

1980

# Borough of Freehold

## MASTER

## PLAN



BOROUGH OF FREEHOLD  
MONMOUTH COUNTY, NEW JERSEY

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Nancy Forman, Secretary  
E. Eugene Oross Associates, Planning Consultants

RESOLUTION NO. -8-

MEETING DATE Sept. 24, 1980

FREEHOLD BOROUGH PLANNING BOARD

RESOLUTION ADOPTING CIRCULATION ELEMENT, COMMUNITY FACILITIES  
ELEMENT AND AMENDING LAND USE ELEMENT OF THE MASTER PLAN.

Mr. Higgins offered the following Resolution and moved  
its adoption which was seconded by Mr. Wall:

WHEREAS, the Freehold Borough Planning Board is charged with  
the responsibility of preparing, adopting and amending a Master  
Plan for the Borough of Freehold pursuant to the "Municipal Land  
Use Law," N.J.S.A. 40:55D-1 et seq.; and

WHEREAS, the Freehold Borough Planning Board has previously  
adopted the land use element of the Master Plan; and

WHEREAS, E. Eugene Cross Associates, Planning Consultants  
for the Borough, have prepared a draft of the proposed circulation  
element, community facilities and amendment to the land use  
element of the Master Plan, which draft is dated February, 1980;  
revised, August, 1980, which proposed elements have been  
thoroughly reviewed by the Freehold Borough Planning Board; and

WHEREAS, a public hearing was held on the aforementioned  
elements of the Master Plan on September 3, 1980, which hearing  
was preceded by the requisite notices required by N.J.S.A. 40:55D-11  
and 13.

NOW, THEREFORE, BE IT RESOLVED by the Freehold Borough  
Planning Board that it does hereby adopt the aforementioned  
circulation element, community facilities element and amendment  
to the land use element of the Master Plan.

BE IT FURTHER RESOLVED that a copy of this Resolution certified to be a true copy by the Secretary of the Planning Board be forwarded to the Borough Clerk, Mayor and Borough Council of the Borough of Freehold, Township Clerk of the Township of Freehold and by personal service or certified mail to the Monmouth County Planning Board, not more than thirty (30) days after the date hereof, which notice shall include a copy of the aforementioned elements of the Master Plan.

BE IT FURTHER RESOLVED that the Secretary of the Planning Board arrange for the publication of a notice of the adoption of this Resolution in an official newspaper of this municipality and secure from said newspaper a proof of publication which shall become part of the Board's permanent file on the adoption of the Master Plan.

ROLL CALL:

YES: Messrs: Ballew, Higgins, Wall, Barlaam, Randolph

NO: NONE

ABSTAINED: NONE

ABSENT: Messrs: Gowen, Shortmeyer, McGackin, Boyle  
alternate members Knox and Hammer

DATED: Sept. 24th, 1980

I HEREBY CERTIFY the foregoing to be a true copy of the Resolution adopted by the Freehold Borough Planning Board on

SEP 24 1980

*Kerry J. Wall*  
\_\_\_\_\_  
SECRETARY

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## INTRODUCTION: THE MASTER PLAN

Presented herewith is the comprehensive Master Plan for the Borough of Freehold. Although all the standard elements of Chapter 291 are included, the Master Plan program had three (3) basic objectives: One, to assess the housing conditions in the Borough and with the aid of Community Development program prescribe a course of action for the current conditions; secondly, to assess the current parking lot situation in the Borough and present methods of improving the utilization and means of expansion; thirdly, to review the general economic climate of the Central Business District, and present physical improvement methods and various financial aids that are available to property owners for improvements. Also, the traffic movement through the Central Business District was reviewed and a number of proposals have been made to help the traffic flow through this area. The Master Plan also recognizes the Borough's Historical Heritage and proposes a historical district in order to maintain this unique and significant character.

In essence, therefore, although a comprehensive plan is presented, the main emphasis of the plan is on the above-outlined study areas. Part of the objective is to coordinate the three aspects studied and suggest a series of proposals that will benefit the central business area.

INTRODUCTION: THE NATURE OF THE PLAN  
Chapter 291 and the Master Plan

A Master Plan functions as a guide. The Master Plan itself serves as a statement by the community for the desired long-range physical development of their municipality.

Pursuant to the Municipal Land Use Law (Chapter 291 of the Laws of the State of New Jersey, 1975) a Master Plan may include proposals for:

- The use of lands and buildings - residential, commercial, industrial and other uses.
- Services - water supply, utilities, sewerage and other like facilities.
- Transportation - circulation plan showing the location and types of facilities for all modes of transportation.
- Housing - residential standards, proposals for the construction and improvement of housing.
- Conservation - preservation, conservation and utilization of natural resources.
- Community Facilities - public and quasi-public facilities, including educational facilities.
- Population density and development intensity recommended for the municipality.

## PURPOSE OF THE LAND USE PLAN

The land use plan, in general terms, sets a framework for the location and density of future population; the arrangement of homes, commercial areas and professional office areas; the location of public open space and conservation areas, consideration of existing and future residential and commercial development; and a framework against which day-to-day decisions are made regarding individual development and redevelopment proposals. The land uses designated in the land use plan represent an ideal which is scaled to the realities of the present community. It outlines in broad terms, development choices which seem logical in the context of past trends, present conditions and informed assumptions about future growth.

The updated Land Use Plan provides direction for future adjustments to land development policy. The plan also provides a basis for the expenditure of public funds for acquisition and for improvement of open space facilities, roads and highways, educational facilities and other community facilities under the jurisdiction of the Borough.



## FINDINGS OF FACT

### Land Use

The Borough of Freehold is approximately ninety-five (95%) percent developed. Examination of development according to land use reveals "Freehold's role as the commercial hub of an extensive farming area and as the county seat having brought about a 'radial' form of development. The center is commercial. Older residential districts surround the center and extend out the major streets which radiate like 'spokes' from the center. New residential areas form the periphery. The railroad layout disrupts this basic pattern and forms the base of the town's industrial development."

Since the previous survey of June, 1963, the remaining areas of vacant land have been developed primarily by residential uses. Today, only two (2) large parcels remain vacant: the M-1 area east of the Central Railroad tracks and bisected by Main Street and the area south of Otterson Road.

The only serious physical environmental constraint upon development associated with the remaining areas of undeveloped land in the Borough is the availability of water and sewer capacity. The adjustments to the Land Use Plan have been compared to the adopted Master Plans of the adjoining municipalities and the Land Use Plan of the County of Monmouth. Based upon this examination, it has been determined that a consistency of overall land use policy exists between Freehold and the adjoining municipalities as well as those policies expressed and shown in the Monmouth County Land Use Plan.

## POPULATION

The Borough of Freehold is located in the western portion of Monmouth County and is surrounded by Freehold Township. In 1960, the Borough's population was 9,140; within a ten (10)-year period the population increased to 10,545 in 1970. However, the County population over the same ten (10)-year period increased from 334,401 in 1960 to 461,849 in 1970.

The New Jersey Department of Labor and Industry estimated the Borough's population in 1977 to be 11,102 and 11,055 in 1978. This represents a decrease of 47 persons. However, the County population over this same period increased 5,051 persons, from 494,823 in 1977 to 499,874 in 1978.

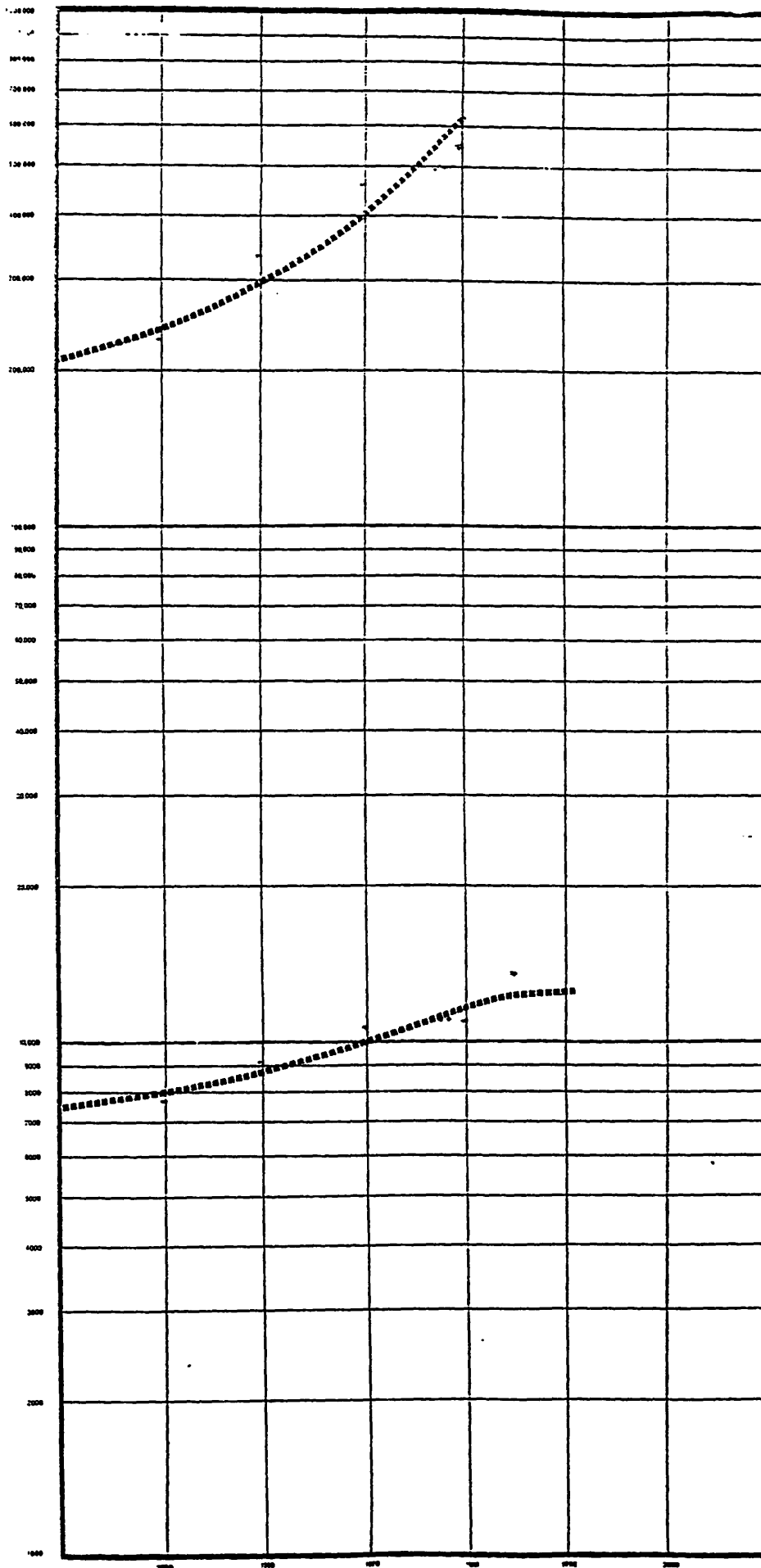
It is anticipated that some moderate population growth will continue in Freehold Borough. This is based on future apartment projects senior citizen or single family residential construction that might take place on a few remaining individual lots. Some residential re-development may also occur in certain areas. The projected population is presented on the graph below.

## HOUSING STOCK

The current housing stock of Freehold consists of 2,355 single-family units and 1,230 multi-family units which totals 3,585 housing units as of January, 1979. A review of the housing stock growth over the last nine (9) years reveals that there has been a modest growth. The figures are listed in the table below.

1978	-	1	(single-family unit)
1977	-	168	(4 single-family; 164 public)
1976	-	8	(single-family units)
1975	-	2	(single-family units)
1974	-	6	(single-family units)
1973	-	27	(single-family units)
1972	-	114	(16 single-family; 98 five or more)
1971	-	42	(single-family units)
1970	-	65	(17 single-family; 48 public)
TOTAL		433	

In the last nine (9) years, therefore, 433 dwelling units were constructed of which 98 were multi-family and 212 were public housing units, and 123 were single-family units. However, there were also 40 demolitions of single-family homes with the following breakdown for the last nine (9) years:



POPULATION GRAPH

1978	-	3
1977	-	9
1976	-	2
1975	-	2
1974	-	0
1973	-	2
1972	-	6
1971	-	5
1970	-	11
<hr/>		
TOTAL		40 Demolitions

The total housing stock number reflects the 40 demolitions.

In summary, however, Freehold Borough has had a moderate housing stock growth despite its built-up urban land use pattern. The present average construction rate over the last nine (9) years was 48.1 units per year.

According to the 1979 housing survey, it is estimated that there are 3,585 units which represents an increase of 858 units since 1960. Based on the 1979 housing survey, there are 698 units or approximately twenty (20%) percent of the current housing stock in the Borough that are in need of some repair. In comparison, the 1960 housing survey revealed that only seventeen (17%) percent of the housing stock was in need of repair. In absolute terms, however, the number of defective structures increased from 482 in 1960 to 698 in 1979. This represents an increase of 218 units.

There are many interrelated factors which effect the condition of the Borough's housing stock. Some of these factors are; the owner's financial ability to support the facility, the amount of maintenance, and the age of the housing stock. According to the

1960 Census of Housing, 2,000 units or seventy-two (72%) percent of the housing stock was built before 1939. This last factor can be singled out as having the greatest impact for an eventual substandard housing stock. The following table illustrates data on the age of housing structures within the Borough.

<u>Year Structure Built</u>	<u>Units</u>	<u>%</u>
1955-1960	371	13.1
1950-1954	212	7.5
1940-1949	207	7.3
1939 or earlier	2,042	72.1

SOURCE: 1960 U.S. Census of Housing

As noted, over 2,000 units or seventy-two (72%) percent of the housing stock was built before 1939. The Borough, therefore, is faced with a great task to insure that the housing stock receives the maintenance required and that the housing that has fallen in disrepair is rehabilitated.

#### Housing Rehabilitation Program

In order to provide financial incentive for property owners to rehabilitate their housing stock, the Borough is presently engaged in a federally funded housing rehabilitation program. Administered by the Monmouth County Planning Board, there are presently two areas designated for treatment, the Center Street area

and the Throckmorton Street area.

The areas were selected on the basis of the housing survey which indicated that these two areas contained the highest number of houses that are in need of rehabilitation. Based on income limitation, the program provides \$5,000 grants to house owners so they may improve their houses. At present, 73 homes have been completed which may include, however, a variety of rehabilitation aspects and not necessarily the whole house. Also, there are presently 14 homes in various stages of rehabilitation progress. The combined total of completed homes, therefore, would be 87. In total, \$385,000 will have been spent on the rehabilitation effort when the program is completed.

## EXISTING PARKING LOT ANALYSIS

A survey of the existing parking areas located within the Central Business District indicated that there are three types of parking areas: one municipal-owned lot, county-owned lots and private parking lots. There are also a number of on-street parking spaces. The lots, their location and capacity, as well as the on-street parking spaces are shown on Map No. 1. There are a total of 892 parking spaces available to the public within the Central Business District area with the following breakdown: municipal - 689; on-street parking - 203. The municipal lots consist of one major lot on the south side on Main Street between South and Center Streets providing 338 parking spaces, while the other major municipal lot servicing the Central Business District is located on Court Street, and a rear section extending to Broad Street which has a total capacity of 171 cars. There are also a total of 180 spaces provided by smaller lots such as around the fire station, bus station, rear of Borough Hall and the bank. Not all these spaces are available to the public.

There are also an additional 223 county-owned parking lot spaces and 765 privately-owned parking lot spaces. The county and private lots provide an additional 988 parking spaces; however their availability to the shopper and the general public must be qualified.

The total number of parking spaces in the Central Business District of the Borough are as follows:

Municipal On-Street Parking	203
Municipal Off-Street Parking	689
County Off-Street Parking	223
Private Off-Street Parking	<u>765</u>
Total	1,880



This surface parking consumes a considerable amount of valuable downtown space. Any further expansion of parking would obviously utilize additional surface space that may be more valuable for office or commercial space.

# BOROUGH OF FREEHOLD

## CENTRAL BUSINESS DISTRICT PARKING SURVEY

### LEGEND:

- ALL-DAY PARKING
- 5 HOUR PARKING
- 2 HOUR PARKING
- 30 MINUTE PARKING
- 15 MIN 30 MIN PARKING
- 15 MINUTE PARKING
- FEE-REMIT PARKING
- NO PARKING
- POSSIBLE EXPANSION



## Parking Lot Survey

The Consultant also conducted surveys of the Center Street and Court Street Parking Lots. The objective was to determine for what purpose motorists were utilizing these lots and the extent of the utilization.

Analysis of the data collected from the parking survey revealed that the majority of persons parking in these two lots were employed in the Central Business District. The second major usage of parking in these two lots were persons shopping in the immediate area. Tables I and II give a breakdown on the purpose for parking and the number of cars for each specific purpose.

TABLE I  
Center Street Parking Lot

<u>Reason for Parking</u>	<u>Number of Cars</u>
Shopping	74
Employed in Area	106
Here on Business	30
Other	<u>15</u>
Total	225

TABLE II  
Court Street Parking Lot

<u>Reason for Parking</u>	<u>Number of Cars</u>
Shopping	16
Employed in Area	79
Here on Business	19
Other	<u>3</u>
Total	117

The rate of utilization was also observed with the following results, for the Center Street Parking Lot:

The parking areas designated for all-day parking began to fill up between 7:45 AM and 9:35 AM. These spaces were utilized mainly by people who were employed in the immediate area. The all-day parking spaces reached capacity at approximately 9:40 AM.

The utilization of five-hour parking spaces became evident as the all-day parking spaces reached capacity. The majority of people using these spaces were people employed in the area and people with business appointments who could not get all-day parking because it has reached its capacity.

The five and two-hour parking areas reached near capacity during lunch time, between the hours of 11:30 AM - 1:00 PM. By 1:00 PM, the entire lot had reached about 95 percent of its capacity. The data collected from the survey indicated that people were utilizing these spaces to have lunch in the area. Therefore, after 1:00, these parking spaces experienced a turnover from people utilizing it for lunch appointments, to people coming into the area to shop or on business.

The Court Street Parking Lot reached capacity at approximately 8:45 AM. The remainder of the lot, which has immediate entrance and exit off Broad Street did not reach its full capacity by that time. After approximately 9:45 AM, the remaining open spaces were mainly utilized by persons shopping or on business in the area, and also persons attending the Brookdale Community College Learning Center. By 11:00 AM, the parking lot had only approximately 25-30 open spaces. Between 11:30 AM to 1:00 PM, the open parking spaces were mainly

being utilized by persons who were having lunch in the area or shopping.

Upon analysis of data from the Center Street and Court Street lots, there seems to be a strong comparison between the two lots. In both cases the majority of people utilizing the parking facilities were people employed in the area. The second major use of these facilities was for people either shopping or eating in the area.

Analysis of the data collected from the parking survey reveals a need to increase parking facilities within the Borough's Central Business District. There are two approaches which can be taken. First, some sort of short-range planning should be implemented to help alleviate the current problems. Second, a long-range plan for the creation of additional parking facilities should be established.

#### County Parking Needs

The County need for parking facilities is generated by two factors. First, there are approximately 800 employees working within the Borough, although only 336 work in the Central Business District area, namely the Hall of Records, the annex and several related facilities. Secondly, the County facilities generated about 315 visitors per day, although it is estimated at 40 per hour with an average 30-minute duration. The information is presented in Table III.

TABLE III

Survey of February, 1976 \*\*\*

Hall of Records - 315 visitors per day with 40 per hour  
with a 30-minute average duration

The breakdown for the facilities is as follows:

<u>Activity</u>	<u>No. of Visitors Per Day</u>
Freeholders	15
Administration	10
County Clerk	50
Purchasing	10
Surrogate	100
Tax Board	45
Planning Board & Engineering	10
Extension Service	50
Promotion & Information	25
Total	315

\*\*\* Source: Monmouth County Planning Board

The employees and visitors generate approximately a need for 360 to 370 parking spaces. The County, however, presently has only 273 parking spaces within the Central Business District which includes the 50 some spaces that are to be developed as a result of the new parking lot on the old jail site. This means that at present, the County is short by some 100 parking spaces. This need most likely is met by other available parking facilities including the Borough lots. No doubt some moderate growth has occurred which has increased this problem and is part of the explanation as to why the Borough Court Street and Borad Street parking lots are extensively utilized by 9:30 AM.

A problem associated with both the County and municipal parking is that except for one lot, County spaces are not reserved, therefore, anyone can park there. This is also true of the Borough parking lots. Therefore, there may be some overspill into either of the two lots which is just a further indication of the need for additional parking in the Central Business District area.

#### Parking Analysis

Analysis of the data from the Center Street and Court Street lots revealed two similar patterns. In both cases, the majority of people utilizing the parking facilities were people employed in the area. Since the County is a major employment source, it can be assumed that a portion of the parking lot users are County employees which seems to indicate that the County does not have sufficient parking facilities for its employees.

Also, as pointed out under the County visitor generation section, a significant number of persons utilize Borough facilities while on County business. Other users of the parking area who arrived early in the morning were employed in the Borough.

The survey further revealed that the second major user of the parking facilities was by persons who were shopping or on personal business.

The data and the surveys revealed that there is a definite need to increase parking facilities within the Borough's Central Business District, especially during certain peak hours. Not only were the major lots filled by noon time, there seemed to be a variety of users including County employees that compound the problem.

However, there is also a need for short and long-range planning. The present parking duration periods should be examined and steps should be taken for more long-term solutions to the problem. These recommendations are discussed in more detail in the Master Plan section.





**LEGEND:**

- DIAGONAL PARKING
- WAVY COUNTY
- CROSS-HATCH PRIVATE

<b>CENTRAL BUSINESS DISTRICT PARKING SURVEY</b>		NEW JERSEY
FREEHOLD BOROUGH	MONMOUTH COUNTY	
Prepared for LOCAL PUBLIC AGENCY - FREEHOLD BOROUGH	Prepared by E. EUGENE BRUSS ASSOCIATES	Map No. 20

## ECONOMIC DEVELOPMENT STUDY

The purpose of the economic development study is to examine the strengths and weaknesses of the Central Business District in downtown Freehold, and, based upon this analysis, to develop a program of action for stabilization and revitalization that will insure continued economic health.

Freehold Borough was at one time a major manufacturing center, with the rug factory alone once employing almost as many as 2,000 persons. Today, however, only several smaller manufacturing concerns remain, and retailing is the backbone of the Borough's economy.

The CBD in Freehold Borough is centrally located with older residential neighborhoods surrounding it and newer residential areas at the periphery. This concentrated business area consists primarily of small service and retail establishments, professional offices and financial institutions and public buildings. There is much diversity to these retail and service operations, and the demand for store space exhibited by merchants appears to be strong, as a survey of the CBD revealed only three (3) vacant stores. Conversations with officers of the Downtown Businessmen's Association revealed that there is a fairly stable tenant makeup and that there has been no discernible trend established in recent years as far as changes in the types of commercial establishments located in the CBD. There are very few franchises among the many retail uses in the Borough, and approximately fifty-five (55%) percent of the members of the Downtown Businessmen's Association are tenants who do not own their stores.

One of the CBD's major assets is the large number of governmental buildings located downtown. These public sector employees, along with jurors and those coming downtown to avail themselves of social service activities located in these public buildings act as primary support for many of the commercial uses downtown.

Examination of covered employment statistics published by the State of New Jersey reveals that the size of the work force in the Borough has been fairly stable over the past few years, with the number of jobs having increased each year from a low of 4,274 in 1974 to 4,843 in 1977.

Although the overall economic health of the CBD is good, there are still a number of problems which must be dealt with in order to insure continued economic well-being.

One of the major problems facing downtown Freehold is traffic congestion which results from a combination of the following:

- narrow streets
- a radial form of development which results in streets converging on Main Street
- an excessive amount of through traffic
- inadequate off-street parking
- crowded buildings on relatively small lots

This problem has been addressed specifically in the circulation and parking analysis which made recommendations for short and long-term solutions to alleviate this congestion.

Another problem that must be addressed is the lack of an identifiable focus for downtown activities on Saturdays when public buildings are closed. Some type of activity or focal point downtown

is needed on Saturdays in order to attract prospective customers and to make up for the loss of public employees.

Although consumer demand appears to be very strong, another factor which must not be overlooked is the in-migration of lower-income families into the residential area around the old rug mill.

A further deterioration of the per capita disposable incomes of residents in this area could be significant for the CBD as the local economy is geared primarily toward serving local residents, and the major source of purchasing power is local residents and public employees.

It is important that the downtown area not be viewed as if it were isolated unto itself. Housing conditions in the surrounding area have a definite impact upon the vitality of a CBD, especially after 5 p.m. Therefore, commercial revitalization and stabilization cannot occur in a vacuum and require effective housing rehabilitation of deteriorating residential areas located in close proximity in conjunction with the improvement of vehicular circulation patterns and parking facilities.

In order to increase the downtown's pedestrian orientation, it is recommended that a common architectural design theme be adopted. Establishing standards and controls on architectural design would do much to improve the attractiveness of the CBD as a whole, as individual storefronts could be coordinated to become part of the streetscape.

Such design controls could be incorporated into the Borough's Zoning Ordinance. However, only those properties coming before the Planning Board for site plan approval would have to comply with the standards, if this were the only vehicle adopted for such design control. A more comprehensive approach would be to adopt legislation creating a special taxing district in the CBD which would be empowered to tax itself to initiate improvement within its boundaries. If this were done, architectural design features could be instituted along the entire CBD instead of only upon properties coming before the Planning Board for site plan approval.

Given the historical posture of downtown Freehold and the early American motif exhibited by a number of the older buildings, a long-range goal with respect to architectural design for the central business district could be the establishment of a Colonial Village design theme. Colonial Village facades, along with concomitant streetscape improvements such as street lighting, a common design theme for signs, sidewalk design, etc., could result in increasing the regional attraction associated with the CBD and helping it to compete with outlying shopping centers.

Another means of stimulating CBD revitalization involves broadening the base of community involvement by sponsoring events to draw crowds on Saturdays when business lags due to the lack of public employees. Some focus for downtown activities is needed. It is recommended that activities such as farmers' markets, craft shows, ethnic festivals and the like be arranged in order to attract customers and to compete with the activities offered in shopping malls on weekends. If possible, some type of public plaza should be developed to accommodate these activities.

If new business is attracted, the CBD may have to expand since there are very few vacant stores available. However, while the old rug factory building is obsolete for modern large-scale manufacturing, sections of the building are currently being rented. Analysis of the demographic statistics associated with this area may show that the area meets the newly developed criteria established by the Department of Housing and Urban Development (HUD) for participation in the Urban Development Action Grant Program (UDAG). The UDAG program is designed to attract private investment in distressed areas and to increase employment. However, certain pre-specified distress criteria must be met in order to qualify. While the Borough as a whole does not meet these distress criteria, recent legislation now allows for "pockets of poverty" in otherwise ineligible areas to qualify.

Funding under this program is contingent upon private sector commitment of funds for economic development projects supported by the local government. Rehabilitation of older, obsolete, commercial and industrial buildings to make them functional is an eligible activity. However, the commitment of private sector funds is essential, as a minimum 4 to 1 leveraging of private investment to public dollar input is required. Therefore, if this area were to be determined to be eligible for UDAG funding under the "pockets of poverty" criteria, close interaction and coordination with private sector developers will be necessary. If this eligibility determination is made, it is recommended that funds be appropriated for the hiring of a staff person or consultant to seek out potential developers for this project.

Given the scarcity of vacant land in the CBD, it is recommended that except for the possibility of acquiring a UDAG grant for the old rug mill, that all other economic development efforts be directed at revitalizing the CBD through the rehabilitation of existing commercial structures.

There are basically four sources of funding available for commercial rehabilitation. These include 1) the Section 312 rehabilitation loan program; 2) several small business administration programs; 3) programs financed locally with community development block grant funds, and 4) creation of a special assessment district. Since creation of a special taxing district has already been discussed, the following section examines the remaining three funding sources.

## Small Business Administration

The Small Business Administration (SBA) is the largest federal source of loans and loan guarantees for small businesses. Most SBA assistance is in the form of loan guarantees and loan participation (partial loans). Therefore, SBA programs require the support and participation of local lending institutions in order to be effective.

One important restriction applies to all SBA loans. By law, the SBA may not make a loan if a business can obtain funds from a lending institution without SBA assistance. Therefore, a business must first have applied to a local lending institution.

The SBA Section 502 loan and loan guarantee program provides funds for property acquisition, new construction, rehabilitation, expansion or fixtures, but cannot be used to provide working capital. Most neighborhood businesses meet the criteria necessary for participation in this program.

Loans under the 502 program are not made directly to small businesses but rather to a local development company (LDC). Such local development corporations are usually composed of local merchants and community associations. The purpose of requiring the formation of an LDC is to insure the commitment of local merchants and the municipal government to the commercial revitalization effort. Under the 502 program, the LDC is required to provide 10 percent of the project cost for each loan. However, the Housing and Community Development Act of 1977 allows municipal governments to capitalize LDC's with Community Development Block Grant Funds.



In Freehold Borough, the Downtown Businessmen's Association would be the most likely catalyst for formulation of a local development. Corporation and community development funds received through the urban county program could be used to subsidize the LDC's operating costs and to provide technical assistance.

The bulk of SBA financing is done through the 7A program. Under this program, SBA lends directly to small business persons, eliminating the need to formulate an LDC. Most businesses that are independently owned and operated and are not dominant in their field are eligible if they have been unable to obtain private financing on reasonable terms.

The proceeds of 7A loans may be used for working capital as well as for construction, expansion and the purchase of equipment, facilities, machinery or supplies.

In summary, if obtaining private financing becomes a problem for small businesses in Freehold Borough, the SBA loan programs could become an important tool for commercial rehabilitation.

#### Section 312 Rehabilitation Loan Program

The section 312 Rehabilitation Loan Program provides loans for the rehabilitation of residential, commercial and mixed use properties that combine commercial and residential occupancy, as many of the structures in downtown Freehold do. The 312 program could be used in Freehold only in areas designated as target areas for use of Community Development funds.

The interest rate on 312 loans is 3 percent. Rehabilitation under this program must result in compliance with all applicable local codes. Loans cannot be used for the expansion of property or for renovations other than those required by local code. Therefore, this program would be most effective in conjunction with a local ordinance establishing architectural design controls in the Central Business District.

When compared to SBA loan programs, the 312 program appears more appropriate in situations where commercial properties require relatively small amounts of money for rehabilitation.

#### Locally Financed (Community Development Block Grant) Rehabilitation Programs

Residential and commercial rehabilitation programs funded with Community Development Block Grant funds could be an effective means of effecting neighborhood commercial revitalization in the CBD in Freehold Borough.

Community Development funds received by the Borough through Monmouth County's Urban County Community Development application could be used for establishing a commercial rehabilitation program in Freehold Borough. Funds could be used to provide partial grants to store owners and tenants who want to rehabilitate their stores, to write down conventional interest rates on private loans for commercial rehabilitation or to guarantee a portion of private commercial rehabilitation loans by depositing a given level of funds in an escrow account in participating banks.

## MASTER PLAN ASSUMPTIONS

Article 3 of the New Municipal Land Use Law (Chapter 291, Laws of New Jersey, 1975) requires the Master Plan to provide a statement of the objectives, principles, assumptions, policies and standards upon which proposals for development are based. The following basic assumptions were made in formulating the Borough's Master Plan.

- Population growth in the region will continue to increase, but at decreasing rates.
- New development in adjacent municipalities will result in greater through traffic and create more of a strain on the existing circulation system, but may also bring additional business into the community.
- Bonding capacity and spending limits, as well as powers granted to municipalities to reasonably determine land use policies and regulations, will remain basically as fixed by state law.
- Residential land uses should continue to constitute the predominant type of development in the Borough, although some commercial and industrial growth may be expected.

## MASTER PLAN GOALS AND OBJECTIVES

- Preserve and protect the existing residential neighborhoods. Conserve the housing stock through the Community Development funds channeled into housing rehabilitation.
- Preserve the present character of the housing stock and consider two-family conversion in proper zones according to Ordinance.
- Provide for the safe and efficient flow of traffic within the CBD through a series of local road proposals.
- To establish a common theme for the Central Business District recognizing its historical character.
- Encourage the gradual improvement of the CBD through a series of economic and architectural proposals as outlined in the plan.
- Provide for additional parking and establish a parking authority to more effectively administer current surface parking.
- Initiate a study to determine the need and feasibility for a parking deck.
- Continue a compatible arrangement of land uses by maintaining the basic commercial and industrial areas.
- Provide opportunities for commercial, office professional and industrial growth, where appropriate.
- To try to preserve the historical character of the community where appropriate and especially in and around the Central Business area.

- Provide for residential expansion and rehabilitation within the framework of existing land use patterns.
- To recognize the historic structures within the community and placing them on the Master Plan.
- Provide for adequate community facilities within the framework of the Master Plan.
- Provide adequate recreational areas and open space areas for all residents of the community.

The Land Use Plan for the Borough of Freehold recommends some minor adjustments in the land use policy. The plan does not recommend a wholesale reordering and/or redevelopment of large areas of the community. Some of the minor adjustments are as follows:

- The recognition of all multi-family units and placing same in the "A Apartment Zone".
- An Office Professional zone was established at the intersection of Park Avenue and South Street.
- The Office Professional zone was extended on the east side of Court Street to and including Block 39 Lot 6. This will compliment the office professional zone on the western side of Court Street.
- The office professional zone was extended along the northern side of Broadway from Spring Street to Henry Street.
- The block bounded by Conover and Marcy Street and the Railroad has been changed to R-4 residential.

- The residential properties between Sheriff Street and Spring Street as far south as Lafayette Street have been changed to R-4 residential.

- There have been a number of minor boundary adjustments which resulted from the fact that the existing zoning map was drawn on a non-lot line base map. For the new zoning map, a lot line base was utilized with the result that existing land uses on particular lots were included in the respective zone.

## RECOMMENDED PATTERN OF DEVELOPMENT

The recommended pattern of development is to reinforce and strengthen the concentration of commercial and service uses in the downtown community business district, and further to concentrate higher density population areas adjacent to or within close proximity of the central shopping and service areas of the community.

The recommended pattern of population densities reflects to a large extent the existing development of land and/or land use policies now in effect. The plan is also designed to protect and preserve viable residential areas throughout the town.

## LAND USE RECOMMENDATIONS

- The plan recommends the maintenance of five (5) residential districts throughout the town. The differentiation of one district from the other is based upon density and the form of residential development permitted in each.

The location and extent of the various districts are considerate of the existing development of each area, current zoning policy and known physical and/or man-made limitations affecting the development and/or redevelopment of these areas.

- The plan retains the existing commercial and office professional pattern with minor modifications as outlined before.

- The land use plan shows the major public and quasi-public uses existing within the municipality. The plan does not indicate any future acquisition of public lands.

- The land use plan also recognizes the historical character and heritage of Freehold Borough. It also recognizes the significance of this heritage by designating the following areas as part of a proposed historical district:

East & West Main Street, South Street, Broad Street, Broadway, Court Street, and Monument Street.

# BOROUGH OF FREEHOLD MONMOUTH COUNTY NEW JERSEY

## MASTER PLAN

### LAND USE

- 1. RESIDENTIAL
- 2. COMMERCIAL
- 3. INDUSTRIAL
- 4. OFFICE
- 5. PUBLIC USE
- 6. OPEN SPACE
- 7. PARKS
- 8. RECREATION
- 9. CULTURAL
- 10. EDUCATIONAL
- 11. HEALTH CARE
- 12. TRANSPORTATION
- 13. UTILITIES
- 14. AGRICULTURE
- 15. FORESTRY
- 16. WILDLIFE
- 17. HISTORIC
- 18. MONUMENTAL
- 19. LANDMARKS
- 20. OTHER

### CIRCULATION

- 1. HIGHWAY
- 2. STREET
- 3. ALLEY
- 4. PATH
- 5. TRAIL
- 6. BRIDGE
- 7. TUNNEL
- 8. FERRY
- 9. BOAT
- 10. AIRCRAFT
- 11. RAILROAD
- 12. SUBWAY
- 13. BUS
- 14. TAXI
- 15. CAR
- 16. BICYCLE
- 17. WALKER
- 18. SKATEBOARDER
- 19. SURFBOARDER
- 20. OTHER

THE BOROUGH OF FREEHOLD  
MONMOUTH COUNTY, NEW JERSEY



APPROVED BY THE BOARD OF FREEHOLD

APPROVED BY THE BOARD OF FREEHOLD





## HOUSING REHABILITATION PROGRAM PLAN

It is recommended that the HUD Housing Rehabilitation Program continue in full force for the foreseeable future. The completion of 37 units represents only 10 percent of the 700 units found to be in need of various degrees of rehabilitation.

In addition, it is recommended that the rehabilitation areas become more concentrated so that several particular blocks could be completed and therefore have a significant effect on the overall appearance of the area. The present method which has rehabilitated homes on an individual basis in various blocks will not be as effective in terms of the impact on any one block. As a corollary, however, a number of sound blocks outside the two rehabilitation strategy areas contain one or two structures in need of rehabilitation. By addressing these two structures, the entire block can be kept in sound condition. A final point is that the rehabilitation program should be expanded to include landlord-owned structures which would then permit an entire block to be rehabilitated.

Most importantly, however, the housing rehabilitation program should be continued and funded to a greater extent in order to improve the current housing stock.

However, a strong code enforcement program is also needed in the Borough and it should be vigorously enforced. Considering the age of the housing in that over 2,000 units were built before 1939, a good and effective code enforcement program in combination with the housing rehabilitation program is the only way to maintain the housing stock.

## Central Business District Plan

Based on the examination of the business district, the following long-range revitalization strategy is set forth for the Central Business District.

In conclusion, it is recommended that the overall, long-range strategy for revitalization of the Central Business District in Freehold Borough should include: 1) adoption of a common architectural design theme, 2) creation of a special taxing district in the CBD to pay for design improvements, 3) the sponsoring of activities downtown on Saturdays in order to attract weekend shoppers, 4) traffic circulation improvements, 5) investigating the eligibility of the old rug mill for an Urban Development Action Grant, and 6) participation in some of the programs providing funds for commercial rehabilitation; 7) provision of additional parking facilities or parking structure.

## Central Business District Design and Improvement Scheme

After a physical review of the CBD including a photographic analysis, the following recommendations are suggested. These ideas are also shown in graphic form through a series of schematic sketches to show what Main Street might look like.

The overall scheme consists of the following interrelated elements. The signs should be consolidated into a single grouping; all obsolete signs should be removed. All extensively large signs should be removed in favor of smaller signs as per the schematic illustration.

The utility poles and the lines should be removed and placed underground or moved to the rear of the lot lines. This might be a difficult task and the Power and Light Company has indicated

that this may also be very expensive. In conjunction with this, the sketch recommends the installation of more compact, modern and more attractive traffic signals. These structures may also incorporate the existing directional signs. Also, a system of low level lighting should be installed when the utility poles are removed. This lighting would be better suited for pedestrian traffic and it would concentrate visual interest on the ground plane and store points. This has several benefits:

- Provides less visibility of undeveloped or unsightly upper floors of buildings while providing less light into the upper floor tenants of offices whose windows are now not subject to direct illumination. Finally, low level lighting is less likely to be disrupted by street trees at maturity, since the fixture will be near the bottom of the canopy.
- A common motif should be established for the store fronts, perhaps through the erection of store front canopies. The prime purpose of this features is to concentrate visual interest at the lower building level. This will also create a visual uniformity which is a much needed aesthetic element. The canopies can also provide protection for inclement weather and shade from the summer sun. The particular texture, color and material could be decided by the local merchants.
- Shade trees should be planted in order to achieve more aesthetic environment for the street. Trees will concentrate attention on the ground plan and should accentuate the canopy motif. Properly planted trees require relatively little maintenance and create a visual uniformity that would enhance the future

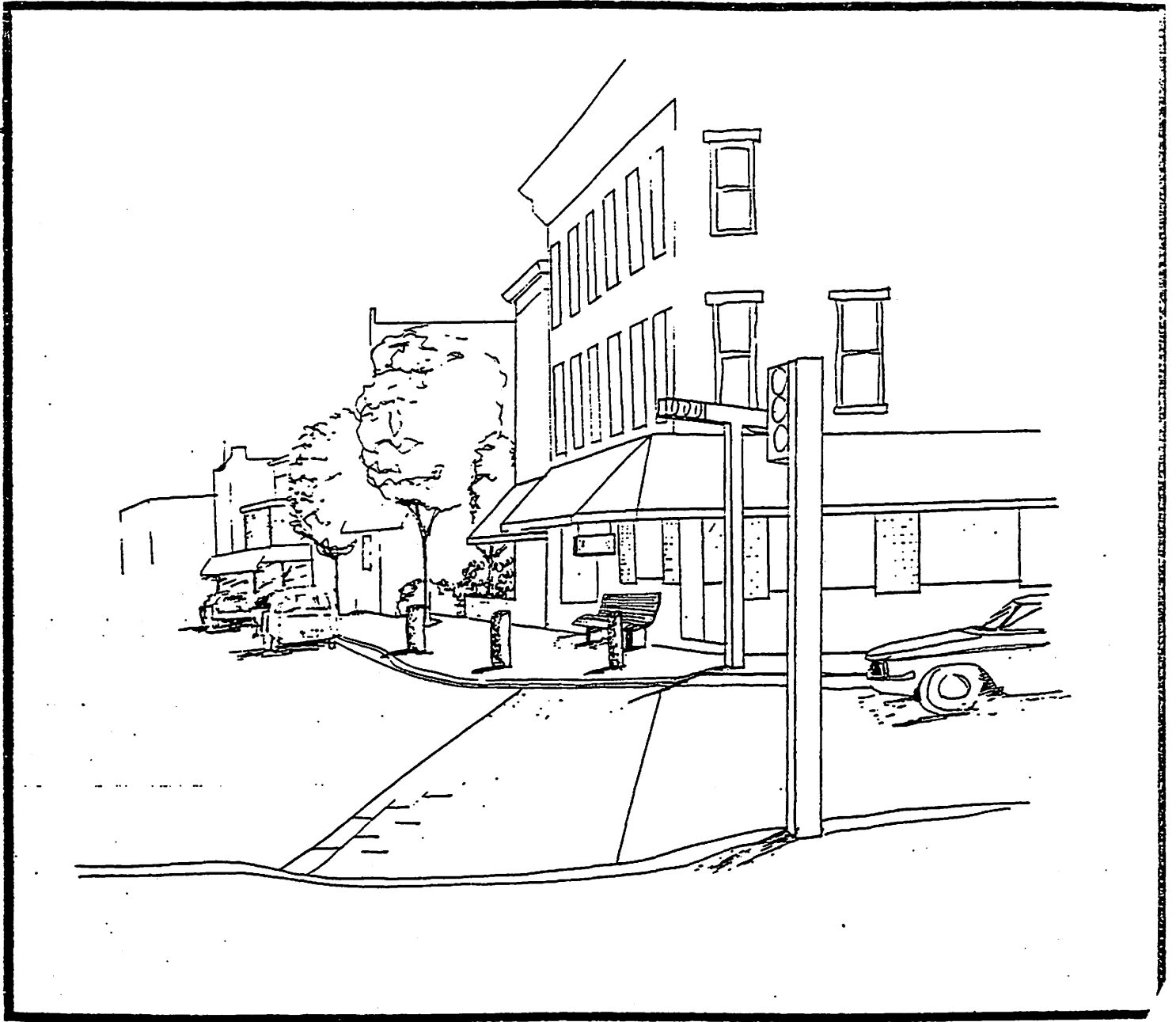
character of the CBD. The trees also provide shade in the summer with their cooling affect and let the sun through in the winter thereby reducing energy consumption. In addition, some low-level shrubs and site furniture should be added. This should promote pedestrian browsing and usage.

- It is also recommended that the open plaza in front of the County Courthouse be further landscaped. This area is one of the focal points in the Main Street area, and such should receive much greater attention from a landscaping and aesthetic viewpoint. This area could serve as a center point for pedestrians in the CBD.

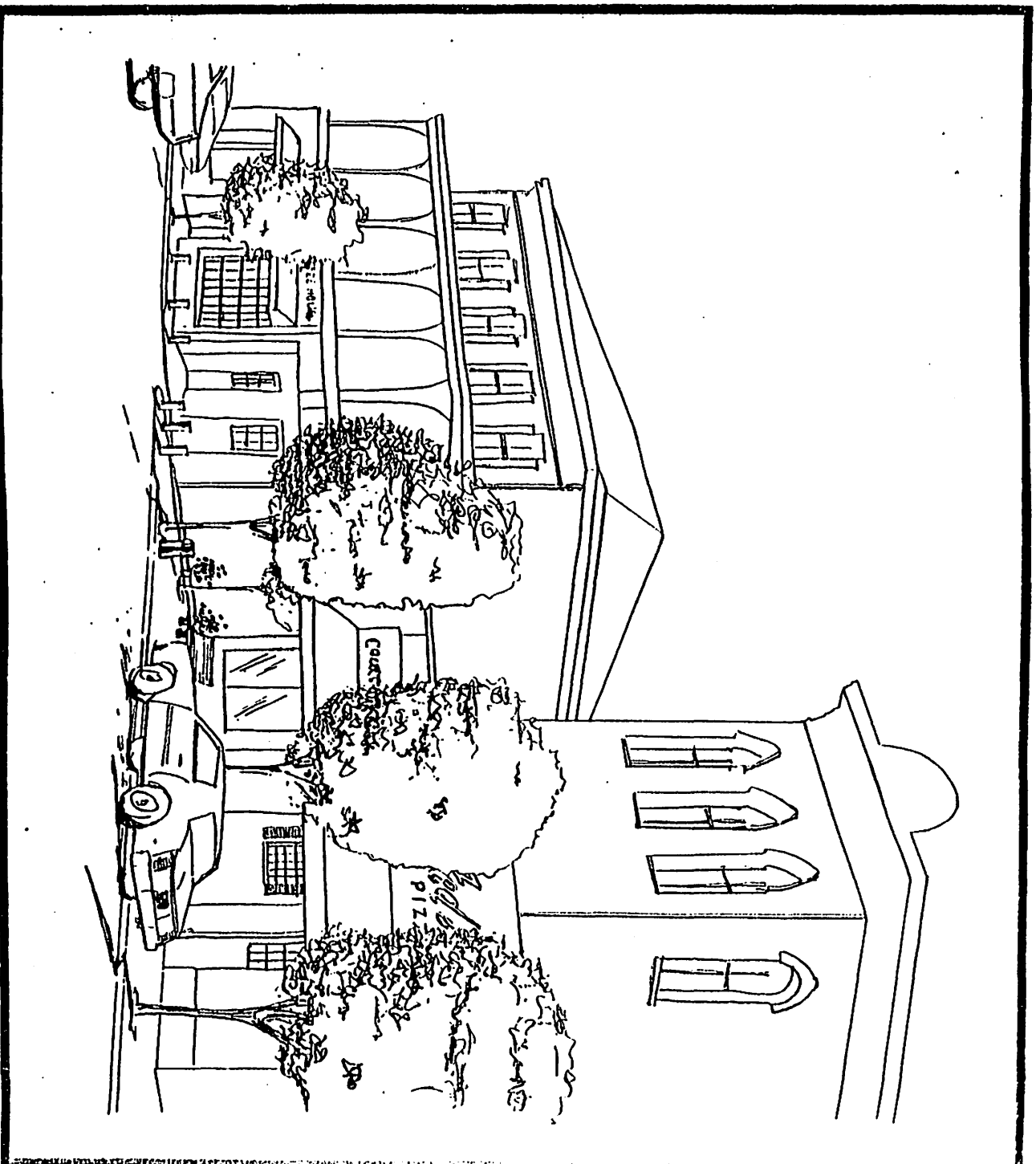
#### THE DOWNTOWN AREA

The following sketches are the result of a study to determine the feasibility of redeveloping the downtown Freehold Borough area. Such redevelopment would include the burial or relocation of overhead utilities, regulation of all signage and advertising, the development of healthy street plantings and contemporary furniture, and the possibility of a unifying structure such as a common canopy in front of all buildings.

The following are submitted as preliminary sketch proposals only, and are intended for review and comment by residents of the Borough.



CORNER OF MAIN ST. AND SOUTH ST.



SOUTH SIDE OF EAST MAIN ST. LOOKING EAST



SOUTH SIDE OF WEST MAIN ST.

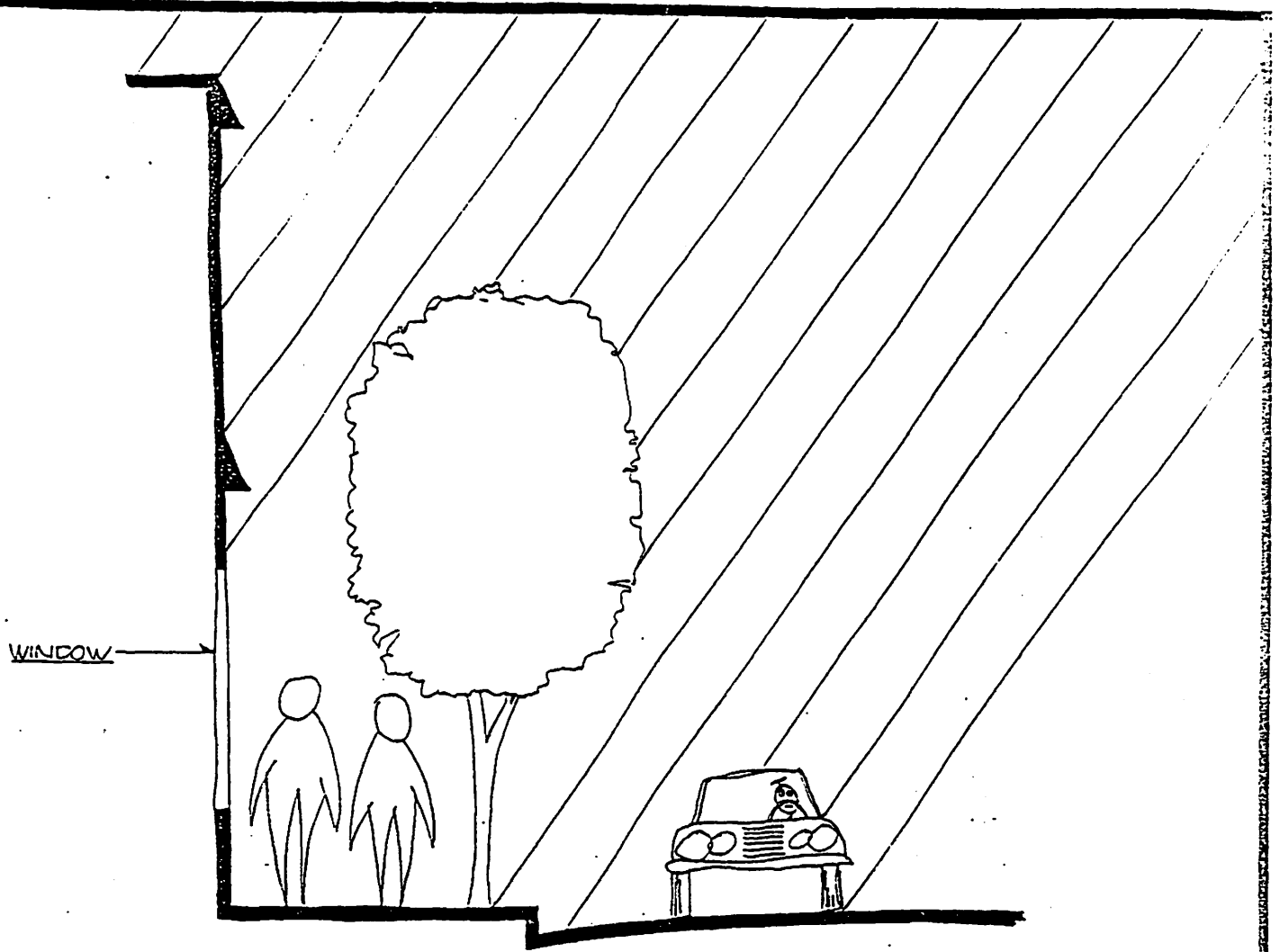


SOUTH SIDE OF WEST MAIN ST. LOOKING WEST





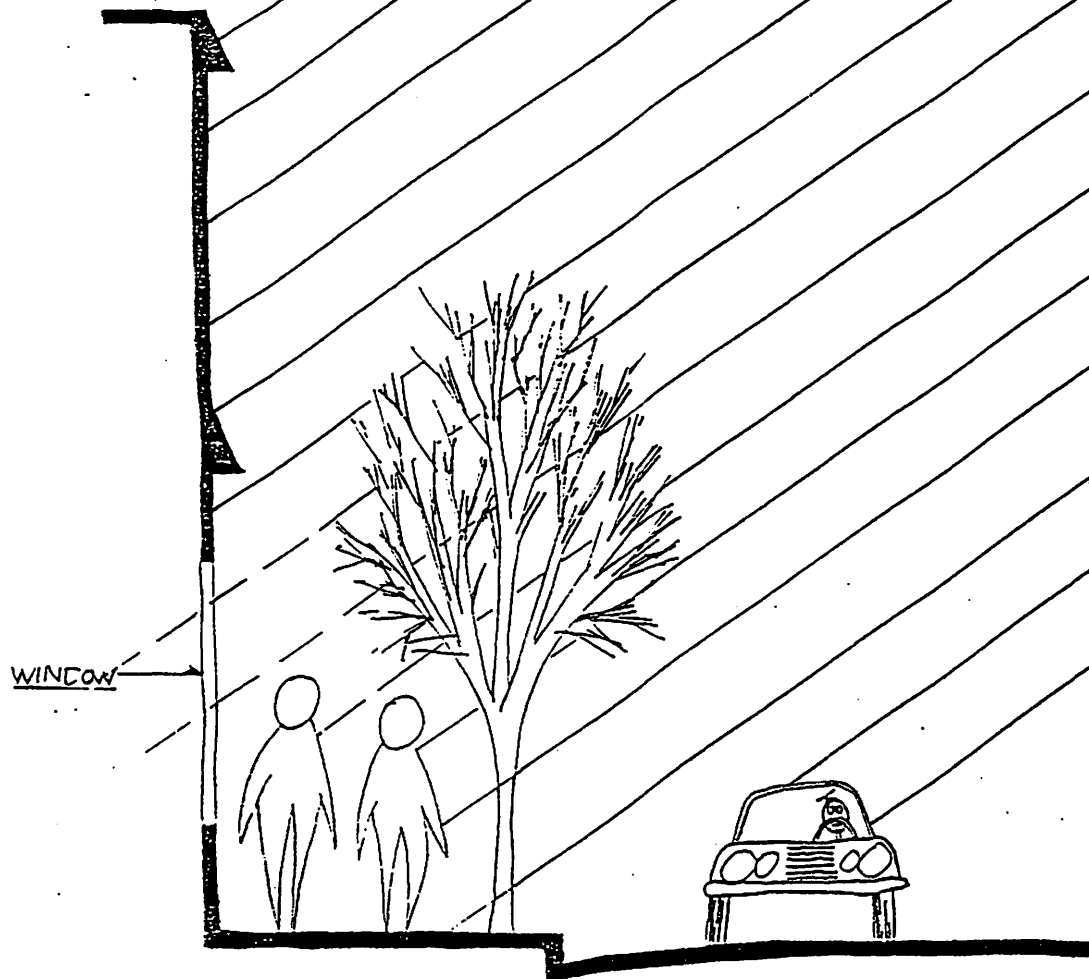
SOUTH SIDE OF WEST MAIN ST. LOOKING WEST



Summer

LEAFY BRANCHES BLOCK PENETRATION OF HOT SUN,  
PROVIDING COOLER MICRO-CLIMATE FOR WINDOW SHOPPERS  
AND REDUCED AIR CONDITIONING COSTS.

EFFECT OF STREET TREES IN SUMMER



Winter LOSS OF LEAVES ALLOWS WARMING SUN TO PENETRATE  
SHOP WINDOWS, HELPING TO REDUCE HEATING COSTS.  
THIS ALSO PROVIDES WARMER AREA FOR WINDOW SHOPPERS

## EFFECT OF STREET TREES IN WINTER

## HISTORIC PRESERVATION

The Borough of Freehold has a rich and varied history dating back to 1693. In 1713, the county seat was established and by 1715, the original courthouse and jail were built. The Gordon's Gazette in 1834 described the town as a place of "35 to 40" dwellings and several stores.

Many of the old structures still exist today in the Borough and they have been so designated on the Master Plan. However, it is suggested that a more intensive historical and architectural inventory be undertaken of the community in order to establish any additional homes of historical prominence or architectural significance. Once this is done then consideration can be given to architectural controls such as a historic zoning district or historical review provision. This would protect these unique structures from destruction, harmful renovation or conversion.

## COMMUNITY FACILITIES PLAN

The Community Facilities Plan consists of a review and analysis of the municipal infra-structures which provide the basic community services to its residents.

## Educational Facilities

There are currently three elementary schools and one intermediate school serving Freehold Borough School District. The Borough's school district is a K-3 district with two of the elementary schools servicing grades K-4 and the third elementary school servicing grades 1-4. The intermediate school located on Park Avenue services grades 5-8.

According to the Freehold Borough Educational Facilities Master Plan (1979), enrollment has been decreasing. The present school system has a capacity of 1,615 students according to New Jersey State standards, while the 1978 enrollment was estimated to be 1,159 persons.

Also located within the Borough is St. Rose of Lima Parochial School for grades K-8. At present, the school has an enrollment of 600 children. Of this total, 268 are from the Borough of Freehold. The Borough enrollments have held fairly constant over the last ten years. The school recently celebrated its Centennial. There have also been two additions, in 1954 and 1961.

Examination of social trends throughout the United States indicates a decrease in the number of births and a decline in enrollment. This assumption, along with the inavailability of vacant land designated for residential development, supports a forecast of decreasing school age population. Therefore, the existing capacity of the present school system is more than adequate for the future.

However, the one trend that may alter current birth rates is the possible change in residential occupancy patterns occurring within the Borough.

The Borough is also part of a regional school system which includes the Borough and the Township of Freehold. One of the high schools is located on Robertsville Road and Broadway. As of February 1, 1980, there were 965 Borough students attending this school. Information received from the school system indicates that there has been a slight decline in enrollments since 1975. The figures are as follows:

1980	-	965
1979	-	983
1978	-	958
1977	-	997
1976	-	994
1975	-	1,079

The Borough, therefore, has a declining share of students within the regional system. The high school has a functional capacity of 1,113 and as part of the regional district also accepts students from Freehold Township.

## Water Supply

Today, the Borough of Freehold is supplied with water from three (3) 1,000-gallon per minute wells located on Water Works Road in Freehold Township, approximately three-quarters of a mile from the Borough's northwest boundary. The pumping station is located in the same area. The Borough also maintains a 200,000-gallon elevated tank located in Freehold Township and a one million-gallon elevated water tower on Institute Street.

With a capacity of two million gallons per day and an average daily water flow of 1.3 million and a peak of 1.8 million, the community presently has an adequate water supply. However, in view of the relatively small margin of excess supply and the growth potential of the immediate surrounding region, it would seem prudent for Freehold Borough to make water supply agreement only for specifically designated areas or projects, in order to insure its own domestic supply.

The amount of 4-inch pipe in the Borough's circulation system also presents a problem, as such lines are inadequate for most modern systems, except in short peripheral extensions of a grid, which serve only low-density residential areas and which are not to be further extended. The engineering consultant currently preparing plans for the Borough's proposed well and storage tank is also studying the distribution system to determine location of all substandard lines.

## Sanitary Sewer

The entire Borough is served by a sanitary sewer system. Eight (8) pumping stations (3 in the Borough, 2 in the Freehold Township industrial area) pump the effluent to a treatment plant in Freehold Township. The plant's design capacity is 1.5 million gallons per day. Treatment methods include settlement, two-stage filtration, chlorination, digestion and sludge drying beds. The treated effluent empties into the Manasquan River drainage area. The State has requested that the Borough tie into the Manasquan Regional Sewerage Authority when that system becomes operational.

At present, the system is at capacity with an average flow of 1.5 million gallons and a two (2) million gallon flow during heavy precipitation. There seems to be seepage into the system from rainfall. In view of this, the Borough is considering an infiltration study in order to locate points of storm drain seepage and thereby reduce the excess flow problem.

It should also be pointed out that 300,000 gallons per day are contributed by a major industrial concern and an additional 300,000 gallons are received from the Borough. The State at present will not permit major improvements to the plant in view of the pending regional system. As a result, there presently is a moratorium on new sewage connections in the Borough of Freehold. This of course has a bearing on the Master Plan and any major development proposals since it seems likely that the moratorium will not be lifted until the regional system is operational.

## Refuse Disposal

The Borough retains a private firm to collect domestic garbage. Collections are made two (2) days per week in summer



and twice per week in winter. Trash is collected once a week by the Borough's own truck and is dumped in a sanitary landfill area outside the Borough. There are no dumping areas within the municipal boundaries.

### Fire Protection

Freehold's fire protection is provided by four (4) volunteer companies, organized under one chief, with a total of 110 members. All fire equipment is located at Fire Headquarters (a two-story building) next to Borough Hall on Main Street and in a garage to its rear.

Certain criteria have been established by the Fire Insurance Rating Organization of New Jersey for evaluating the adequacy of local fire protection. These require that a pumper-hose or pumper-ladder truck be stationed within a three-quarter mile travel distance of any business area, and that a pumper be within one and one-half miles of any medium-density residential area. Property within 600 feet of a fire hydrant capable of a 200-gallon per minute flow is defined as being in a "protected fire zone". All of the presently built-up areas of Freehold are in such a zone and the Borough is within approximately one mile of the firehouse.

Fire coverage by the Freehold department and arrangements for mutual coverage from eight (8) outside companies could reach the Borough within ten (10) minutes of a call. Drills are held regularly with neighboring departments, so that all may become familiar with the others' equipment, street patterns and water course locations.

There is always a dispatcher on duty at the Borough fire station. Approximately 250 calls were received last year.

The fact that downtown Freehold is densely built-up with a number of very old structures is a problem that fire fighters must continue to face. A system of thorough building inspection for fire hazards is being applied, especially in the older sections, and the Borough attorney's office advises fire inspectors on enforcement procedures.

#### Hospital Facilities

Residents of the Borough are served by the new Freehold Area Hospital in Freehold Township. In addition, residents can also be served by Fitkin Memorial in Neptune Township, Monmouth Medical in Long Branch and Riverview in Red Bank. Other fairly accessible hospitals are located in Lakewood, Point Pleasant and Perth Amboy.

#### Public Libraries

The Freehold Borough Public Library located on East Main Street between South and Center Streets, was constructed in 1903 and is one of the Carnegie libraries. It is supported by the Borough and State aid funds. The library is open to Borough residents and persons who work in the municipality. The library owns approximately 45,000 volumes plus reference books. Average weekly circulation in the recent past has been 600 volumes.

The building space is adequate at present. The basement will be renovated for a children's library. There are three (3) full-time positions which include a librarian and a part-time help position.

The Freehold area is also served by the headquarters of the Monmouth County Library system, located at 25 Broad Street, Freehold. The library has a total of 600,000 volumes, of which about 150,000 are usually on hand at the headquarters branch. Average daily circulation here is about 1,000 books. The reference library, though non-circulating, has photo-copy facilities.

The existence of both local and county libraries within Freehold constitutes an excellent educational and cultural asset for the Borough.

#### Borough Hall

The Borough has a new municipal building constructed in 1969. The two-story building houses all the municipal offices except the police department which has its own new headquarters building on the southern side of the intersection of Hudson and Bennett Streets. Although the very attractive building is adequate at the present time, additional growth of personnel and departments over the next ten (10) years may require internal rearrangements or eventually an addition to the present building.

#### First Aid and Emergency Squad

The Freehold First Aid and Emergency Squad is housed in a one-story building on Spring Street near Wayne Avenue. Service is provided by thirty-four (34) volunteers. There is always someone at the squad building, and emergency calls are received by police radio and squad members alerted by a siren located there. Recently, experiments have been made with alert switches on members' telephones.

The equipment consists of the following:

1556	Ambulance
1557	Ambulance
1558	Ambulance
1560	Captain Portable
1561	Portable
1562	Portable
1564	Crash Truck

The squad is supported entirely by donations.

#### Public Utility Service

The Borough of Freehold is supplied with gas by the New Jersey Natural Gas Company, with electricity by the Jersey Central Power and Light Company, and with telephone service by the New Jersey Bell Telephone Company. None of these companies foresee any difficulty in serving Freehold's future needs, and no major facility construction within the Borough is anticipated. Jersey Central Power and Light, however, has initiated a program of installing underground lines in Main Street. The system is partially completed at present and will be continued on the basis of attrition of buildings. That is to say, as a building is changed or renovated, the service location is moved so that it can receive the underground connection rather than having to be served by overhead wires.

## RECREATION AND OPEN SPACE PLAN

### Developed Park and Recreation Area

Presently, there are five (5) recreation areas within the Borough that provide space for the following recreational areas as listed below:

<u>Name</u>	<u>Acres</u>	<u>Facilities</u>
Veteran Park	6.50	1
Liberty Street Park	5.50	2
Lenoir Avenue Park	.67	3
Lincoln Street Park	2.75	4
Park Avenue School	10.00	5
Total	25.42	

1. Playground, picnic, ballfield, natural area.
2. Baseball field, playground, basketball.
3. Playground.
4. Baseball fields (2), playground, soccer, basketball.
5. Soccer fields (4), basketball courts (2), baseball fields (4), playground.

In addition, the Borough uses and maintains a passive recreational area known as Lake Topanemus. It is about one mile from the Borough's center and is accessible from Robertsville Road and Standpipe Road. The Borough maintains two beach areas, parking areas, a landscaped picnic area and access roads.

Table con't.

Center Street	0.50
Avenue C	0.80
Lenoir Park	0.30
Hudson Street Park	<u>0.40</u>

Total 87.82 Acres

With the effectuation of the above program and the subsequent development of each recreational area as outlined in the Community Facilities Report, the Borough of Freehold will have an adequate passive and active recreational system.

## CIRCULATION PLAN

### Functional Classification

All of the Borough's streets have been classified according to the function they perform, and are shown on the Master Plan.

The basic objective of the functional classification of roads is to establish an arterial system that permits the major traffic movements into and through the Borough with a series of collectors that provide for traffic movement from local streets and major traffic generating land uses to the arterials. These collectors, along with the local roads will serve to provide access to abutting property. In utilizing this classification system it is useful in planning for the most efficient traffic movement through the Borough and from individual homes to the arterial system, given existing patterns and roadways.

As a result of the Borough's early development pattern and the increased traffic that the region generates today, Freehold is faced with some major circulation problems. Perhaps the major reason for these problems is that Freehold developed on a radial system. This type of development leads toward the major streets and roads from the surrounding region to converge upon the center of the community like spokes on a wheel. The result is that regional traffic as on Route 79 (Main Street), Route 522 (Throckmorton Street) and Route 537 (East Main Street) as well as other streets all feed into and through the center of Freehold. In fact, Main Street can be considered a bridge since it is the major street by which cars have access to traverse Freehold Borough in a northerly-southerly direction. The east-west traffic also has to use the central portion of Main Street since there is no direct north-south artery in the community. The result of this is that there are several over-utilized roads, roads that far exceed their design capacity.

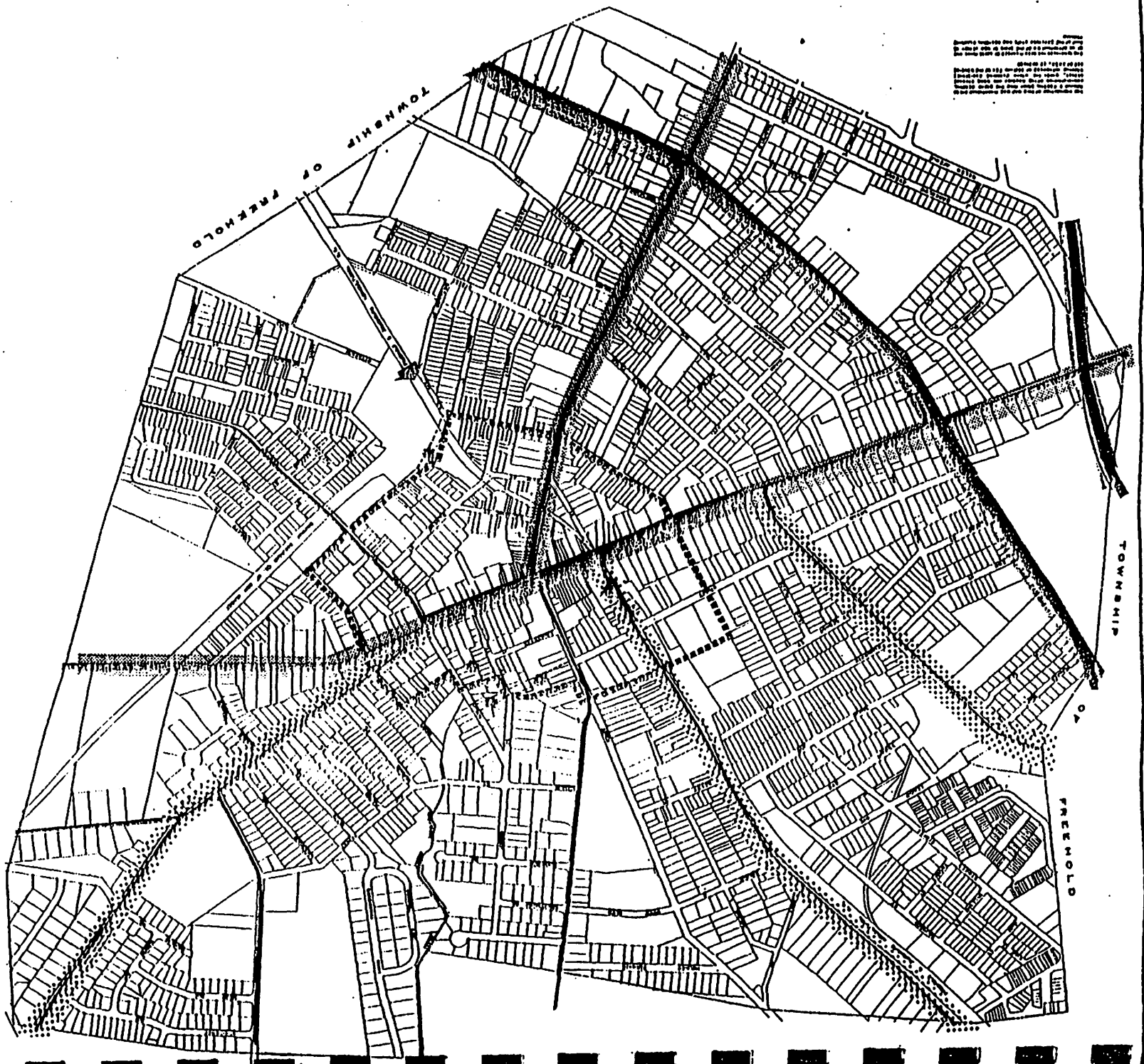


NOTES:  
1. The map shows the proposed layout of the new street system for the area shown. It is not intended to show the existing street system.  
2. The map shows the proposed layout of the new street system for the area shown. It is not intended to show the existing street system.  
3. The map shows the proposed layout of the new street system for the area shown. It is not intended to show the existing street system.



- 1. PROPOSED NEW STREET SYSTEM
- 2. EXISTING STREET SYSTEM
- 3. PROPOSED NEW STREET SYSTEM
- 4. EXISTING STREET SYSTEM
- 5. PROPOSED NEW STREET SYSTEM
- 6. EXISTING STREET SYSTEM
- 7. PROPOSED NEW STREET SYSTEM
- 8. EXISTING STREET SYSTEM
- 9. PROPOSED NEW STREET SYSTEM
- 10. EXISTING STREET SYSTEM

BOROUGH  
OF  
FREEHOLD  
NONMOUTH COUNTY  
NEW JERSEY  
CIRCULATION



## County And Regional Improvements

There are two (2) regional circulation proposals designed to help alleviate some of the Borough's circulation problems. One is the extension of the Route 33 freeway which runs just south of the Borough; the second proposal is east Freehold Road which will provide a northern circumferential road around the Borough. Both roads present alternatives for the motorist heading in any number of directions for bypassing Main Street and not having to funnel through the Borough.

The Route 33 bypass is presently constructed to Route 79 and eventually will reconnect with Route 33 just east of Fairfield Road.

The east Freehold Road bypass substantially follows the existing east Freehold Road to Waterworks Road and then proceeds to Gordons Corner Road. The northern end of the roadway will extend from Route 537 to Route 9. This bypass is designed to take the east-west movement around Freehold over to Route 537 and Route 33.

A recent Monmouth County Planning Board study has shown that sixty (60%) percent of the traffic through Freehold is through traffic. These two bypasses, therefore, should remove a great majority of the through traffic from the Borough's Main Street.

## Local Circulation Improvements

A number of local street connections are suggested to help traffic movement around the north side of east Main Street. First, it is suggested that Lafayette Place be extended to Spring Street. This would provide a parallel street to east Main Street between Court and Spring Streets. It appears that this proposal could be effectuated rather quickly. Secondly, it is suggested that Broad Street be extended to Spring Street. This long-range proposal would provide a major street that would connect many parking lots and other streets that feed into parking lots or into Main Street. It should also be pointed out that Broad Street provides access to Throckmorton Street and Manalapan Avenue which are two important access streets into Freehold Borough. Eventually, Broad Street might be extended to Broadway and provide a second east-west road across the Borough.

Thirdly, to help alleviate traffic movement on the southern side of Main Street, it is suggested that Jackson Street be connected to March Street. This would provide for an internal southern loop connecting Main Street with South and Center Streets and then back to Main Street. Also, Parker Street should be extended to Institute Street.

A fourth proposal, although it is recognized as a long-range idea, is to depress the railroad from Hudson Street to the north side of West Main Street. This would help alleviate the current traffic situation and permit any future road improvements. Collectively, these improvements will provide alternate means for traffic flow in and out of major parking areas without having to use Main Street, and help alleviate congestion of traffic in the Central Business District and through the Borough. They would also provide an alternate route for east-west traffic flow which now can only get through the Borough by using Main Street.

## Transportation Center

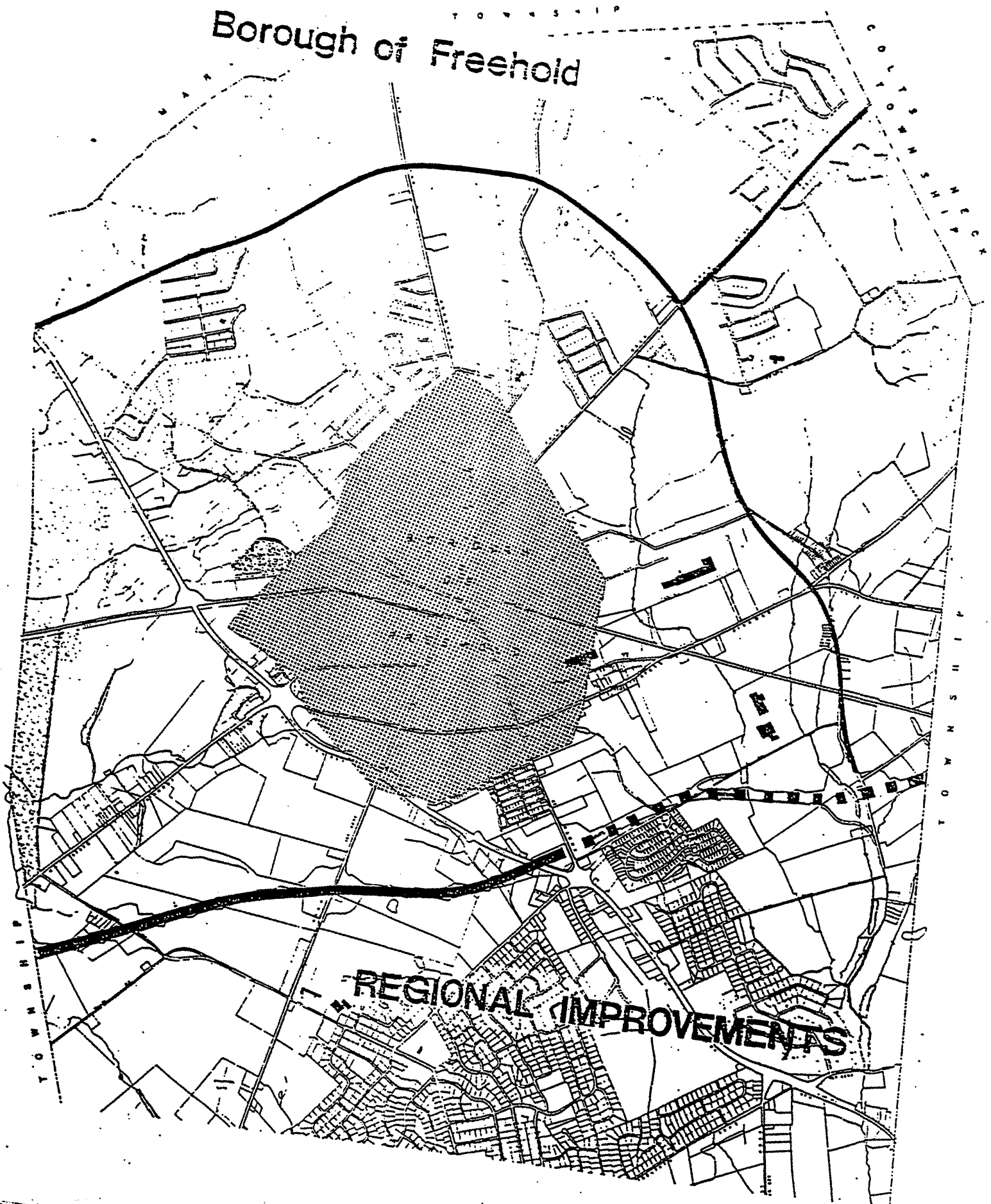
The Borough of Freehold is also considered as a transportation center for both bus and rail commuter service. The existing Conrail tracks from Lakewood to Matawan or from Lakewood to Red Bank are proposed as commuter lines. The Lakewood to Matawan line would stop in Freehold as one of the station nodes.

In a broader sense, because of the existing rail facilities and the current bus lines, Freehold Borough should be considered as a transportation center. Such a center would include a new train and bus station with parking and other amenities should be the basis of a full study. It is suggested that with Federal or State aid, a feasibility study should be undertaken for establishing a full transportation center in the Borough of Freehold.

## County TOPICS Program

Under this program known as the Traffic Operations Program to Increase Capacity and Safety, the county currently is considering Main and Jackson Streets for improvement and signalization.

**Borough of Freehold**



**REGIONAL IMPROVEMENTS**

## PARKING RECOMMENDATIONS

To meet the need for additional parking facilities, two approaches are recommended. First, a short-range policy plan should be formulated to help alleviate the current situation. Second, a long-range plan for the creation of additional parking facilities should be established.

One of the most effective ways to implement these two parking recommendations would be through the creation of a Parking Authority within the Borough. The Parking Authority as its first goal could undertake an in-depth comprehensive study of the short and long-range parking needs of the Borough. The short-range aspect of the study would study the current allocation system of all-day, five and two hour parking spaces in relationship to the Borough's needs vis-a-vis present motorist usage. The result would be to determine a better balance between short-term turnover parking for shoppers and professional uses as opposed to long-term (all-day parking for various employment sources). The result would be a more efficient management and control of current surface parking facilities.

The expansion of surface parking can be most easily effectuated adjacent to the Market Street parking area. Although a final cost analysis would have to be done, the most logical area of expansion would be towards Mechanic Street and Hudson Street. To expand the Court and Broad Streets parking lots would be much more costly. However, as mentioned, expansion of surface parking in essence removes taxable commercial or residential property and therefore the long-range cost of surface parking must be considered.

Secondly, the parking study could produce a finite demand measure of the total present and future parking needs of the Borough, the Central Business District, various agencies and the County.

Based on the results of the study, two alternatives could be considered. First, the creation of an on-grade parking facility, or second, the creation of an above grade multi-level parking facility. However, in implementing either alternative, the following factors should be considered.

1. The availability of land.
2. The cost of land.
3. The shape and size of the land.
4. Existing and proposed traffic patterns.
5. Drainage and soil conditions.
6. Local aesthetic considerations.

It would require a comprehensive and detailed economic analysis and a full parking demand survey before a final commitment is made to construct a parking deck.

#### Requirements for a Parking Deck

A parking deck usually requires about 350 to 400 square feet of parking space per car. This stems from the ramps, columns and stairs that are a part of a garage. So one acre of land, assuming a two-level garage, would provide sufficient room for 116-148 cars.

The cost of a parking deck varies depending on the site and access problems. Recent cost surveys indicated that a three or four-story deck was being constructed at \$2,300 per car. Although this is high compared to surface parking, the determining factor is the cost of land. If land costs five or six dollars a square foot, then a parking deck becomes feasible. Of course, the loss in ratables for the cleared land also has to be taken into consideration. In other words, a four-story deck only requires one-fourth the land area of

surface parking. And in a Central Business District area land, especially if occupied by buildings, can become very expensive. However, the feasibility of a parking deck would have to be studied very thoroughly with a cost-benefit analysis and other factors before a decision is made for a parking deck.

However, as an immediate, short-term solution, greater policing of current parking facilities is required and a reallocation between the amount of all-day parking and short-term parking may be required. This would help alleviate the present need for short-term parking and it would bring into focus the amount of all-day parking that is required and what particular employees are most in need of parking.



## EFFECTUATION

A Master Plan for controlled, orderly development must be adopted by the Planning Board prior to preparation of development rules and ordinances. After a Master Plan is adopted, implementation of the plan is achieved by means of three (3) interrelated actions: legislation, capital improvement planning and continuing planning.

## LEGISLATIVE MEASURES

There are three (3) basic documents which guide development and maintenance of private property in the community: the Zoning Ordinance, the Land Subdivision Ordinance and the Official Map. Other ordinances, such as housing, building and public health codes, aid in the plan implementation on a day-to-day basis.

### Zoning Ordinance

Zoning controls the use of private land. Through the division of the Township into zones, land uses are permitted or prohibited with appropriate controls.

Zoning must be reasonable and should be reflective of the intent and the objectives of the Master Plan. Under Chapter 291 of the Laws of New Jersey, 1975, the Master Plan and the Zoning Ordinance must be consistent in terms of land use allocations.

### Subdivision Ordinance

Whereas the Zoning Ordinance provides the legal means of controlling the use of the land, the Subdivision Ordinance gives legal control over design and layout of land development projects. The Borough presently has a Subdivision Ordinance. As new subdivision standards or controls emerge, particularly off-site improvements and environmental assessment requirements, recommendations will be made to include them in the community's ordinance.

## Official Map

The Official Map is a legal document adopted by the Governing Body. The Official Map shows the exact location of land to be reserved for future streets, drainage rights-of-way, parking and playgrounds. The Official Map must be an engineered document and must be produced and certified by a licensed engineer or land surveyor. Because of the basic cost and time required for preparation and adoption of an Official Map, some thought should be given to this matter.

## CAPITAL IMPROVEMENTS PROGRAM

A "capital improvement" is defined as a new or expanded physical facility which is to be of relatively large size or importance, is of considerable cost and is reasonably permanent. This includes new road construction, major improvement of existing roads, playgrounds, sewer systems, municipal buildings and land acquisition for public purposes and major equipment.

A capital improvement program is the municipality's fiscal plan for implementation of the Master Plan. Private industry builds homes, shops and businesses, but does not fix or maintain roads, expand recreational facilities, etc. A capital improvement plan provides an overall measurement of facilities needed now and in the future.

In essence, a capital improvement program is a long-range financing plan, and, as is the case for any "plan", it should be annually reviewed and adjusted in accordance with changes of fact and variables.

## CONTINUING PLANNING

The Master Plan represents an objective, considered view into the future. It is also a working document, one which must necessarily be subject to constant review and updating in light of the changing needs.

The Planning Board should review each of the concepts and ideals as related to development that has actually occurred during that year. As new patterns of growth and activity become evident, it may be desirable to revise the Master Plan Objectives. Under the new State Planning Law, Chapter 291, Laws of the State of New Jersey, 1975, the Master Plan must be reviewed at least once every six (6) years.

It is recommended that the Master Plan be reviewed more frequently than the six years and that a planning process be established so that the Master Plan is kept current and responsive to changing needs and issues within the Borough.