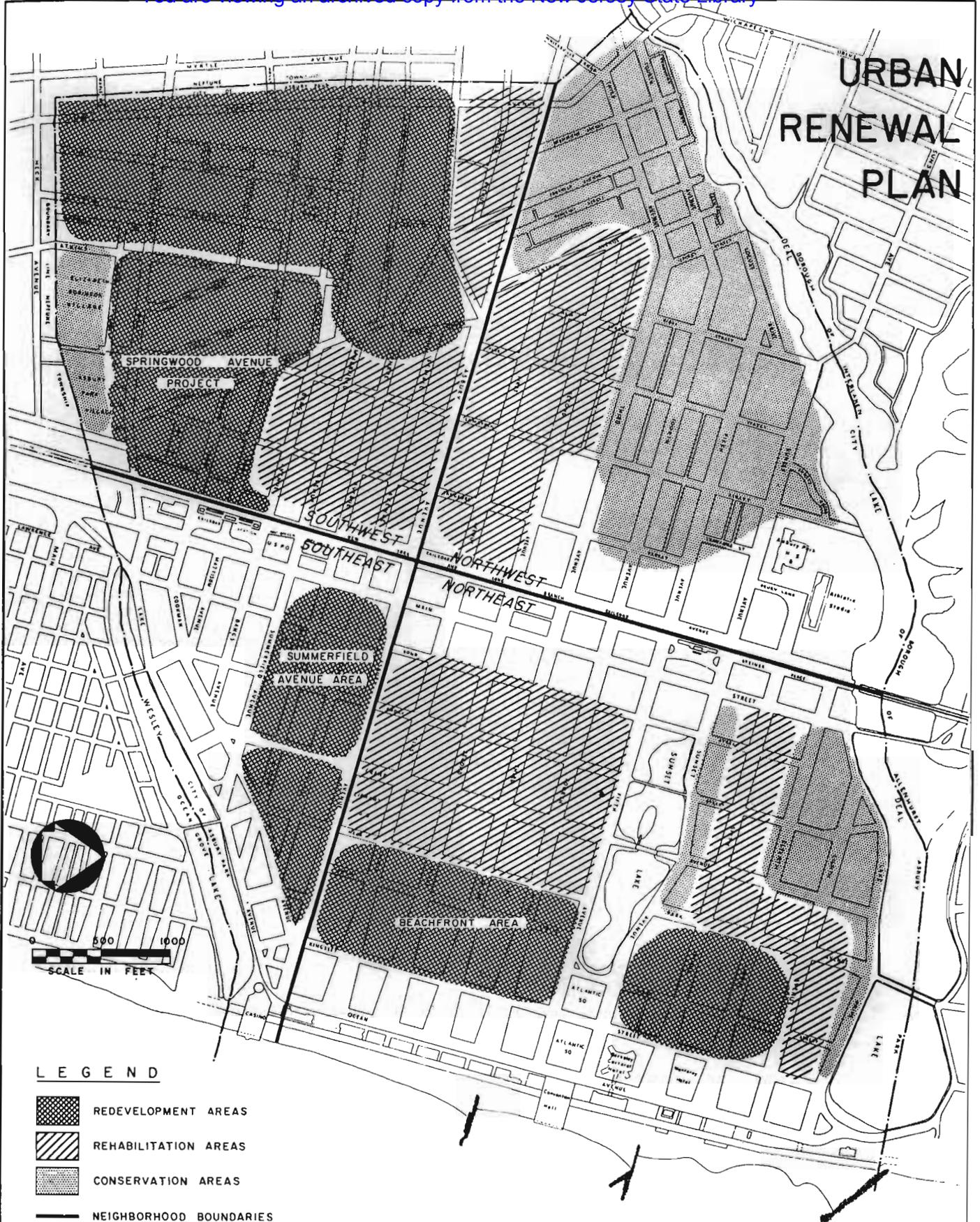
The Northeast Neighborhood, largest in area of the four into which the City has been divided for planning purposes, is bounded by Deal Lake, the Atlantic Ocean, Asbury Avenue and the New York and Long Branch Railroad. The City's entire beachfront and approximately 80 per cent of the City's hotels and rooming houses are located in this neighborhood.

The Northeast Neighborhood has many of the finest residential structures in Asbury Park, particularly along the north side of Sunset Lake and in the vicinity of Deal Lake. In addition to many one and two-family homes, there are a number of well-maintained garden apartments and elevator apartments. Generally, as noted on the map, this section is indicated for conservation. However, some housing along portions of Sixth Avenue, Grand Avenue, Park Avenue and Eighth Avenue is partially deteriorated and in need of rehabilitation.

Two areas, comprising about 21 per cent of the neighborhood area, require redevelopment: the area between Kingsley Street and Heck Street to the south of Sunset Lake, and the section between Kingsley Street and Park Avenue to the north of Sunset Lake. The structures in these areas are primarily rooming houses and small hotels which suffer from inadequate original construction, deterioration from salt spray which tends to rot wood framing, lack of maintenance and overcrowding of structures on the land. There is a scattering of structures in good condition, however, which can be excluded from clearance.

Rehabilitation is generally necessary for that portion of the neighborhood between Bond Street and Park Avenue south of Sunset Lake. This area suffers as do other portions of the neighborhood, from the large volumes of traffic moving to and from the beach during the summer months.

# URBAN RENEWAL PLAN



## LEGEND

-  REDEVELOPMENT AREAS
-  REHABILITATION AREAS
-  CONSERVATION AREAS
-  NEIGHBORHOOD BOUNDARIES

# ASBURY PARK

ASBURY PARK PLANNING BOARD  
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june 1958

### Southeast Neighborhood

The Southeast Neighborhood is the smallest of the four neighborhoods. It is a triangular shaped area bounded by Wesley Lake, the New York and Long Branch Railroad and Asbury Avenue.

Most of the Southeast Neighborhood is devoted to the retail and commercial uses of the central business district. However, in the blocks between Summerfield Avenue and Asbury Avenue, there are a substantial number of residential structures which are predominantly one and two-family homes and rooming houses. Approximately 60 per cent of these are in substandard condition. Other factors of blight include high land coverage, mixed land use, inadequate off-street parking and traffic moving to and from the central business district.

Redevelopment is generally recommended for the area between Summerfield Avenue and the properties on the north side of Sewall Avenue. This area includes a number of substantial structures such as the Y. M. C. A. , Jersey Central Power and Light Company, Medical Arts Building and others which should be retained and integrated with any redevelopment plan for the area.

### Southwest Neighborhood

The Southwest Neighborhood is bounded by Asbury Avenue, the New York and Long Branch Railroad, and Neptune Township on the south and west. This neighborhood houses approximately 45 per cent of the City's population. Although the area is predominantly residential in character, there is an important shopping district on Springwood Avenue between Atkins Avenue and the railroad.

This neighborhood has the most serious problem of blight in Asbury Park. It has the highest proportion of substandard dwelling units to be found in the City, a generally poor street layout, a considerable degree of overcrowding of structures, and extensive mixed land uses. The neighborhood also abuts a badly blighted area in Neptune Township where conditions are similar to or worse than those found in the Southwest Neighborhood.

Redevelopment is recommended for the area to the south of a line extending eastward along Monroe Avenue to Prospect Avenue and

Mattison Avenue to the railroad. Approximately one-half of the area is included in the Springwood Avenue Redevelopment Project now under development.

Rehabilitation is proposed for the area between Asbury Avenue and the redevelopment section described above.

#### Northwest Neighborhood

The Northwest Neighborhood is bounded by Asbury Avenue, Deal Lake and the New York and Long Branch Railroad. This area, the most stable residential neighborhood in Asbury Park, consists predominantly of one and two-family homes. Most of the houses, especially those in the vicinity of Deal Lake, are in very good condition.

A potential problem in this area may be caused by the existing zoning controls. An exceedingly high percentage of this neighborhood is zoned for two-family usage, although the area is primarily devoted to single-family homes. As a consequence, population pressures may force an ever-increasing degree of conversion to two-family structures, a trend which could have an adverse effect on the character of the neighborhood and hasten neighborhood blight.

Conservation is indicated for most of the neighborhood. However, the two-block strip between Second Avenue and Asbury Avenue east of Central Avenue requires rehabilitation. The poor structural conditions in this section of the neighborhood are probably due in part to the adverse influence of adjacent industrial and commercial development on Railroad and Asbury Avenues.

#### ORGANIZATION FOR URBAN RENEWAL

Urban renewal is a relatively new municipal function which cuts across the usual areas of responsibility of the various City officials and agencies. For this reason its administration is a particularly important problem, and special organization is necessary if the urban renewal program is to be effective.

In the past few years there has been increasing recognition in many cities of the need for a centralized agency for the coordination of the

urban renewal activities carried on by the different City departments and authorities. This is usually termed the Office of the Urban Renewal Coordinator.

It is recommended that such an agency be established in Asbury Park, staffed by an Urban Renewal Coordinator and secretary. The Coordinator would function in effect as an adjunct to the City Manager's office, although with the separate responsibility of coordinating all City activities and private voluntary efforts in the urban renewal field.

The duties of the Coordinator would include constant contact with the different administering agencies, the development of studies for extending the effectiveness of the program, and the presentation of recommendations for City actions to the Mayor, Council, and City Manager. In addition, he would serve as the central contact point for citizens and private voluntary groups concerned with urban renewal.

The individual agencies which would come within the scope of the Coordinator's activities can be described generally as follows:

Housing Authority. The Asbury Park Housing Authority acts as the Redevelopment Agency for the City, by official designation under the State enabling act. In this capacity the Authority plans and carries out Federally-aided urban renewal projects. In addition, the Housing Authority constructs and operates housing developments for low-income and aged families, which form an important relocation resource in relation to urban renewal.

Planning Board. The Planning Board has the responsibility of preparing and maintaining the Master Plan, which forms the overall guide or framework within which urban renewal project planning is developed. The Board must also make a finding as to conditions of blight for each urban renewal project area. In addition, the Planning Board is responsible for changes in the Zoning Ordinance.

Health Department. The Health Department has the primary responsibility for the administration of the Housing Code, which sets minimum standards for the occupancy of existing housing. The Health Inspector can call in the Building and Fire Inspectors and Police Department where necessary in the inspection of buildings for code violations.

Building Department. The Building Inspector administers the Building Code, which applies to all new construction and alterations and checks all applications for building permits for compliance with the Zoning Ordinance. The Building Inspector may be called in on questions of structural condition in Housing Code inspections.

Fire and Police Departments. The Fire Inspector administers the City fire prevention regulations. The Police Department may be called in on Housing Code inspection, in cases where a team operation is needed.

### The Role of Private Organizations

Private organizations can also play a substantial role in the urban renewal program, and may indeed be essential to its success. Such organizations would fall into three categories: A city-wide citizens group to support urban renewal activities, neighborhood associations to push for particular neighborhood improvements and to organize activities by property owners, and civic groups in general which can lend support and encouragement.

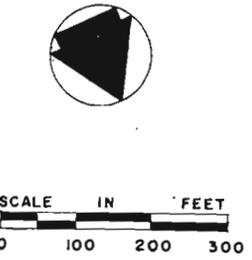
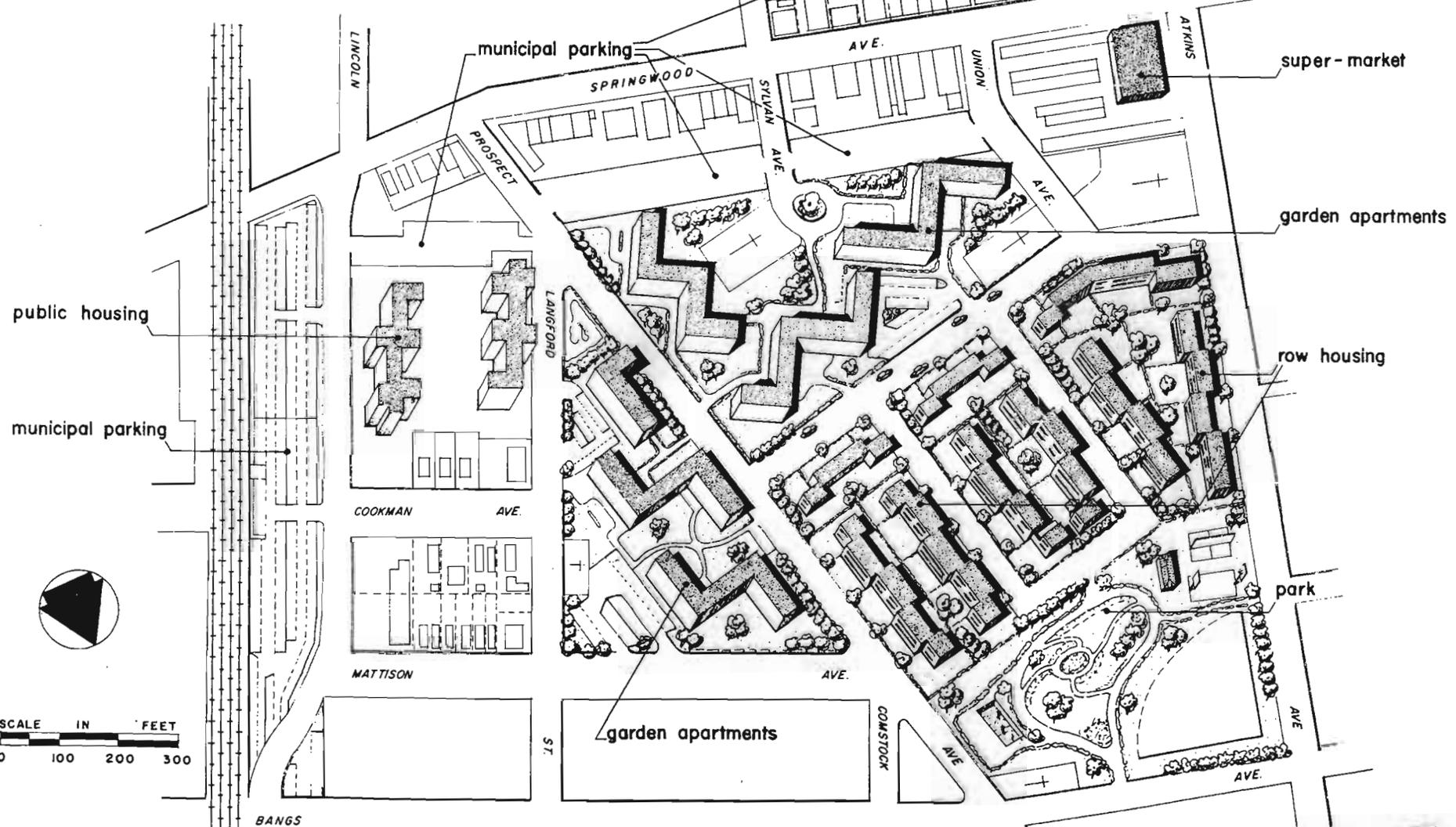
A city-wide urban renewal group, with a name such as the Citizen's Action Committee, could be of significant assistance in advising the City administration and enlisting public support. In addition, this Committee could provide such aids as a revolving Fight-Blight Fund from which property owners could borrow for home improvements. Leading realtors, bankers, builders, building supply dealers, and others might be included in the Committee, which could be established by the Mayor. Another Committee function could be the publishing of "how to do it" literature on home improvement.

Neighborhood associations can be extremely important in assuring that City actions are coordinated with the desires of the residents of particular sections as well as in turning up particular problems needing attention. Their general purpose is to promote the improvement of the neighborhood and the maintenance of property values.

General civic organizations, such as the Lions, Kiwanis, League of Women Voters, Rotary, and Women's Club, can serve effectively in developing public understanding of the program. In some instances, these groups may furnish volunteer workers for particular operations such as area surveys. The businessmen's groups will be particularly useful in advising on downtown improvement.

# ILLUSTRATIVE SITE SKETCH

## Springwood Avenue Redevelopment Area



MARCH 1957—REVISED JUNE 1958  
HOUSING AUTHORITY of THE CITY of ASBURY PARK, N.J.

ASBURY PARK PLANNING BOARD

PLANNING CONSULTANTS  
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RECOMMENDED NEXT PROJECTS AND FINANCING

The Springwood Avenue Project will require all available City urban renewal funds in the immediate future. Due to the length of time required for the planning of an urban renewal project, however, and in view of the number of cities nationwide now requesting reservations of Federal grant funds, it is recommended that early consideration be given to applying for planning advances and grant reservations for an additional project or projects.

The Springwood Avenue Project will make an important beginning in the renewal of both the City's shopping areas and blighted residential sections. As indicated by the Illustrative Site Sketch, the project plan includes badly-needed new off-street parking areas to revitalize the Springwood Avenue shopping district, and a substantial new apartment development which will be available to middle-income families.

For the next project or projects, renewal action might well be directed toward the beachfront and central shopping districts. The general outlines of two possible projects are as follows:

Beachfront Project

Bounded by: Asbury Avenue on the south, Heck Street on the west, Fifth Avenue on the north, and Kingsley Street on the east.

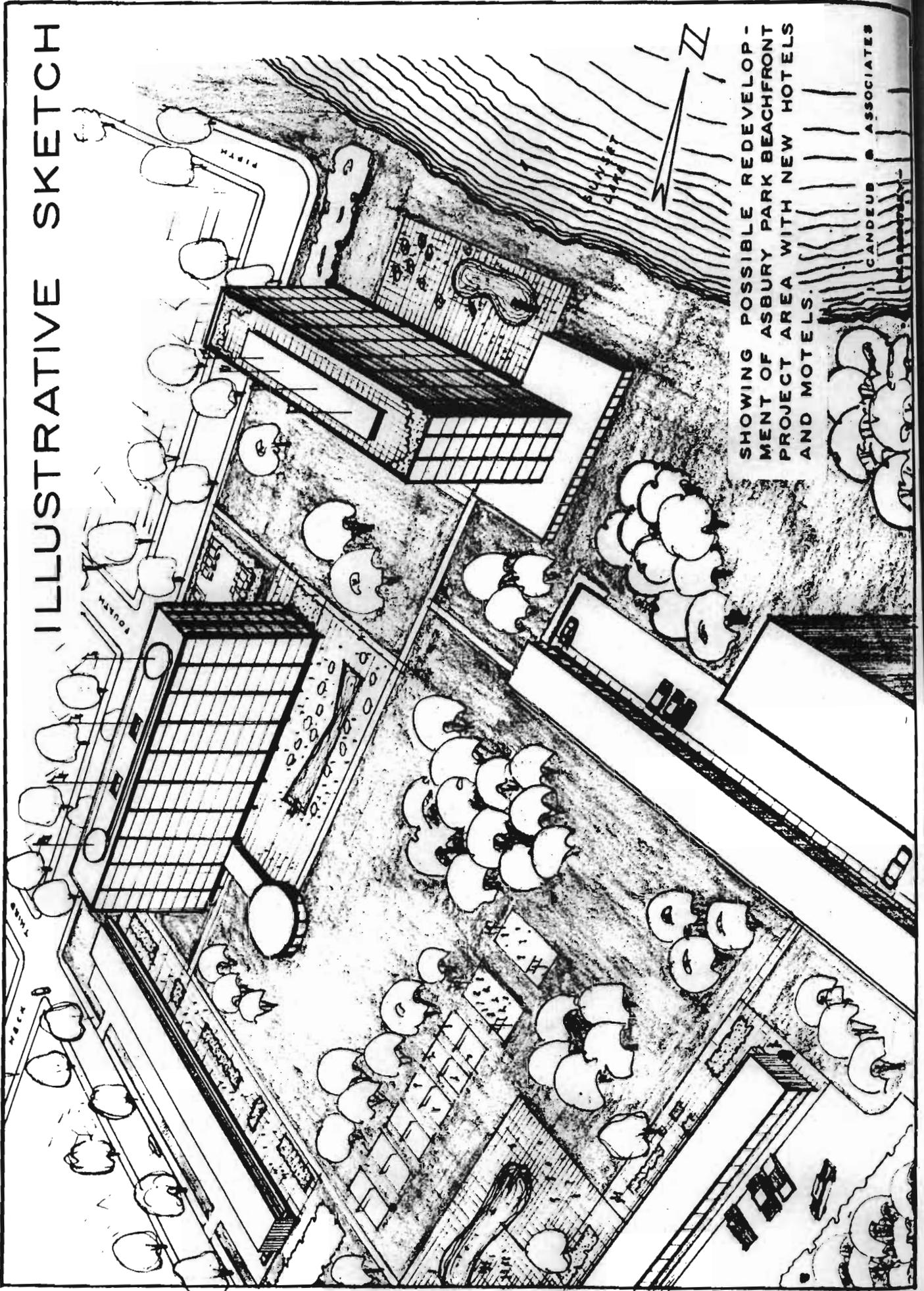
Area: 43 acres including streets; 23 acres net.

The area consists predominantly of hotels and rooming houses, interspersed with one and two-family residential structures which are also largely used for tourist accommodations in the summer season. Some of the hotels are operated on a year-round basis, while others are used only in the summer.

Of the total of 143 residential structures in the area, approximately 76 are estimated to be in substandard condition on the basis of an exterior survey. According to the tentative project plan, the substandard structures would largely be cleared to make way for new resort development, largely in the form of motels, and parking facilities for the existing structures to remain.

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ILLUSTRATIVE SKETCH



SHOWING POSSIBLE REDEVELOPMENT OF ASBURY PARK BEACHFRONT PROJECT AREA WITH NEW HOTELS AND MOTELS.

CANDEUB & ASSOCIATES

The accompanying pictorial sketch indicates possible new hotel and motel development for the northern part of the area adjoining Sunset Lake.

The following tentative estimate presents the general order of magnitude of project cost:

|   |                |
|---|----------------|
| Acquisition                                 | \$1,500,000    |
| Site Improvements and Supporting Facilities | 50,000         |
| Planning and Project Development            | <u>232,845</u> |
| GROSS PROJECT COST                          | \$1,782,845    |
| Reuse Value                                 | <u>510,000</u> |
| NET PROJECT COST                            | \$1,272,845    |
| Local Share (1/3)                           | \$ 424,282     |
| Federal Share (2/3)                         | \$ 848,563     |

Summerfield Avenue Project

Bounded by: Main Street on the west, Asbury Avenue on the north, Grand Avenue on the east, and Summerfield Avenue on the south.

Area: 28 acres including streets; 14 acres net.

The area comprises the northerly fringe of the Asbury Park central business district. It includes a number of substantial buildings such as the Y. M. C. A., Jersey Central Power and Light Building, and Medical Arts Building, but is also interspersed with deteriorated residential uses. The area contains a total of 162 residential structures, of which at least 60 per cent are estimated to be in substandard condition on the basis of an exterior survey.

The tentative plan proposes clearance of a large part of the area, but with a number of sound structures retained. The proposed reuse is parking to serve the central business district and new apartment housing development.

The tentative estimate of project cost is as follows:

|   |                |
|---|----------------|
| Acquisition                                 | \$1,200,000    |
| Site Improvements and Supporting Facilities | 50,000         |
| Planning and Project Development            | <u>201,900</u> |
| GROSS PROJECT COST                          | \$1,451,900    |
| Reuse Value                                 | <u>158,000</u> |
| NET PROJECT COST                            | \$1,293,900    |
| Local Share (1/3)                           | \$ 431,300     |
| Federal Share (2/3)                         | \$ 862,600     |

## TRAFFIC PLAN

### Traffic Conditions

The traffic and parking problems of cities such as Asbury Park may be traced to one source -- skyrocketing motor vehicle registrations. The booming national economy has made it possible for an increasing number of families to own a car and even two-car families are becoming common. Moreover, car ownership is practically a necessity for a growing number of people in Monmouth County because urban development is spreading out and away from the established transit lines along the ocean front.

The smooth flow of these mounting traffic volumes is of special importance to Asbury Park. The central business district is a major traffic destination throughout the year, while the beachfront area attracts heavy flows during the summer months. Delays caused by congestion could conceivably become so intolerable that shoppers and tourists would go elsewhere. It is, therefore, paramount to the economy of Asbury Park that access to the central business district and to the beachfront be made as convenient and direct as possible.

### Regional Highway System

The major regional highway in the vicinity of Asbury Park is the Garden State Parkway which now extends from the New York Thruway in Rockland County, New York, to Cape May, New Jersey. The Parkway is located about four miles west of Asbury Park. Access to Asbury Park from the Parkway is provided by an interchange in New Shrewsbury. Almost all of the Garden State Parkway traffic bound for Asbury Park's beachfront funnels into the City on Asbury Avenue, which is the major entrance to the City from the west.

State Route 35, which runs in a north-south direction less than a mile west of Asbury Park, also feeds most of its Asbury-bound traffic onto Asbury Avenue. This highway, however, is a valuable adjunct to the City's street system because it provides a bypass for traffic bound for other beaches along the coast.

State Route 33 is a major east-west highway across the central portion of New Jersey. This highway links Asbury Park with the rapidly growing area in the vicinity of Trenton. An interchange with the New Jersey Turnpike in Hightstown gives rapid access to Philadelphia and other points to the south. Traffic which is eastbound on Route 33 can reach Asbury Park either by turning off onto Route 66, which joins Asbury Avenue about two miles west of Asbury Park, or by continuing on Route 33 to Ocean Grove and turning north on Route 71 (Main Street) in order to reach the City.

The only other regional highway of major consequence is State Route 71 which passes through the central section of Asbury Park. Route 71 is the major shore road running between Long Branch and Manasquan. It enters Asbury Park from the north by way of the Park Avenue Bridge across Deal Lake, then extends westerly along Deal Lake Drive to Main Street where it proceeds in a southerly direction through the City to Ocean Grove and points to the south.

#### Existing Street System

Most of Asbury Park's streets are laid out on a gridiron pattern with streets forming rectangular blocks and crossing at right angles to each other. In the area southwest of Prospect Avenue, however, the street system deviates somewhat from the rectangular gridiron layout and the rather irregular street pattern has created a number of dangerous intersections.

On the other hand, considerable foresight was shown by the original developers of the City when they established liberal rights-of-way on most of the east-west streets and on a number of important north-south streets. A considerable number of east-west streets, including Asbury Avenue and the numbered streets north of Asbury Avenue, have 100-foot rights-of-way. Most of the east-west streets south of Asbury Avenue and east of Prospect Street have rights-of-way which range from about 60 to 80 feet in width.

North-south streets such as Ocean Avenue, Kingsley Street, Grand Avenue and Main Street all have adequate rights-of-way of 70 feet or more. A number of north-south streets, however, such as Bergh Street, Heck Street, Emory Street, Bond Street, Langford Street and Comstock Street

have rights-of-way of only 50 feet in width or less. This condition has required the pairing of several of these streets for one-way traffic. Several other north-south streets such as Prospect Avenue, Atkins Avenue and Ridge Avenue have 50-foot rights-of-way which has restricted their pavement widths.

### Traffic Analysis

A number of variables determine the adequacy of a street system to serve the purpose of enabling vehicles and pedestrians to move from one place to another quickly and safely. Some of these variables are discussed below.

#### 1. Land Use

Areas of concentrated development are generally the major traffic generators in a community. In Asbury Park there are two major traffic generating areas: 1) the central business district of the City which serves as a regional shopping center for a population which is drawn from a radius of up to 15 miles from the City; and 2) the beachfront area of the City which attracts both vacationers and tourists from a regional area which extends approximately 75 miles to the north, west and south of the City.

During 1954 and 1955 an extensive analysis of traffic flow on Asbury Park's streets was conducted by Wilbur Smith and Associates of New Haven. The results of Smith's study revealed that the weekly volume of traffic from June through September, which is generated by the beachfront area, is approximately twice that of the highest weekly volume during any other time of the year.

#### 2. Traffic Volumes

The 1955 traffic survey revealed the annual average daily traffic volumes on the major streets in Asbury Park. The highest volumes of traffic were found on Main Street where approximately 23,000 vehicles per day passed the Springwood Avenue intersection and approximately 9,000 vehicles daily crossed the bridge at Deal Lake. The annual average daily traffic movement on other major streets was as follows:

|                   |                                   |
|-------------------|-----------------------------------|
| Asbury Avenue     | 7, 200 vehicles(west of Main St.) |
| Grand Avenue      | 5, 000 vehicles                   |
| Springwood Avenue | 6, 000 vehicles                   |
| Cookman Avenue    | 4, 000 to 10, 000 vehicles        |
| Sunset Avenue     | 5, 700 vehicles                   |

The State Highway Department estimates that traffic volumes in New Jersey are increasing at the rate of 3.5 per cent per year. There will, of course, be considerable variations in this rate throughout the State. It is anticipated, however, that Asbury Park's streets will have to carry an increasing traffic load as the population growth of Monmouth County brings an increasing number of vehicles into the region. This may have a tendency to decrease the wide discrepancy between average seasonal and average year-round traffic.

The major problems encountered in moving traffic in Asbury Park occur during the summer months. This congestion is primarily related to the heavy flow of inbound traffic on Asbury Avenue during a Saturday or Sunday. There appears to be no major problem in getting traffic out of the City because times of departure tend to be distributed over a longer period of time and thereby eliminate congestion to a considerable extent.

### 3. Accident Incidence

The Asbury Park Police Department has made accident records available so that the concentration of automobile accidents could be plotted on a map in order to reveal those intersections which are of major concern and require special consideration. Those intersections which are subject to the largest number of accidents, in order of degree of incidence, are as follows:

- Main Street and Asbury Avenue
- Main Street and Sunset Avenue
- Emory Street and Cookman Avenue
- Kingsley Street and Cookman Avenue
- Ridge Avenue and Asbury Avenue
- Main Street and Bangs Avenue
- Railroad Avenue and Asbury Avenue
- Railroad Avenue and Summerfield Avenue
- Heck Street and Cookman Avenue
- Lincoln Place and Springwood Avenue
- Langford Street and First Avenue.

## Traffic Plan

The street system forms the basic framework within which a city may develop. Once a street is established and abutting land is improved, changes in the street pattern can only be made with difficulty and considerable expense.

The present built-up nature of Asbury Park, therefore, limits the traffic plan primarily to street widenings and one-way traffic flow proposals. Thus, new streets or street alignments are proposed only where they are essential to improve traffic flow or can be carried out in conjunction with redevelopment projects.

Every street in Asbury Park serves the essential function of providing access to individual properties. Some of these also act as major collectors for local traffic moving to and from shopping, work, school, etc. and as major through-traffic carriers for vehicles which have no origin or destination in Asbury Park. Another function performed by some streets, particularly those adjacent to the central business area and to the hotel and beachfront area, is that of providing extensively used curb parking space. It logically follows that the streets which must perform the most functions will generally require a wider pavement and right-of-way width and fewer obstacles to free traffic flows such as curving alignments, inadequate site distances and dangerous intersections.

Asbury Park's streets have been divided into three major functional classifications as follows:

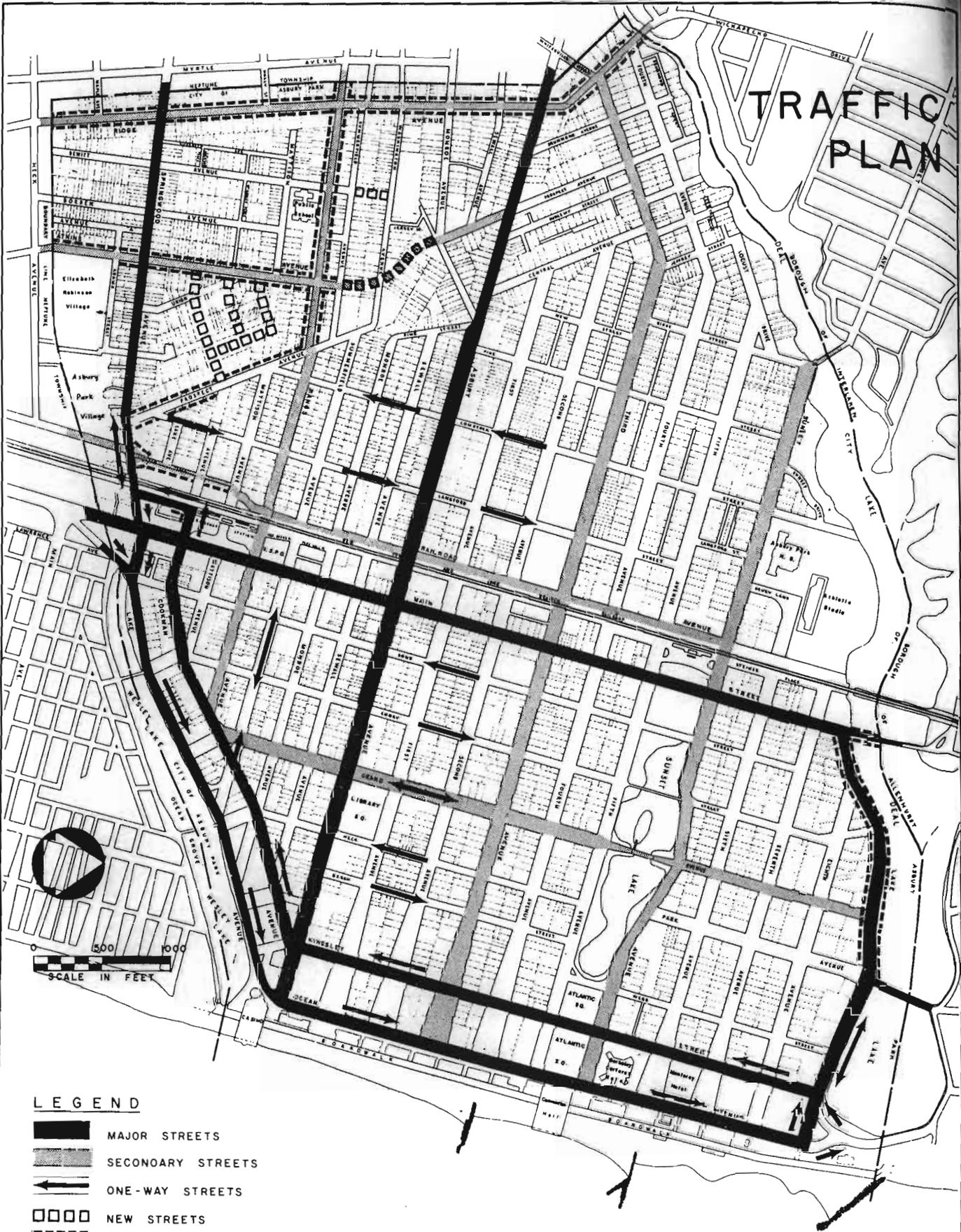
Local Streets which serve the central function of providing access to individual properties.

Secondary Streets which serve as traffic collectors for links between major roads.

Major Streets which serve as major roads for traffic passing into, out of, and through the City.

The proposals for major and secondary streets are shown on the Traffic Plan map following this page.

# TRAFFIC PLAN



### LEGEND

-  MAJOR STREETS
-  SECONOARY STREETS
-  ONE-WAY STREETS
-  NEW STREETS
-  STREETS TO BE WIDENED

## ASBURY PARK

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june 1958

The proposals for major and secondary streets are discussed below.

### Major Street Plan

Main Street. Main Street is and will continue to be the major north-south street running through the City. The present pavement width of Main Street varies from 54 feet, between the Neptune Township and Lake Avenue, to 65 feet, between Lake Avenue and Bangs Avenue. North of Bangs Avenue the pavement averages about 61 feet in width.

The point of heaviest traffic flow on Main Street coincides with the section of pavement which is only 54 feet wide. However, since parking is now prohibited on the eastern side of Main Street, between Lake Avenue and the Neptune Township line, the space for moving traffic is actually larger than the pavement width would indicate and widening is, therefore, not considered necessary.

Future pavement widening, although desirable, will be impossible for most sections of Main Street. North of Bangs Avenue the right-of-way width is only 80 feet and sidewalks are now at a minimum width of 10 feet. The elimination of traffic congestion on Main Street will have to be effected by a program of continuous enforcement against double parking.

Asbury Avenue. Asbury Avenue bears the major load of traffic entering the City from the west. It is adequate as a traffic artery except during the summer months when it becomes the major collector of beach-bound traffic from the Garden State Parkway and Route 35.

At present Asbury Avenue has a 50-foot pavement width and a 100-foot right-of-way between Pine Street and Ocean Avenue. West of Pine Street the pavement narrows to 40 feet and the right-of-way is only 67 feet.

During the summer months, parking should be prohibited on the south side of Asbury Avenue between the City line and Pine Street. This restriction would have the same affect as widening the pavement by 8 or 10 feet.

Cookman Avenue-Lake Avenue. These two streets have recently been paired as one-way streets with Cookman Avenue carrying westbound traffic and Lake Avenue carrying eastbound vehicles. The one-way proposals have served to eliminate a considerable amount of congestion which formerly was prevalent on these streets. Even with parking permitted on both sides, the pavements are adequate on both streets for two moving traffic lanes.

Kingsley Street-Ocean Avenue. In conjunction with the above improvement, Kingsley Street and Ocean Avenue have been made one-way streets on a year-round basis. Ocean Avenue, with a pavement width of 55 feet, and Kingsley Street, with a 50-foot pavement width, are paired as northbound and southbound streets, respectively.

The widths of both of these streets should be adequate to carry future traffic loads.

Deal Lake Drive. The major traffic on Deal Lake Drive flows between the Park Avenue bridge and Main Street. Because there is a center island along most of this roadway, the pavement widths for eastbound and westbound traffic are relatively narrow in several locations. During the winter months conditions along this street often become hazardous due to the restricted pavement width created by cars parked on both sides of the street. One solution would be to prohibit parking in locations where the pavement is too narrow. However, an alternative would be to increase the pavement width by decreasing the width of the center island. This latter action might be carried out by the State Highway Department which has jurisdiction over this section of Deal Lake Drive.

That portion of Deal Lake Drive between Ocean Avenue and Kingsley Street should be converted to one-way westbound use to facilitate the one-way flow proposals for Kingsley Street and Ocean Avenue. The traffic island at Ocean Avenue should also be extended to allow one-way circulation.

Springwood Avenue. Springwood Avenue is one of the most congested streets in Asbury Park. From the City line to Prospect Avenue the pavement is 40 feet wide. Between Prospect Avenue and the railroad tracks the pavement narrows to 34 feet, and from the tracks to Main Street the pavement is only 30 feet wide.

Pavement widening along Springwood Avenue would be extremely difficult because of its intensely built-up character. The plans for the redevelopment of the Springwood Avenue Urban Renewal Area call for the provision of off-street parking to the rear of stores on the north side of Springwood Avenue, between Atkins Avenue and the New York and Long Branch Railroad, and on the south side between Atkins and Sylvan avenues. These parking lots will also contain access alleys for off-street loading. The development of these off-street parking and loading facilities should permit the regulation or prohibition of parking on one or both sides of Springwood Avenue between Atkins Avenue and Main Street.

If, at a later date, the area between Atkins Avenue and the City line is redeveloped, it is recommended that the pavement be widened to 46 feet and that the right-of-way be increased to 70 feet.

Springwood Avenue-Main Street Intersection. In conjunction with the pairing of Cookman Avenue and Lake Avenue as one-way streets, the section of Springwood Avenue between the railroad tracks and Main Street has been made one-way, eastbound, and Cookman Avenue has been extended as a one-way street to the south of the railroad station and along the eastern side of the tracks, between Cookman Avenue and Springwood Avenue.

As traffic flow increases it may be necessary, in the future, to eliminate the sharp right-angle turn adjacent to the railroad station by acquiring several adjacent structures.

#### Secondary Street Plan

Sunset Avenue. Sunset Avenue extends from Ocean Avenue to Route 35 in Ocean Township. The Monmouth County Planning Board now has under consideration the extension of Route 66 to connect with Sunset Avenue at Route 35. If carried out, this improvement would place additional traffic on Sunset Avenue and would siphon off some of the heavy summer traffic on Asbury Avenue. The existing pavement, which varies from 40 to 65 feet in width, is considered adequate to handle the increased traffic load.

Bangs Avenue. This street should supplement Springwood Avenue and Asbury Avenue as a collector street for traffic entering the central business district. Bangs Avenue and its westerly extension, West Bangs Avenue, cross Route 35 and intersect with Route 33 in the Hamilton Section of Neptune Township.

At present, consideration is being given to the elimination of several bad turns in the avenue, in Neptune Township. The realignment of this road, combined with the increasing population in Neptune Township should place an additional traffic burden on that portion of Bangs Avenue which extends between Main Street and the City line. The existing pavement width, especially the 30-foot width between Prospect Avenue and the City line on the west, is completely inadequate. Since many of the properties on both sides of Bangs Avenue, west of Prospect Avenue, will eventually require redevelopment, it is recommended that the pavement be widened to 42 feet, which is the present pavement width between Prospect Avenue and the New York and Long Branch Railroad.

Grand Avenue. East of Main Street the only proposed secondary street is Grand Avenue. Much of the traffic bound for the central business district, which crosses the Park Avenue bridge from Allenhurst, turns on to Grand Avenue. The existing pavement width is adequate for present and expected future traffic volumes.

Railroad Avenue-Lincoln Place. Railroad Avenue provides an alternate north-south route through the central portion of the City for traffic wishing to avoid Main Street congestion. The present pavement width is considered adequate along the entire length of this street except between Summerfield and Monroe avenues where parking must be prohibited in order to maintain uninterrupted traffic flow.

Lincoln Place, an extension of Railroad Avenue, should be widened from its present pavement width of 18 feet, between Bangs Avenue and Springwood Avenue, to 40 feet. This widening can be carried out in conjunction with the Springwood Avenue Redevelopment Project.

Atkins Avenue. It is proposed that Atkins Avenue be extended to meet with Prospect Avenue at its intersection with Monroe Avenue. This improvement should be made when future redevelopment is initiated

in the southwestern section of the City. Atkins Avenue is now a County road and it is recommended that the proposed extension also be placed under County jurisdiction. Also, the pavement width should be widened from its current 32 feet to 42 feet. Five feet of the widening, between Springwood Avenue and Bangs Avenue, can be carried out in conjunction with the Springwood Avenue Redevelopment Project.

Ridge Avenue Besides Main Street, the only road which actually passes completely through the City is Ridge Avenue, which runs close to the western boundary of the City. The existing pavement width of 34 feet should be widened to 40 feet.

#### Local Streets

As indicated above in the discussion of the one-way street system and as previously recommended in the Wilbur Smith Traffic Plan, Comstock Street should be made one way southbound, and Langford Street should become a one way northbound street.

Another improvement in the local street system includes the extension of Dewitt Avenue north for a distance of one block to Washington Avenue, to improve general circulation in the vicinity of the Washington Village Housing Project. This extension, which will bisect an unusually long block of 1,600 feet, should be undertaken as part of future redevelopment activity in the Southwest Neighborhood.

In addition to the above, the Springwood Avenue Redevelopment Project will enable portions of Bangs, Atkins and Prospect avenues to be widened in conjunction with the other street adjustments in the project area. Prospect Avenue is proposed to be widened to provide a pavement width of 42 feet between Springwood and Bangs avenues.

#### Special Treatment of Intersections

Several intersections in the City have been found to impede circulation and to create extreme traffic hazards. Two of these intersections -- at Springwood Avenue-Main Street, and Ocean Avenue-Kingsley Street at Deal Lake - have been discussed above under the headings of major and secondary streets.

Special treatment of other intersections is proposed, as follows:

Cookman Avenue-Summerfield Avenue. The 6-point intersection where Grand Avenue, Cookman Avenue and Summerfield Avenue meet is hazardous and restricts the free flow of traffic because of the many possible turning movements. It is recommended that the section of Summerfield Avenue between Cookman Avenue and Lake Avenue be closed to through traffic. This might be accomplished by closing off Summerfield Avenue where it intersects with Cookman Avenue. Access to this short section of Summerfield Avenue would be from Lake Avenue. Also, by widening the present pavement on this section of Summerfield Avenue, it would be possible to double the present parking capacity and in effect create a very inexpensive parking court.

Cookman Avenue-Monroe Avenue. The intersection of Cookman Avenue, Monroe Avenue and Heck Street is similar to the Cookman-Summerfield intersection described above. It is recommended that Monroe Avenue be closed off between Lake Avenue and Cookman Avenue, and that the pavement be widened in order to permit right-angle parking. This would create a parking court surrounded by commercial buildings.

### Regional Highways

The County's plans with respect to West Bangs Avenue and Route 66 have previously been noted in the discussion of the Secondary Street Plan. In addition, the Monmouth County Planning Board recently proposed a new north-south relief route which would parallel Route 35 to the west and intersect with Asbury Avenue. If this improvement is carried out the importance of Asbury Avenue as a major cross-county route will be increased.

Also, there has been considerable discussion, in recent years, of a Trenton-Shore road which would terminate at a point near Asbury Park. To serve this purpose the present 16-year plan of the State Highway Department calls for the widening of Route 33 between the New Jersey Turnpike and Route 34. However, the rapidly increasing populations in Monmouth and Mercer counties and eastern Pennsylvania indicate that a dualization of Route 33 would be more appropriate than widening it.

## Parking Analysis

This section of the master plan is concerned with a review of parking plans and proposals which have been made in Asbury Park. Since the automobile is the primary means of access to the central business district, the beachfront and the hotel area, adequate parking facilities are essential to the economic welfare of the City. Such facilities are especially important in the central business district because of the competition from the new highway shopping centers with their convenient access and ample parking space. Although these features of the new suburban centers are not easily attainable in compact and built-up areas, such as Asbury Park, the City has nevertheless taken a number of important steps toward alleviating the problem.

The City has established a Parking Authority, to undertake the survey and planning of its parking needs, and to effectively locate off-street parking areas to satisfy demands.

In 1954 the firm of Wilbur Smith and Associates submitted two reports to the Parking Authority including a parking program for the central business district and for the hotel and beach district. The City and the Parking Authority have since provided additional parking facilities and action has been taken to regulate curb parking in accordance with the recommendations of these reports.

The rapidly increasing demand for more parking space, however, has necessitated the revision of these programs. This was accomplished in a 1957 report, to the Authority, by Wilbur Smith and Associates.

### General Areas of Parking Space Deficiencies

There are three general areas of the City which lack adequate off-street parking facilities. These districts include the central business district, the hotel and beachfront district and the secondary retail shopping area along Springwood Avenue. Inadequate parking in these areas causes congestion, inconvenience to shoppers and, if not remedied, eventual business losses.

The areas of deficiency are discussed below in terms of existing facilities, immediate needs, long-range needs and recommended action.

### Central Business District

For the purposes of this discussion the existing central business district is defined as the area generally bounded by Summerfield Avenue, Wesley Lake and Railroad Avenue. Within this area there are ten off-street parking lots, five of which are municipally owned and operated. These lots provide approximately 765 spaces. In addition to the off-street facilities, there are 729 curb parking spaces, all of which are metered with a 2-hour limit.

The over-all supply within the central business district is, therefore, 1,494 spaces. The recent surveys conducted by the Parking Authority's consultants indicate that about 1,910 spaces are presently needed. They further estimate that the demand will increase approximately 18 per cent to 2,255 spaces by 1967.

Based on estimates of future population increases in Monmouth County, and an anticipated expansion of the central business district, it is further estimated that demand will be increased by an additional 500 spaces by 1975. The total demand in 1975, therefore, is estimated at about 2,750 spaces.

Central Business District Parking Plan. The 1957 report of the Parking Authority's consultants recommended the following immediate parking plan.

1. The expansion of the municipal parking lot between Main Street and the New York and Long Branch Railroad Station from its present capacity of 177 spaces to 230 spaces.
2. The enlargement of the municipal parking lot between the New York and Long Branch Railroad and Lincoln Place to accommodate 227 cars. (This has already been accomplished.)
3. The continuation of the 125-space Bangs Avenue lot as a lot.
4. The construction of a 12-floor mechanical parking garage -- with 251 spaces -- on the old Police Station property at the south-east intersection of Bond and Mattison streets.

On a long-range basis the plan recommended the enlargement of the Lincoln Place lot to accommodate about 352 spaces in conjunction with

The Springwood Avenue Redevelopment Project and the possible development of a 250 space lot in conjunction with a proposed urban renewal area in the block bounded by Bond Street, Monroe Avenue, Emory Street and Summerfield Avenue. Another long-range proposal recommended the filling of sections of Wesley Lake to provide 220 additional spaces along Lake Avenue.

Since the completion of the Parking Authority's study and plan there have been several revisions in the above plan. The major change involves a proposal to build a four-story sloping ramp garage on the Bangs Avenue lot instead of the 12-story mechanical garage on the Police Station site. This garage would provide 305 spaces, or an increase of 180 spaces over the capacity of the present lot.

After a careful review of past and present plans the following program for parking development is recommended.

1. The construction of a four-level garage over the Bangs Avenue parking lot to provide 180 additional spaces.
2. The enlargement of the Railroad Station lot to provide 53 additional spaces.
3. The enlargement of the Lincoln Place Lot in conjunction with the Springwood Avenue Urban Renewal Project - to provide 125 additional spaces. The widening of Lincoln Place will eliminate about 60 spaces in the present lot resulting in a net increase of about 65 spaces.
4. The construction of about 110 additional spaces on the south side of Lake Avenue along the side of Wesley Lake between Emory Street and Heck Street. This can be accomplished without filling the Lake.
5. The provision of two-parking courts with about 50 additional curb spaces by the closing of Summerfield Avenue and Monroe Avenue at Cookman Avenue. Widening of the present pavements will permit right angle parking.
6. The construction of two additional parking lots in conjunction with the proposed redevelopment of the Summerfield Avenue area. One lot on the block bounded by Bond Street, Monroe Avenue, Emory Street and Summerfield Avenue will provide 250 spaces and about one-half of the block immediately to the east will provide another 185 spaces.

The net effect of the above proposals will be to add about 900 additional off-street spaces. As shown on the Land Use Plan it is anticipated that the central business area will eventually extend to Monroe Avenue. This will provide another 225 curb parking spaces.

Development of spaces under the proposed plan will bring the total parking supply to about 2,520 by 1975 or 230 spaces less than the anticipated demand of 2,750 spaces. It is recommended that these parking proposals be carried out just as soon as financially feasible on a self-amortizing basis either by the Parking Authority or by a Parking Utility.

The completion of the above plan will ring the central business district with parking areas--a feature not unlike the modern designed shopping center which is completely surrounded by parking.

#### Beachfront and Hotel District

The beachfront and hotel district area includes the blocks bounded on the west by Grand Avenue (south of Sunset Lake) and Park Avenue (north of Sunset Lake), on the north by Deal Lake Drive, on the east by Ocean Avenue and on the south by Monroe Avenue.

Within this area there are approximately 2,500 curb parking spaces, about 1,600 off-street parking spaces on commercial parking lots and an undetermined number of spaces on several vacant lots used by adjoining hotels. The spaces on these vacant lots are not considered as part of the total supply because their permanency is uncertain. The total parking supply, therefore, is estimated at 4,100 spaces.

In the hotel district, which lies west of Kingsley Street, the City's parking consultants have estimated that during the summer months there is an average weekday demand for 2,200 spaces and an average week-end demand of 3,500 spaces. By relating these demands to the 1,300 available spaces, a weekday deficiency of 900 spaces and a week-end deficiency of 2,200 spaces is derived.

Of the 4,100 available parking spaces in the hotel and beachfront area, about 2,800--including 1,200 curb spaces and 1,600 off-street spaces--are located in the beachfront area, east of Kingsley Street. The City's parking consultants have estimated that about 700 additional spaces are needed to handle the demands on a peak summer evening.

Beachfront and Hotel District Parking Plan. The City's parking consultant has recommended the development of six parking lots in the beachfront and hotel district areas. The development of these sites, in two stages as described below, would provide 777 spaces or approximately 60 per cent of the additional capacity required during a summer weekend.

Stage 1

1. The development of a 108-space attendant parking lot at the northeast corner of Fourth Avenue and Bergh Street.
2. The development of a 139-space attendant parking lot in the block bounded by Kingsley Street, Fourth Avenue, Ocean Avenue and Third Avenue.
3. The development of 168 spaces by utilizing portions of the north and south sides of Atlantic Square.

Stage 2

1. The development of a 131-space attendant parking lot on the north side of First Avenue, between Bergh Street and Kingsley Street.
2. The development of a 151-space lot at the southeast corner of Bergh Street and Third Avenue.
3. The development of an 80-space lot at the southwest corner of Webb Street and Sixth Avenue.

Based on over-all planning objectives, the utilization of Atlantic Square Park for parking purposes is not recommended. This park represents the only large open area near the beachfront and a reduction in its green area would destroy much of the present beauty along the beachfront. One of the things which the average tourist is beginning to demand is a high quality of environment. This means that Asbury Park should do everything within its power to preserve and enhance the present environment.

As an alternate proposal it is recommended that consideration be given to closing off several east-west streets between Kingsley Street and Ocean Avenue. The following streets might be considered for such closing: Second, Fourth and Seventh Avenues. These streets are not

essential for traffic circulation and the present rights-of-way which range between 175 and 200 feet could be developed as attractive parking plazas.

With the exception of the Atlantic Square lot, the other five lots might be developed in stages as indicated above. Four of the five proposed lots, however, are located in areas recommended for redevelopment in the renewal plan. Any early decision by the City to invest the local share of \$424,000 to redevelop the hotel and beachfront area would necessitate revisions in the above plan in order to provide integrated parking facilities.

#### Springwood Avenue Shopping District

The report of the Parking Authority's consultant did not extend to the Springwood Avenue shopping district. This district is situated immediately west of the railroad and extends along both sides of Springwood Avenue to Atkins Avenue.

Existing parking facilities in this area are limited to one commercial parking lot and metered curb parking. Insufficient parking spaces for the demand generated by these retail stores, has resulted in extreme congestion on Springwood Avenue, which serves as a major access route into the City from the west.

As this area is completely contained within the Springwood Avenue Redevelopment Project, it is recommended that about 310 spaces in four lots, adjacent to the retail stores be developed for short-term off-street parking. In conjunction with this proposal, curb parking should be restricted, or at least limited to one side of the street along Springwood Avenue.

## COMMUNITY FACILITIES PLAN

A detailed analysis and plan of the existing community facilities in Asbury Park is contained in Master Plan Report No. 2, "Community Facilities". A summary of the major proposals of this report covering schools, parks, public buildings and the publicly-owned beachfront is presented below.

### SCHOOLS

There are three elementary schools and one high school in Asbury Park. The three elementary schools have a combined capacity of 2,070 for grades K-8 and the Asbury Park High School has an operating capacity of 1,067. The elementary schools receive students from Asbury Park, Interlaken and Allenhurst and the high school receives students from ten surrounding communities.

The operating capacity of the elementary schools should be adequate for anticipated peak enrollments of up to about 2,100, which will be experienced during the next five years. During this period some temporary adjustments in school districts and grade locations will be necessary. After the peak period, however, elementary enrollments are expected to decline and to level off at about 1,800 around 1975.

### Elementary School Plan

The Bangs Avenue School and Bradley School are in good condition and should be retained. The Bradley School might be improved by the construction of an additional wing which would include a small combination gymnasium-auditorium.

The Bond Street School should be replaced. It is old and could only be modernized at considerable expense. The land on which it is situated will eventually be needed for the expansion of the central business district.

A new elementary school should be constructed in the vicinity of Sunset Lake. The possible future redevelopment of areas east of Grand Avenue may provide a suitable site. Future housing construction in the

school district served by this school will influence its ultimate size and enrollment capacity. For this reason, no definite proposal on the school's size is being made at this time.

### High School Plan

Increasing enrollments will force a double session operation of the Asbury Park High School beginning in the fall of 1959. Since this increase will stem largely from the enrollments of sending districts, it is important that some definite long-term decisions be made with respect to the continuation of the present sending operations.

Firstly, Ocean Township should plan immediately to provide its own high school facilities.

Secondly, the question of a regional high school, its location and size, and the communities which it will serve should be resolved as soon as possible.

At such time as the above two questions are resolved, Asbury Park can determine whether or not additional high school facilities will be needed. In the event that it is decided to expand the present school, firm agreements should be reached with the sending districts on the amount and duration of tuition fees sufficient to cover operating costs and to amortize the new capital investment.

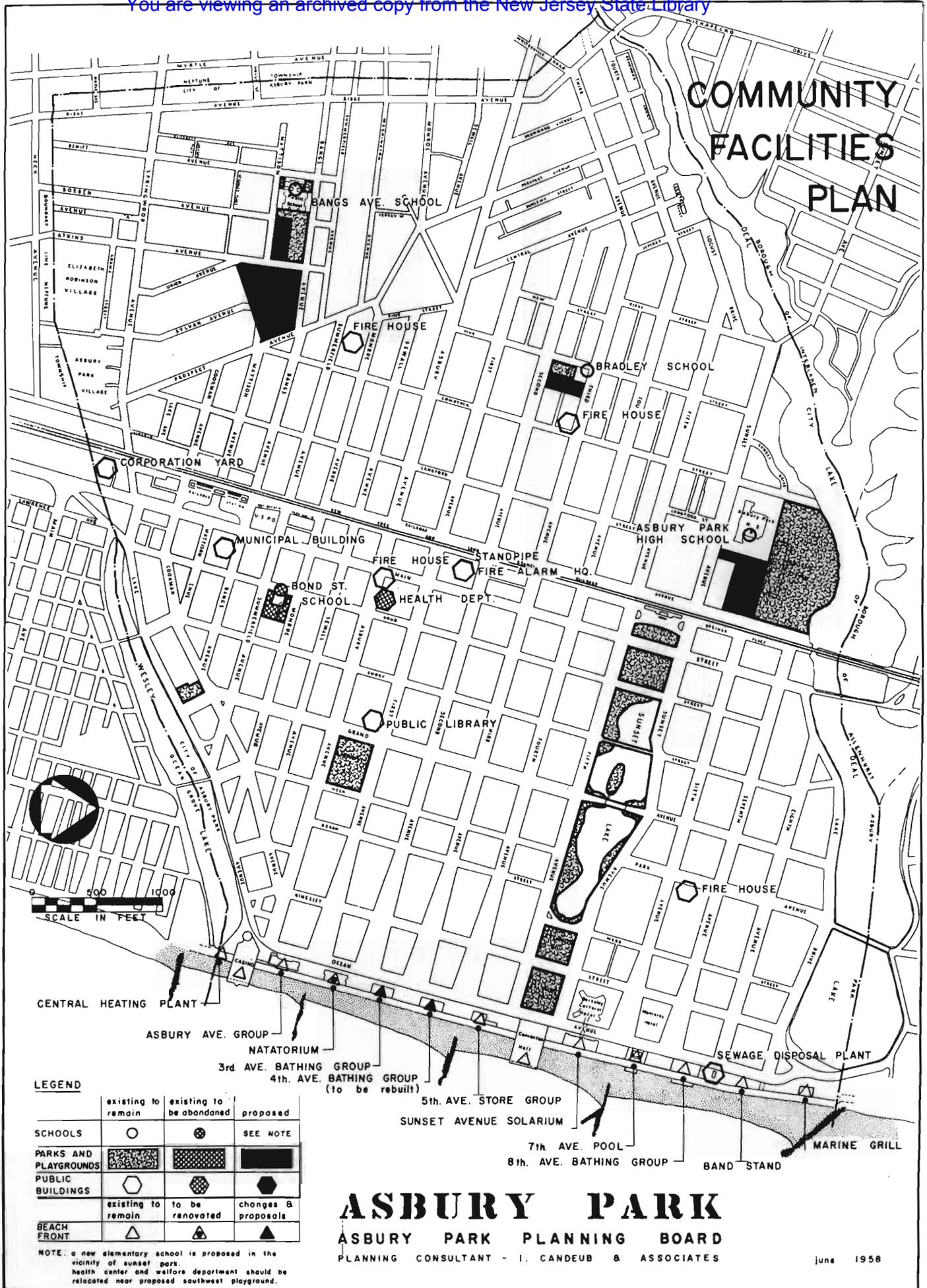
### RECREATIONAL FACILITIES

Existing recreational facilities are generally adequate for present and anticipated population levels. Deficiencies do exist, however, with regard to elementary school playgrounds, and park facilities in the southwest neighborhood. Existing and proposed recreational facilities are as follows:

#### Playlots

The City's public housing projects contain several small playlots. There is also a small children's play area near the Marine Grill. Another playlot is proposed to be developed on a small portion of Liberty Square.

# COMMUNITY FACILITIES PLAN



**LEGEND**

|                       | existing to remain | existing to be abandoned | proposed |
|-----------------------|--------------------|--------------------------|----------|
| SCHOOLS               | ○                  | ⊗                        | SEE NOTE |
| PARKS AND PLAYGROUNDS | ▨                  | ▩                        | ■        |
| PUBLIC BUILDINGS      | ⬡                  | ⬢                        | ⬣        |
| BEACH FRONT           | △                  | ▲                        | ▴        |

NOTE: a new elementary school is proposed in the vicinity of sunset park. health center and welfare department should be relocated near proposed southwest playground.

## ASBURY PARK

ASBURY PARK PLANNING BOARD

PLANNING CONSULTANT - I. CANDEUB & ASSOCIATES

june 1958

### Playgrounds

Each of the City's three elementary schools provides a playground. These playgrounds have an aggregate area of 3.16 acres which is hardly adequate.

The playground at the Bond Street School -- 0.6 acres -- will be eliminated when the school is abandoned; it is proposed that this playground be replaced by a 2-acre playground adjoining the new school.

The Bradley School Playground should be expanded through the acquisition of several properties to the east of the school and by closing the adjoining alley. This would effectively increase the playground area from 0.57 to approximately 1 acre.

The Bangs Avenue Playground -- nearly 2 acres -- will be supplemented by a 3.8-acre park and playground to be provided in conjunction with the Springwood Avenue Redevelopment Project. The school playground, itself, should be expanded by approximately 1 acre through the acquisition of adjoining properties.

Additional recreational facilities in the southwest neighborhood should be provided, as needed, in conjunction with future redevelopment.

### Playfields

The City's only playfield is provided at the Asbury Park High School. The playfield comprises 11.5 acres and could be expanded to approximately 13.8 acres. Such expansion could be effected through the closing of Drury Lane and the acquisition of adjoining properties.

### Passive Recreation Areas

There are five substantial passive recreation areas in the City comprising a combined area of approximately 37.4 acres.

It is proposed that Atlantic Square, within the beachfront, be improved with the provision of sitting areas; and, as stated above, a small portion of the park at Grand and First Avenues should be improved with a children's playground.

## THE BEACHFRONT

The Asbury Park beachfront is about one mile long and comprises approximately 32 acres; it has been municipally owned since 1902 and constitutes one of the major economic bases of the City.

Municipal development over the years has included the Convention Hall and Theatre, the Casino, concessions, bathhouses and swimming pools. The following proposals are made with respect to the improvement of existing facilities:

A new Fourth Avenue Bathing Pavilion will soon be erected by the City. This pavilion will be adequate to serve the needs of all bathers using the beach between the Convention Hall and the Casino.

The construction of the Fourth Avenue Pavilion will allow the future reconstruction of the Third Avenue Bathing Group for modern store facilities.

The proposed Eighth Avenue jetty will help to protect the beach in the vicinity of the sewage disposal plant. If necessary, further engineering studies should be undertaken to determine other procedures for beach widening and protection.

Consideration should be given to converting the promenade around the Convention Hall to small meeting rooms and the construction of a new promenade on a cantilever from the present building.

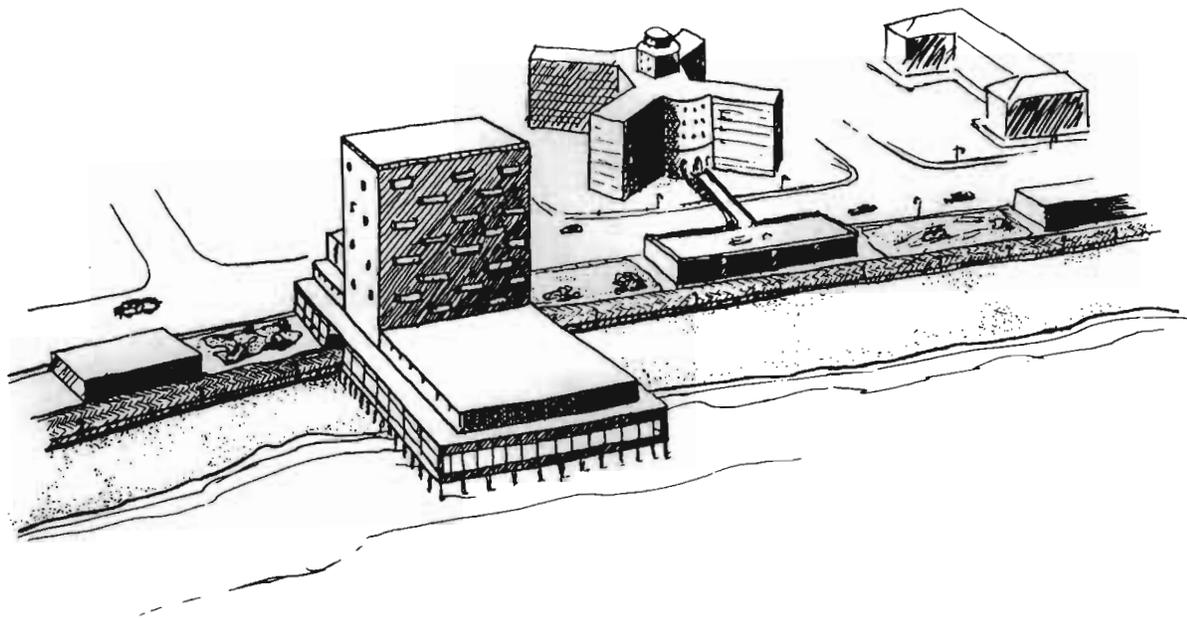
An engineering study should be undertaken to determine the feasibility of constructing a new hotel above the arcade through the Convention Hall as shown on the sketch following this page.

## PUBLIC BUILDINGS

The City of Asbury Park owns and rents a number of public buildings which are used by the various City Departments. Brief descriptions and proposals for the improvement and/or relocation of these buildings and their functions are as follows:

*architect's sketch*

**CONVENTION HALL WITH  
HOTEL TOWER**



### Municipal Building

The Municipal Building, on Bangs Avenue, is a 2-story structure, in good condition. It is adequate for the offices and departments which it presently houses.

### Corporation Yard

The Corporation Yard, at Springwood Avenue and the N. Y. & L. B. Railroad, is a 1-story structure, in good condition, and is considered adequate for future needs.

### Incinerator

The City-owned incinerator in New Shrewsbury is presently inoperative and should be sold.

The City presently uses a land fill dump in Neptune Township on a short-term lease basis. It is recommended that an engineering study be undertaken to determine how the City's long-range refuse disposal needs can best be met.

### Police Department

Consideration should be given to constructing an addition to the present Municipal Building in order to provide space for Police Headquarters, the Municipal Court and a City Jail in the event that the Ramp Garage cannot be adequately converted for public use.

### Welfare Department

The Welfare Department has been displaced from the Servicemen's Club and adequate facilities should be provided for their relocation in the Lincoln Village Public Housing Project.

### Board of Health

The Board of Health building should be demolished, and the site should be used for the storage of fire apparatus from the adjacent Fire Headquarters. The Board of Health should be relocated in the Municipal Building.

### Dog Pound

The City pays the operator of a private dog pound in Neptune Township for the use of his facilities.

### Health Center Building

The Health Center recently vacated its site on Atkins Avenue and relocated in the Lincoln Village Housing Project.

### Public Library

Existing library facilities are generally adequate, but improved service might be established for the residents of the southwest neighborhood through development of a Branch Library at the Bangs Avenue School.

Earlier recommendations for the development of juvenile facilities in the Library's basement have been carried out. Further improvement is required of the interior arrangement and general appearance of the Library.

### Sewage Disposal Plant

Recent engineering studies have revealed the need for improvements in this plant and several of the major sewer lines which feed into it. These improvements are now being undertaken.

### Water Department Pumping Station

The Water Department's pumping station is situated in Neptune Township. This station requires auxiliary storage facilities.

### Fire Headquarters

Fire Headquarters consists of a 2-1/2 story brick structure at Asbury Avenue and Main Street. Maintenance has been adequate and continued maintenance will be required. The adjoining Board of Health site should be graded to provide for the temporary storage of various pieces of fire apparatus.

### Other Fire Stations

There are three other fire stations and a fire alarm station distributed throughout the City. These stations are well located to give adequate fire protection to the entire City.

Fire Station No. 4, which is of principal service to the beachfront area, may be abandoned during the next twenty years if gradual redevelopment of this area reduces the number of frame hotels.

The Fire Alarm Station at Second Avenue near Main Street requires additional covered storage space.

## CAPITAL IMPROVEMENTS PROGRAM

The preceding sections of this plan have included recommendations for improvements in the municipal plant of Asbury Park and a general rehabilitation and redevelopment program for the City's blighted areas. This section of the plan presents an analysis of the financial ability of Asbury Park to undertake these improvements and programs, and proposes a capital improvements schedule which will enable the City to effectuate the various elements of the plan over a 20-year period.

### FISCAL ANALYSIS

#### Revenues

##### 1. Sources of Revenue

The City's largest single source of revenue is the property tax. In 1958, when total receipts were \$2,700,000, property taxes accounted for nearly \$1,500,000 or 55 per cent of all revenues. Property taxes comprised an increasingly greater share of total receipts, rising from 53 per cent in 1952 to 60 per cent in 1956. They remained at about 60 per cent in 1957, but with increased receipts from parking meter and beachfront collections, they declined to 55 per cent of total receipts in 1958.

A breakdown of the municipal receipts in 1957 is shown on the table following this page.

##### 2. Recent Trends and Forecasts of Revenues

Taxes. The City of Asbury Park collects taxes for municipal, county and school purposes. The combined tax rate for these purposes increased between 1952 and 1958, from \$71 to \$90 per \$1,000 of assessed valuation, respectively. The tax rate for municipal purposes rose from \$40 in 1952 to \$56 in 1957 and then declined to \$54 in 1958. Most of this increase -- \$14 of the \$19 total -- consisted of increases for general municipal purposes.

Table 5

**DISTRIBUTION OF MUNICIPAL RECEIPTS, 1957**  
**CITY OF ASBURY PARK, NEW JERSEY**

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| <u>Source</u>                    | <u>Amount</u>        | <u>Per Cent</u> |
|----------------------------------|----------------------|-----------------|
| Parking Receipts                 | \$ 216, 000          | 8.4             |
| Surplus Revenue                  | 200, 000             | 7.7             |
| Receipts from Delinquent Taxes   | 169, 000             | 6.5             |
| Licenses                         | 122, 200             | 4.7             |
| Franchise & Gross Receipts Taxes | 108, 200             | 4.2             |
| Beachfront Operating Surplus     | 75, 500              | 2.9             |
| Fines                            | 45, 300              | 1.8             |
| Water Operating Surplus          | 35, 500              | 1.4             |
| <hr/>                            |                      |                 |
| Subtotals                        | 971, 800             | 37.6            |
| Real Property Taxes              | 1, 538, 600          | 59.5            |
| Other Sources                    | 74, 500              | 2.9             |
| <hr/>                            |                      |                 |
| <b>TOTAL</b>                     | <b>\$2, 584, 900</b> | <b>100.0%</b>   |
| <hr/>                            |                      |                 |

Source: Local Budget of the City of Asbury Park, Monmouth County, State of New Jersey, for the fiscal year 1958.

Assessed valuations have been increasing at a decreasing rate. The increase between 1957 and 1958 amounted to \$100,000, or 0.6 per cent of the 1957 total assessed valuations of \$27,182,000. It is expected that assessed valuations will continue to increase at a decreasing rate. Although new construction can be anticipated in the City, much of the resulting increase in assessed valuation will be offset by the declining value of existing structures unless a rigorous rehabilitation and renewal program is undertaken.

Future tax rates and revenues will, therefore, vary in accordance with future receipts from other sources and municipal expenditures for operations and capital improvements.

Miscellaneous Receipts. Although miscellaneous receipts have varied considerably since 1952, between 1955 and 1957 they rose from \$950,000 to \$1,050,000 in amounts of about \$50,000 per year. In 1958 revenue from this source is expected to increase to nearly \$1,200,000 due primarily to the improved administration of the beachfront operation and increased receipts from parking meter collections, water operations and non-property taxes. In future years, however, miscellaneous receipts are not expected to rise more rapidly than about \$50,000 annually.

Table 6

MUNICIPAL RECEIPTS, 1952-1958  
CITY OF ASBURY PARK, NEW JERSEY

| <u>Year</u> | <u>Miscellaneous Receipts</u> | <u>Property Tax Receipts*</u> | <u>Total Receipts</u> |
|-------------|-------------------------------|-------------------------------|-----------------------|
| 1952        | \$ 896,800                    | \$1,012,400                   | \$1,909,200           |
| 1953        | 1,028,800                     | 1,065,400                     | 2,094,200             |
| 1954        | 975,300                       | 1,193,500                     | 2,168,800             |
| 1955        | 955,000                       | 1,314,400                     | 2,269,400             |
| 1956        | 999,600                       | 1,482,500                     | 2,482,100             |
| 1957        | 1,046,300                     | 1,538,600                     | 2,584,900             |
| 1958**      | 1,180,000                     | 1,485,000                     | 2,665,000             |

\*Municipal purpose property taxes.

\*\*Estimated from Local Budget of the City of Asbury Park, Monmouth County, State of New Jersey, for the fiscal year 1958 and from monthly municipal reports.

Expenditures

1. Elements of Cost

Asbury Park's municipal operation costs consist of general government, protection, capital improvements, street maintenance, debt service and other miscellaneous items. The following table illustrates the proportionate share of municipal monies spent for municipal services in 1957.

Table 7

DISTRIBUTION OF MUNICIPAL COSTS, 1957  
CITY OF ASBURY PARK, NEW JERSEY

| <u>Service</u>                               | <u>Amount</u>      | <u>Per Cent</u> |
|--|--------------------|-----------------|
| General Government                           | \$ 297,600         | 13.8            |
| Protection                                   | 576,400            | 26.6            |
| Parking                                      | 28,000             | 1.3             |
| Streets & Roads                              | 175,800            | 8.1             |
| Sanitation                                   | 167,800            | 7.8             |
| Health & Charities                           | 80,200             | 3.7             |
| Recreation                                   | 50,900             | 2.4             |
| Contingent                                   | 2,300              | 0.1             |
| Capital Improvements                         | 33,200             | 1.5             |
| Debt Service                                 | 606,900            | 28.0            |
| Deferred Charges &<br>Statutory Expenditures | 144,900            | 6.7             |
| <b>TOTAL</b>                                 | <b>\$2,164,000</b> | <b>100.0%</b>   |

Description of Certain Cost Items. Following is a brief description, in order of importance, of the major elements of municipal expenditures.

- a. Debt Service                      Debt service costs include the payment of principal and interest on outstanding municipal bonds and notes.
- b. Protection                        Protection costs include the maintenance of police, fire, municipal court, civil defense control and parking meters.
- c. General Government            General government expenditures are comprised primarily of wages and other expenses for administrative and executive offices and insurance.
- d. Streets & Roads                Street and road costs are for street maintenance and repair and street lighting. A portion of street costs -- approximately \$18,000 -- is supported by State Aid.
- e. Sanitation                        Sanitation costs are for the removal of garbage and the maintenance of the sewer system.
- f. Deferred Charges &            Deferred charges and statutory expenditures consist almost entirely of contributions to the various municipal retirement Statutory Expenditures            systems.

Other Cost Items. In addition to the items enumerated in Table 8 municipal expenditures are required for contributions to the school district debt service, the water utility and the beachfront. Water utility and beachfront operations are self-supporting and, in addition, provide surpluses from operations for other costs, including debt service.

2. Recent Trends and Forecasts

Expenditures for municipal purposes have been increasing at an average rate of \$120,000 annually. Most of these increases have been in the form of increased salaries and other costs including statutory ex-

penditures for retirement and pension programs. Capital improvement costs have been kept low--about \$30,000--except in 1958 when they rose to an estimated \$50,000. Debt service payments have been increasing slowly, at an average of only \$20,000 annually.

Table 8

**MUNICIPAL EXPENDITURES, 1952-1958**  
**CITY OF ASBURY PARK, NEW JERSEY**

| Year    | Dollars in Thousands |                      |               |       | Total |
|---------|----------------------|----------------------|---------------|-------|-------|
|         | Salaries             | Capital Improvements | Debt Service* | Other |       |
| 1952    | 675                  | 38                   | 537           | 351   | 1,601 |
| 1953    | 745                  | 47                   | 557           | 403   | 1,752 |
| 1954    | 783                  | 24                   | 567           | 473   | 1,847 |
| 1955    | 791                  | 30                   | 630           | 474   | 1,925 |
| 1956    | 895                  | 36**                 | 619           | 527   | 2,077 |
| 1957    | 959                  | 33                   | 607           | 565   | 2,164 |
| 1958*** | 1,000                | 50                   | 659           | 611   | 2,320 |

\*Does not include debt service costs of school indebtedness.

\*\*Actual appropriation was \$76,000 but \$40,000 of this amount was in the form of a contribution to the capital improvements fund.

\*\*\*Estimated from Local Budget of the City of Asbury Park, Monmouth County, State of New Jersey, for the fiscal year 1958.

Debt service costs for the retirement of existing outstanding indebtedness will decline after 1965. Other costs, however, are expected to rise, largely as a result of salary increases.

Costs, not including the cash and debt service payments for the capital improvements proposed below, are expected to approach \$3,150,000 or \$850,000 above the current level, by 1965.

## Debt Structure

### 1. Recent Trends

Prior to the depression of the 1930's the City of Asbury Park incurred a heavy debt and continued to borrow extensively through 1933. This excessive borrowing resulted in default, and no debt charges were met until a refunding plan was put into operation in 1938. Subsequent refunding occurred again in 1941 and 1947. As a result of these refunding operations, it is difficult to determine the extent of debt outstanding from water improvements and beach-front improvements.

The City's debt remained fairly stable between 1938 and 1941. By 1958, however, the City's debt declined by nearly 30 per cent -- from the 1941 level of \$10,230,000 to \$7,350,000 (excluding water, school and assessment bonds).

Debt service payments, however, have been rising steadily and are not expected to decline substantially until 1965. Debt service payments in 1957 and 1958 amounted to \$607,000 and \$640,000 respectively.

### 2. Statutory Indebtedness

The City's legal debt limit is regulated by the Revised Statutes of New Jersey, which permit municipalities to incur bonded indebtedness to the extent of 7 per cent of their average assessed valuations. An additional 8 per cent is permitted for school purposes in municipalities which have high schools.

The Statutes provide further, that where cities have exceeded the statutory limitations, additional borrowing may be incurred subject to the approval of the Division of Local Government, as follows:

a. Paragraph 55:14B-4.1 of the Revised Statutes permits the issuance of bonds for redevelopment purposes. The financing plan for the Springwood Avenue Redevelopment Project has received approval under this paragraph.

b. Paragraph 40:1-16(i) permits the issuance of bonds for public improvements necessary to the health, safety, welfare or convenience or betterment of the inhabitants of such a municipality.

c. Section 16(d) of the Bond Law permits such a municipality to incur additional indebtedness on the basis of annual retirement of the outstanding debt. Asbury Park's accumulated borrowing power under 16(d), exclusive of any anticipated future borrowing, is estimated as follows:

|      |           |      |             |
|------|-----------|------|-------------|
| 1960 | \$288,000 | 1963 | \$1,225,000 |
| 1961 | \$582,000 | 1964 | \$1,551,000 |
| 1962 | \$883,000 | 1965 | \$1,858,000 |

### 3. Current Debt Position

The City's local purpose debt is currently estimated at approximately \$6,495,000 or \$4,600,000 above the statutory limit. The school debt is estimated at nearly \$515,000 or \$1,650,000 below the 8 per cent debt limit. The combined debt is approximately \$7,000,000 or nearly \$5,000,000 in excess of the debt limit.

Approximately \$2,500,000 of the City's debt is self-liquidating in that the retirement of this indebtedness is supported by surplus revenues from operations of the beachfront and water utility and from special assessments.

The net local purpose debt is, therefore, estimated at approximately \$4,000,000 or \$2,000,000 above the 7 per cent limit. The combined net municipal and school debt is approximately \$4,500,000 or \$500,000 above the combined 15 per cent limit.

Additional borrowing, however, is imminent. The City has already proposed a bond issue of \$675,000 for the improvement of the sewage treatment plant. The improvement of the Springwood Avenue trunk sewer will also be undertaken in 1959; this will require a bond issue of \$450,000, but 16 per cent of this amount (\$72,000) is credited to the Springwood Avenue Redevelopment Project.

Schedule I

DEBT RETIREMENT SCHEDULE OF EXISTING AND IMMINENT\* DEBT  
CITY OF ASBURY PARK, NEW JERSEY

(Dollars in Thousands)

| Year | MUNICIPAL PURPOSE DEBT** |           |       | SCHOOL DEBT | COMBINED DEBT |
|------|--------------------------|-----------|-------|-------------|---------------|
|      | Existing                 | Imminent* | Total |             |               |
| 1959 | 6,494                    | 1,090     | 7,584 | 488         | 8,072         |
| 1960 | 6,040                    | 1,185     | 7,225 | 461         | 7,686         |
| 1961 | 5,576                    | 1,374     | 6,950 | 434         | 7,384         |
| 1962 | 5,102                    | 1,651     | 6,753 | 406         | 7,159         |
| 1963 | 4,612                    | 2,064     | 6,676 | 378         | 7,054         |
| 1964 | 4,129                    | 1,849     | 5,978 | 353         | 6,331         |
| 1965 | 3,669                    | 1,738     | 5,407 | 328         | 5,735         |
| 1966 | 3,193                    | 1,627     | 4,820 | 303         | 5,123         |
| 1967 | 2,704                    | 1,514     | 4,218 | 278         | 4,496         |
| 1968 | 2,202                    | 1,401     | 3,603 | 253         | 3,856         |
| 1969 | 1,683                    | 1,290     | 2,973 | 228         | 3,201         |
| 1970 | 1,153                    | 1,179     | 2,332 | 203         | 2,535         |
| 1971 | 624                      | 1,066     | 1,690 | 178         | 1,868         |
| 1972 | 168                      | 953       | 1,121 | 153         | 1,274         |
| 1973 | 136                      | 842       | 978   | 128         | 1,106         |
| 1974 | 104                      | 731       | 835   | 103         | 938           |
| 1975 | 73                       | 618       | 691   | 78          | 769           |
| 1976 | 41                       | 505       | 546   | 53          | 599           |
| 1977 | 9                        | 394       | 403   | 28          | 431           |
| 1978 | 1                        | 283       | 284   | -           | 284           |
| 1979 | -                        | 170       | 170   | -           | 170           |
| 1980 | -                        | 112       | 112   | -           | 112           |

\*Additional debt anticipated for sewage treatment plant, trunk sewer and Springwood Avenue redevelopment.

\*\*Excludes school, water and assessment bonds.

The Springwood Avenue Project will also be financed shortly. The City's share of the project cost will be about \$1,150,000. Of this amount, approximately \$550,000 will be required in the form of cash grants-in-aid and \$600,000 will be required as a non-cash grant-in-aid. These funds will have to be made available between 1960 and 1964.

Borrowing for the above-mentioned projects is included on Schedule I as "imminent". As a consequence of this borrowing, indebtedness is not expected to be within the 7 per cent limit until 1966 or later, depending upon the issuance of additional bonds which may be required to support the proposed capital improvements.

#### SIX-YEAR PROGRAM

The previous sections indicated that Asbury Park's gross bonded debt is in excess of the legal debt limit. Although the City's special source of revenue -- from beachfront operations -- has made a considerable amount of this debt self-liquidating, outstanding indebtedness is still large in relation to assessed valuations. Capital improvements are proposed, therefore, to be undertaken on a limited scale during the next few years, until after 1966, when the current net local purpose debt will fall within statutory limits.

The total annual financing costs for capital improvements including cash payments, debt service payments, contributions to the capital improvements fund and the City's share of State road aid, should not, in the opinion of the consultant, exceed \$1,000,000 through 1965. This would entail average annual expenditures of \$167,000, or \$64,000 per year more than expenditures in recent years. In the past Asbury Park has expended, on the average, about \$103,000 per year divided between road improvements (\$63,000) and miscellaneous capital improvements (\$40,000).

The proposed capital improvements program consists of a priority schedule of all improvements to be undertaken over the next six years (Schedule II), and a longer-range priority list of redevelopment projects and of the capital improvements which can be undertaken as a part of such projects (Schedule III). The first year of the six-year program should be incorporated in the annual budget, after which the program should be reviewed annually and extended an additional year using the long-range schedule as a guide (Schedule III).

### Criteria for Priorities

Schedule II presents a list of capital improvements proposed to be undertaken during the next six years. The priorities assigned to these improvements have been prepared in accordance with the following criteria:

- a project that is required to eliminate a hazard to life and limb;
- completion of projects which have already been initiated;
- a project which will permit the conservation of existing properties; and
- a project that will permit the further utilization of existing facilities.

After the projects are listed according to need, adjustments are necessary where adequate funds will not be available during the respective years.

### Description of Proposed Capital Improvements and Financing Procedure

The improvements listed in Schedule II can be carried out during the next six years at an average cost of about \$162,000 per year. The effectuation of this program will require slight increases in the tax rate or increased revenues from other sources.

A discussion of the various improvements and the financing procedure recommended follows.

#### 1. Beachfront

It is estimated that the cost of carrying out the beachfront improvements recommended in the Community Facilities Report will cost approximately \$1,000,000. This would include the costs necessary for the protection of the beachfront, the reconstruction and rehabilitation of several beachfront structures and the Convention Hall, and the gradual rebuilding of the Boardwalk.

As it is not financially feasible for the City to undertake a program of this scope at any one time, it is proposed that bonds be issued in the amount of about \$100,000 per year until the program has been completed. It is also likely that increased revenues resulting from these improvements will defray the debt service costs.

2. Police Headquarters

The proposed addition to the Municipal Building to provide adequate facilities for the Police Department will cost in the neighborhood of \$50,000.

3. Traffic Signal Equipment

It is estimated that approximately \$60,000 is needed for traffic signal equipment which can be financed from current revenues at the rate of \$10,000 per year.

4. Library

The library should be improved by the provision of better lighting and general modernization. The estimated cost of \$15,000 can be derived from current revenues.

5. Bradley School

Proposals for the improvement of the Bradley School include the addition of a gymnasium, an auditorium, and special rooms; and the enlargement of its playground. A bond issue of \$300,000 (\$100,000 per year for three years) will be required to finance these improvements.

6. Fire Alarm Station

The provision of additional covered storage space at the Fire Alarm Station will cost approximately \$5,000 and can be financed from current revenues.

7. Playfield

Expanding the playfield at the high school will require the acquisition of several properties and the closing of Drury Lane. The cost is estimated at \$50,000 and a bond issue will be required.

Schedule II

CAPITAL IMPROVEMENTS PROGRAM, 1960-1965 - CITY OF ASBURY PARK, NEW JERSEY  
(Dollars in Thousands)

| PROJECT                                      | Estimated Capital Costs |            | 1960         |            | 1961         |            | 1962         |            | 1963         |            | 1964         |            | 1965         |            |       |
|--|-------------------------|------------|--------------|------------|--------------|------------|--------------|------------|--------------|------------|--------------|------------|--------------|------------|-------|
|  | Bonds*                  | Cash*      | Bonds        | Cash       |       |
| Beachfront                                   | 600                     |            | 100          |            | 100          |            | 100          |            | 100          |            | 100          |            | 100          |            |       |
| Police Headquarters                          | 50                      |            | 50           |            |              |            |              |            |              |            |              |            |              |            |       |
| Traffic Signal Equipment                     |                         | 60         |              | 10         |              | 10         |              | 10         |              | 10         |              | 10         |              | 10         |       |
| Library                                      |                         | 15         |              | 15         |              |            |              |            |              |            |              |            |              |            |       |
| Bradley School                               | 300                     |            |              |            | 100          |            | 100          |            | 100          |            |              |            |              |            |       |
| Fire Alarm Headquarters                      |                         | 5          |              |            |              | 5          |              |            |              |            |              |            |              |            |       |
| Playfield                                    | 50                      |            |              |            |              |            |              |            |              |            | 50           |            |              |            |       |
| Street Maintenance and Repair                |                         | 378        |              | 63         |              | 63         |              | 63         |              | 63         |              | 63         |              | 63         |       |
| Misc. Capital Improvements                   |                         | 240        |              | 40         |              | 40         |              | 40         |              | 40         |              | 40         |              | 40         |       |
| <b>TOTALS</b>                                | <b>1,000</b>            | <b>698</b> | <b>150</b>   | <b>128</b> | <b>200</b>   | <b>118</b> | <b>200</b>   | <b>113</b> | <b>200</b>   | <b>113</b> | <b>150</b>   | <b>113</b> | <b>100</b>   | <b>113</b> |       |
| <b>FINANCING COSTS</b>                       |                         |            |              |            |              |            |              |            |              |            |              |            |              |            |       |
| Cash   |                         |            | 7.5          |            | 10.0         |            | 10.0         |            | 10.0         |            | 10.0         |            | 7.5          |            | 5.0   |
| Debt Service Payments                        |                         |            | -            |            | 12.8         |            | 29.5         |            | 46.0         |            | 62.0         |            | 73.4         |            |       |
| Down Payments<br>(5% of bonded improvements) |                         |            | 128.0        |            | 118.0        |            | 113.0        |            | 113.0        |            | 113.0        |            | 113.0        |            | 113.0 |
| <b>TOTALS</b>                                |                         |            | <b>135.5</b> |            | <b>140.8</b> |            | <b>152.5</b> |            | <b>169.0</b> |            | <b>182.5</b> |            | <b>191.4</b> |            |       |

\*Method of financing; bond issues are estimated on the basis of 20-year issues at an interest rate of 3.5 per cent.

8. Street Maintenance and Repair

Expenditures for this purpose have averaged \$63,000 per year (for the past three years) and are expected to continue at this rate.

9. Miscellaneous

The City has been spending approximately \$40,000 a year for capital improvements of a nature other than those proposed herein. It is likely that expenditures for maintenance, replacement and minor improvements will continue to be in the neighborhood of \$40,000 annually.

DESCRIPTION OF IMPROVEMENTS BEING PLANNED

In addition to the improvements listed in Schedule II, several major improvements are being anticipated by the City, including the following:

1. The development of a bathing pavilion at Fourth Avenue at a cost of approximately \$450,000 is recommended. This improvement would include municipal operation of the bathing facilities and the leasing of six new stores. The required bond issue and the incurred debt service payments will be supported by revenues derived from this operation.
2. Parking facilities including meters, lots and structures are not included in this program because it is proposed that all such activities be financed and maintained on a revenue basis by the Parking Authority or a Parking Utility.

LONG-RANGE PROGRAM & ASSOCIATED CAPITAL IMPROVEMENTS

Six areas have been recommended for redevelopment, comprising approximately 170 acres, or 30 per cent of the City's net land area. It is estimated that these projects will cost the City close to \$4,150,000.

Over one-fourth of the total cost will be spent on the Springwood Avenue Project, presently underway. This project will cost the City approximately \$1,150,000. The average cost of this project over the next 25 years, including debt service, will be about \$65,000 a year.

Schedule III

REDEVELOPMENT SCHEDULE  
CITY OF ASBURY PARK, NEW JERSEY

| <u>Priority</u> | <u>Project</u>                                       | <u>Local Share<br/>of Cost</u> | <u>Capital<br/>Improvements</u> | <u>Improvement<br/>Cost</u> | <u>Total</u> |
|-----------------|--|--------------------------------|---------------------------------|-----------------------------|--------------|
| 1               | Beachfront (south<br>of Asbury Avenue)               | \$ 425,000                     | New School                      | \$1,000,000                 | \$1,425,000  |
| 2               | Southwest<br>Neighborhood                            | 1,500,000                      | Atkins Ave.                     | 25,000                      |              |
|                 |  |                                | De Witt Ave.                    | 5,000                       |              |
|                 |  |                                | Bangs Ave.                      | 5,000                       |              |
|                 |  |                                | Ridge Ave.                      | 10,000                      |              |
|                 |  |                                | Bangs Ave.<br>Playground        | 5,000                       | 1,550,000    |
| 3               | Summerfield<br>Avenue                                | 425,000                        |                                 |                             | 425,000      |
| 4               | Central<br>Business District<br>(east of Grand Ave.) | 300,000                        |                                 |                             | 300,000      |
| 5               | Beachfront (north<br>of Sunset Lake)                 | 350,000                        |                                 |                             | 350,000      |
| Subtotals       |  | \$3,000,000                    |                                 | \$1,050,000                 | \$4,050,000  |
|                 | Springwood Avenue                                    | 1,150,000                      | Sewer                           | 450,000                     | 1,600,000    |
| TOTALS          |  | \$4,150,000                    |                                 | \$1,500,000                 | \$5,650,000  |

It is estimated that the City cannot afford more than this amount each year at least until after 1970, when debt service payments will decline substantially. This situation can be modified, however, if the City takes positive steps toward the initiation of another source of revenue, or if operating costs level off. The City might investigate the merits of sponsoring enabling legislation similar to that in force in California, which would permit a redevelopment project to be self-amortizing by pledging the net increase in the revenues toward the retirement of redevelopment bonds.

Following is a list of the projects, by priority, including the capital improvements which would not be financially feasible except as part of the respective projects.

## REGULATORY CONTROLS

There are several regulatory controls at the disposal of a municipality to guide the use and development of land. These include the zoning ordinance, subdivision regulations and an official map. Asbury Park now has a zoning ordinance but does not have subdivision regulations or an official map.

### ZONING

Zoning is an extension of the municipality's police power to protect public health, safety and welfare. Its beginning, over thirty years ago, was the result of several historic cases which established the fact that certain non-residential uses such as brickyards and laundries were detrimental to the public health, safety and welfare when located in a residential neighborhood.

The first zoning ordinances and maps were crudely drawn, without the benefit of comprehensive analysis or study. Today, however, a wealth of knowledge and experience has developed to guide the proper zoning of a community. More and more the courts are holding that zoning is only valid where it is based on a comprehensive analysis of existing and proposed land uses.

Asbury Park has had an adopted zoning ordinance and map for a number of years. From time to time the ordinance and map have been revised to adjust to changing land use requirements.

The following recommendations are intended to suggest the manner by which the zoning ordinance and map can be further improved and revised to conform with the basic land use and development proposals of the Master Plan, and to reflect current zoning principles.

### Zoning Map

It is recommended that the present zoning map be revised to incorporate the proposals of the Land Use Plan.

### Zone District Classification

The City is currently divided into twelve different types of zones including three residential zones, a resort zone, three commercial zones, a manufacturing zone and four public use zones. In addition to the public use zones, it is recommended that the zone classifications be revised to provide for 10 zones, as follows:

- R-1: Single-Family Dwelling Zone
- R-2: Two-Family Dwelling Zone
- R-3: Three and Four-Family Dwelling Zone
- R-4: Multi-Family Dwelling Zone
- R-5: Resort Residential Zone
  
- B-1: Central Business Zone
- B-2: Resort Commercial Zone
- B-3: General Retail Zone
- B-4: Heavy Commercial Zone
  
- M-1: Light Manufacturing Zone

### Use Regulations and Zone Boundaries

Each zone should be individually regulated by enumerating the uses permitted. A brief description of the proposed use regulations follows:

#### Residential Zones

R-1 Zone. The proposed R-1 Zone corresponds to the existing R-1 Zone in which single-family homes, churches, professional offices and customary accessory uses are permitted.

At present the R-1 Zone includes only about 12 blocks adjacent to Deal Lake in the northwest section of the City. It is recommended that serious consideration be given to enlarging the present zone to include the large number of adjacent blocks which the land use survey has shown to be still predominantly in single-family use.

It is further recommended that the present regulations, which permit the construction of two houses or one house and a garage with living quarters above on properties with double frontage on a street and alley, should be repealed. A widespread development of alley housing can create sub-standard housing conditions and result in parking problems.

R-2 Zone. The proposed R-2 Zone corresponds to the present R-2 Zone in which R-1 uses and two-family homes are permitted. As noted above, it is recommended that the extent of this zone be reduced in the northwest section of the City.

R-3 Zone. The proposed R-3 Zone would permit all R-2 uses, row houses and garden apartments. Building height for structures in this zone would be limited to three stories. This zone is recommended for the southwest section of the City in areas presently located in the R-3 Zone.

R-4 Zone. The proposed R-4 Zone corresponds to the present R-3 Zone in which all types of permanent residential uses are permitted, including apartments. It is recommended that those areas east of Main Street, which are proposed for medium density residential use in the Land Use Plan, should be placed in the proposed R-4 Zone.

Rooming and boarding houses would be permitted in the R-4 Zone, but hotels and accessory retail uses should be allowed only in the proposed R-5 Zone.

R-5 Zone. The R-5 Zone is proposed for those areas in which resort residential use is shown on the Land Use Plan. This zone would permit all R-4 uses, hotels, motels and limited accessory uses, which are customary in conjunction with hotel and motel development.

### Commercial Zones

B-1 Zone. The B-1 Zone corresponds to the present B-1 Zone which permits retail and commercial uses but excludes automobile service and repair stations except where used incidental to the operation of a bus terminal.

It is recommended that residential uses and rooming houses no longer be permitted in any commercial or industrial zone other than the B-2 resort zone because of the generally poor housing and living conditions which result. All existing uses of course would be permitted to remain as nonconforming uses.

The boundaries of the present zone should be retracted to Monroe Avenue so as to include only the area designated on the Land Use Plan as the central business district.

B-2 Zone. The proposed B-2 Zone differs from the present B-2 Business Amusement Zone in that only those retail and amusement uses related to resort and beachfront activities would be permitted. Such uses might include bus terminals, restaurants, beachwear shops, amusement establishments licensed by the City, hotels and motels.

It is recommended that the boundaries of this zone be drawn to correspond with the blocks generally located between Kingsley Street and Ocean Avenue, which are proposed for resort commercial use in the Land Use Plan.

B-3 Zone. The uses permitted in the B-3 Zone would generally be the same as those allowed in the B-1 Zone with the exception that motor vehicle service stations would be allowed by special permit from the Board of Adjustment. The Board, upon giving such approval, should impose certain conditions and safeguards such as: a) a minimum distance of 200 feet between all entrances and places of public assembly; and b) screening from adjoining properties by fences and shrubbery.

It is recommended that the boundaries of this zone include all blocks west of the railroad tracks and east of Main Street which are proposed for general retail and commercial uses in the Land Use Plan.

B-4 Zone. The proposed B-4 Zone would permit all B-3 uses, motor vehicle service stations, wholesale and warehousing establishments and similar uses.

The blocks located between Main Street and the railroad are recommended for this use.

### Manufacturing Zone

M-1 Zone. The M-1 Zone is similar to the present M-1 manufacturing zone. This zone would permit wholesale establishments with storage areas and warehousing, auto repair shops, laundries and similar heavy commercial uses and light manufacturing uses including assembly, fabrication and machine shop types of operation.

### Public Zones

It is recommended that the present public use zones be retained as presently zoned with the following exception: the anticipated enlargement of the railroad station parking lot will necessitate a reduction in the area of the P-3 Railroad Zone.

## Construction Standards

### Lot Size

Lot sizes are only regulated in the present R-1 and R-2 zones. Minimum lot size requirements should be established for all residential zones, the heavy commercial and the manufacturing zones. Such requirements would effectively regulate population densities in residential zones and provide adequate space for off-street parking, loading and landscaping in heavy commercial and manufacturing zones.

### Yard Requirements

Front Yards. The present ordinance permits front yards to vary in accordance with existing setback requirements within 200 feet of the subject property. These requirements should be modified to limit front yard variations only in terms of current setbacks on adjoining properties.

Side Yards. Existing side yard requirements of only 10 feet in R-3 and R-4 districts are inadequate to provide for adequate light, air and privacy. Side yard requirements in the proposed R-3, R-4 and R-5 districts should be increased on the basis of building height and the number of dwelling units or similar units of measurement.

Rear Yards. Rear yard requirements are adequate in terms of existing lot sizes.

### Land Coverage

Maximum land coverage by principal structures is limited by the present ordinance to 50 per cent in the apartment and hotel zones. Such coverage is excessive and does not provide adequate open space for off-street parking, planting and recreation areas. Coverage requirements should be reduced to approximately 35 per cent and extended to apply to all proposed zones with the exception of the B-1 central business zone.

## Special Regulations

### Off-Street Parking

Present parking requirements apply only to multi-family dwellings and hotels. All uses, except in the central business district, should be required to provide off-street parking facilities.

Multi-family parking requirements at present are only 4 spaces for each 5 dwellings. Current standards indicate, however, that there should be from 1 to 1-1/2 parking spaces for each dwelling unit.

Transient dwelling facilities are required to provide 1 space for each 4 guest rooms. The Wilbur Smith parking survey indicates that approximately 50 per cent of all guests arrive with cars. Parking requirements should, therefore, be increased to 1 space for each 2 guest rooms.

#### Off-Street Loading

Off-street loading requirements are generally adequate; they should be extended, however, to apply to large hotels.

#### Large-Scale Development

The present ordinance should further be revised to permit exceptions to the strict application of the individual lot controls described above where large tracts of land are assembled for development or redevelopment. Such regulations would permit greater freedom of design in large projects.

In order to protect the integrity of the zoning ordinance, however, certain standards and conditions to be fulfilled by such developments should be set forth in the ordinance; these may, in addition to others, include the following:

- a. A minimum lot area of 1 to 5 acres, depending on the use.
- b. Regulation of the spacing and orientation of buildings.
- c. Adequate, safe and convenient arrangement of circulation facilities.
- d. Adequate design of grades and drainage.
- e. Planting and screening to reduce visual encroachments of commercial and manufacturing activities on residential areas.
- f. Conformity with the Master Plan in terms of general location.
- g. Justification by finding that such development will be no less beneficial to occupants of the development or adjoining occupants than would otherwise have been obtained without permitting exceptions.

### Nonconforming Uses

Although all properties are entitled to a certain amount of protection, a reasonable procedure for the elimination of nonconforming uses should be established within the constitutional rights of all property holders. Several procedures have been upheld by the courts; among them, the following:

- a. The discontinuance of a nonconforming use for a period of one (1) year (or any other reasonable time) and/or the change of use to a more restricted or conforming use for any period of time shall be considered an abandonment thereof and such nonconforming use shall not thereafter be revived.
- b. When fifty (50) per cent or more of the existing floor area or volume of a nonconforming use is destroyed by fire or other casualty or act of God, such use shall thereafter be terminated.

### Public and Quasi-Public Buildings

Under the present ordinance, places of worship, schools and other such buildings are excepted from yard and coverage requirements. These uses should be regulated as are private uses, except that certain modifications may be permitted.

### Administration

#### Variances

Variances should be permitted by the Board of Adjustment only in direct regard to a hardship peculiar to an individual lot and upon making certain findings, such as the following, which should be specified in the ordinance:

- a. That the special conditions described for subject property do not apply generally to other properties in the neighborhood.
- b. That such special conditions would deprive the owner of the reasonable use of his property if the provisions of the ordinance were strictly applied.
- c. That a minimum variance for a use permitted in the zone will permit the reasonable use of land.

### Special Permits

The existing ordinance should be revised to permit the development of special uses in zones where such uses are enumerated. Such uses should include those of a unique character, which require individual consideration by the Board of Adjustment and the Planning Board, such as a motor vehicle service station. Permits for the development of these uses may be issued by the Building Inspector only upon approval and in accordance with the recommendations of the two Boards.

### Structure and Arrangement of Ordinance

Recommendations for improving the clarity of the existing ordinance are as follows:

- a. Regulations pertinent to each district should be set forth on a schedule or by zones in separate sections of the ordinance.
- b. The regulation of uses in each district should be stated in a positive form, listing the permitted uses.
- c. As opposed to the present method of referring to the appropriate statutes, the powers and duties of the Board of Adjustment should be specified in the text of the ordinance to clarify procedures for appeals.

### Comprehensive Revision of Ordinance

Considering the numerous revisions necessary for the modernization of the present ordinance, it is recommended that a comprehensive revision of the entire ordinance be undertaken.

### SUBDIVISION REGULATIONS

New Jersey statutes (N. J. S. A. 40:55-1.14 to 1.25) permit municipalities to adopt regulations and procedures governing the division of land into smaller parcels and requiring the installation of specified improvements where new roads are to be constructed.

Section 4, paragraph e. of the Asbury Park zoning ordinance states that, "No existing lot shall be subdivided unless the resulting lots shall each contain the minimum area and frontage required in the zone in which said lots are located." Because of the completely built-up nature of Asbury Park, it is not considered necessary that the City adopt subdivision regulations. In order to strengthen the present zoning requirements with respect to the subdivision of land, it is recommended that the following clauses be added to the zoning ordinance:

Existing Zone Lots of Record

In any R- District only a single-family detached dwelling may be erected on a nonconforming zone lot of official record at the effective date of this ordinance irrespective of its area or width, the owner of which does not own any adjoining property which would create a conforming lot if all or part of said property were combined with subject zone lot; provided, however, that no lot or lots in single ownership shall hereafter be reduced so as to create one (1) or more nonconforming lots.

Required Area or Space Cannot Be Reduced

The area or dimension of any zone lot, yard, parking area or other space shall not be reduced to less than the minimum required by this ordinance; and, if already less than the minimum required by this ordinance, said area or dimension may be continued and shall not be further reduced.

The adoption of the above regulations should provide adequate protection against the creation of nonconforming lots. As an additional precaution, it is recommended that each applicant for a building permit be required to submit evidence as to the date of official record of any lot or lots on which construction is proposed.

OFFICIAL MAP

The "Official Map and Building Permit" (N. J. S. A. 40:55-1. 30 to 1. 42) provides for the establishment of an official map showing the proposed width of streets, drainage rights-of-way and the location of parks and playgrounds.

The official map can be used in two ways:

1. To require that all yard areas adjoining streets shall be measured from official map lines where the official map shows a future widening or realignment of the existing street.
2. To stay the issuance of a building permit in the bed of a proposed street, street realignment or drainage right-of-way or the site of a proposed park for a period of one year. Within the year, the City must take action to acquire the right-of-way or site or forfeit its rights in the area.

It is recommended that Asbury Park adopt an official map ordinance showing the following information on the map which accompanies it:

#### Streets

1. The new 60-foot right-of-way for the proposed extension of Atkins Avenue to Prospect Avenue.
2. The new 50-foot right-of-way for the proposed extension of Dewitt Avenue to Washington Avenue.
3. The widening of the right-of-way of Ridge Avenue to 60 feet.
4. The widening of the right-of-way of Springwood Avenue, west of Atkins Avenue, to 70 feet.
5. The widening of the right-of-way of Bangs Avenue to 60 feet, west of Prospect Avenue.
6. The widening of the Atkins Avenue right-of-way to 60 feet.

#### Playgrounds

1. The enlargement of the Bangs Avenue School playground.
2. The enlargement of the Bradley School playground.
3. The enlargement of the Asbury Park High School playfield.

A map showing the approximate locations of data to be shown on an official map has been submitted to the Planning Board. This map is to be used as a guide by the City Engineer in preparing an "Official Map" under his signature, showing detailed street widths and other information which might require engineering surveys.

### ADOPTION OF MASTER PLAN

New Jersey statutes provide for the adoption of all or parts of the Master Plan by the Planning Board, following a public hearing. The Master Plan can be amended from time to time, following a public hearing, as the need arises.

It is recommended that the Asbury Park Planning Board conduct the hearings necessary to adopt this plan as it now stands or with the revisions which it may deem necessary.

The state statute (N. J. S. A. 40:55-1.13) provides that,

" Whenever the planning board after public hearing shall have adopted any portion of the master plan, the governing body or other public agency having jurisdiction over the subject matter, before taking action necessitating the expenditure of any public funds, incidental to the location, character or extent of one or more projects thereof, shall refer action involving such specific project or projects to the planning board for review and recommendation, and shall not act thereon without such recommendation or until forty-five days after such reference have elapsed without such recommendation. This requirement shall apply to action by a housing, parking, highway or other authority, redevelopment agency, school board, or other similar public agency federal, state, county or municipal."

The mere adoption of the Master Plan will not automatically benefit Asbury Park. The value of a master plan rests rather on the degree to which it is used by an objective officialdom interested in sound administration and an alert citizenry interested in the best possible overall development of their city.

The planning program for Asbury Park has not been completed with the preparation of this plan. Planning for Asbury Park must be considered as a continuing program which will, in reality, only begin with the adoption of the Master Plan.

Previous Reports:

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| Analysis of Land Use, Population and Economy | November 1955 |
| Community Facilities Plan                    | December 1956 |
| General Plan                                 | June 1958     |
| Urban Renewal Plan                           | June 1958     |

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