

Ocean Grove, NJ

Improved Parking Opportunities

A Bundled Approach



Prepared By:

Kimley»»Horn



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Executive Summary

The intent of this study is to examine the current parking situation in Ocean Grove and suggest a range of potential options which if implemented may improve conditions. None of the suggestions will completely solve the demand for additional parking and few actually create additional parking spaces. As a paid consultant, Kimley-Horn is not able to enact or endorse for implementation of specific projects. The burdens of passing ordinances, financing, enforcing, and Township planning belong to Township committees and officials, Neptune Township Police, and the property owner which is the Ocean Grove Camp Meeting Association. The scope of this study is to identify parking challenges, describe industry best practices, provide a rough estimate of financial burdens, and suggest an incremental approach to progressively try improvements.

Ocean Grove experiences parking demand pressures from myriad users. The demand for residential, business district, special event, and beach parking places stress on the limited curbside parking inventory. Additionally, the fact that parking is free in Ocean Grove adds additional stress to the system as visitors and employees of Asbury Park to the north and Bradley Beach to the south largely prefer to park in Ocean Grove, since both bordering municipalities operate a paid parking program. Finally, with the advent of Airbnb, added demand is placed on the system as this demand is often associated with one or more families and one or more vehicles.

The development of parking solutions to meet the needs of one type of user is almost impossible without impact to the other. For this reason, it is recommended that officials and decision makers look at parking management as a comprehensive program that includes on-street meters, residential parking programs, and a properly designed and executed parking enforcement program. It is important to note that Neptune Township would be responsible for the development and oversight of any program as they are responsible for maintaining the street network in Ocean Grove, although the streets are owned by Ocean Grove. This arrangement will require extensive discussion during the planning period to work out logistic and legal issues between both parties.

Developing a parking program is a complex issue requiring careful planning and implementation. Commonly, individual municipal parking programs are not financially self-supportive. It requires revenue streams from multiple components of a parking program to provide a revenue neutral to revenue positive scenario. For example, a residential parking permit program would require parking meter revenues to offset the cost of its operation. Parking meter revenue would also be used to support other administrative functions including municipal adjudication (Neptune Township Municipal Court) of parking citations. As a stand-alone program, residential parking permits are projected to range from \$420 to \$1,050 based on the level of homes participating. Clearly, the more homes that participate will reduce the cost of the individual permit. These fees are a far cry from the \$25 that homeowners identified as palatable during stakeholder interviews. However, these higher fees do meet the edict identified by Neptune Township officials that the program be financially self-supportive.

Parking meters are identified as a potential solution to manage demand and create turnover. To achieve this, meters would be installed in the business district and along Ocean Avenue. It is envisioned that this meter program would only be in effect from May through September, and initial cost projections identify a positive revenue stream with parking rates and operational hours reflecting those of Asbury Park.

Kimley-Horn understands that the solutions identified in this report may be controversial. For this reason, a phased approach is described and recommended so that user patterns can be monitored as parking policy is changed, and the plan be adjusted accordingly to meet future changes.

Finally, even if none of the solutions offered are implemented, Kimley-Horn strongly recommends that "No Parking" setbacks (NJ State Traffic Code) at intersections be adopted as early as possible and enforced vigorously.



1.0 Background

Founded in 1869, Ocean Grove is a one-mile square strip of oceanfront land within Neptune Township. Comprised of charming Victorian homes, the Great Auditorium, Tent Community, and a popular family-oriented beach and boardwalk, Ocean Grove also boasts a town business district that includes banks, firehouses, unique mom-and-pop boutiques as well as eateries and gift shops. The community also has bed and breakfast establishments, hotels, a nursing home, and an assisted living residence.

The rich history and amenities of the Ocean Grove area attract thousands of visitors each year. There is no one parking solution which will fully satisfy the various constituencies that have fallen in love with God's Square Mile. The complexity of unaligned interests include tourism, commerce, religious and cultural event management, residential peace, house guests, non-Ocean Grove/Neptune residents' visitation, and beach day-trippers. As an older, established community, Neptune Township maintains roadways (owned by Ocean Grove) that were not originally designed for modern motor vehicle density. Although streets like Main Avenue and Central Avenue are wide enough to allow angled or parallel parking on both sides of the street, the residential area streets are smaller and provide challenges to larger vehicles that traverse these streets during peak residency periods.

Additionally, most housing stock in Ocean Grove does not maintain its own off street parking. Limited cuts for driveways allow for high density on-street parking with vehicles often parking right to the end of the curb line at intersections, causing sight line issues for vehicles entering the intersections. Add to this the demand for parking generated by community events in Ocean Grove, and parking demand far exceeds the availability of curbside spaces. Fully enforcing parking ordinances would require full time policing, not to mention the desire for new ordinances and enforcement.

Ocean Grove is situated between Asbury Park on its northern border and Bradley Beach along its southern border. Asbury Park has experienced its own revitalization attracting visitors year-round to its entertainment/restaurant district while also maintaining a very popular public beachfront area from May through September. Parking demand for both the entertainment and beachfront areas of Asbury Park are spilling over to Ocean Grove, as parking in Ocean Grove is free. This disparity in pricing entices visitors and employees of Asbury Park to use residential parking areas in Ocean Grove and use the pedestrian bridges connecting the two communities to walk between communities. This further increases the burden on parking in Ocean Grove which already experiences its own parking pressure from its own beachgoers, business patrons, and residents.

Nationally, residential areas are seeing parking demand increase as children are living longer with their parents, both parents work, mass transit options are limited, and hectic schedules require more than one vehicle. More people telecommuting and working from home also results in higher parking occupancy in residential areas throughout the day. Moreover, the advent of Airbnb also can increase parking demand, especially for groups of renters with more than one vehicle. In a destination town such as Ocean Grove, Airbnb renters can compete with residents for parking. Communities like Ocean Grove are experiencing greater strains on already limited parking resources than ever before.

Due to the stress surrounding parking availability in Ocean Grove, residents have started to investigate potential solutions to parking issues. Recently, a group has formed called Better Parking Alliance (BPA). This group has examined one approach to enhance the opportunities of resident Ocean Grovers to have access to on-street parking. The BPA presented their concept of a pilot program to the Neptune Township Council on an informational level.

As a result of the increasing pressures placed on the limited parking assets in Ocean Grove, the Ocean Grove Camp Meeting Association has hired Kimley-Horn to evaluate and provide recommendations on any parking program improvements that can be made to help ease the pressure felt by residents,

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businesses, and visitors to the community. The following sections identify our findings and recommendations based on stakeholder interviews, on-site field observations, and discussions with Neptune Township staff and Ocean Grove Camp Meeting Association project representatives.



2.0 Prior Studies

To gain a better understanding of the issues, it is necessary to review past professional reports and other background information related to this subject matter. As such, Kimley-Horn reviewed the following:

- CME Associates report – 07/30/2015
- CME Associates memo – 01/18/2017
- Better Parking Alliance, Ocean Grove Parking Survey Results – 10/23/2019
- Better Parking Alliance, Ocean Grove 2020 Pilot Parking Permit Program Recommendations – 12/02/2019
- Better Parking Alliance, Ocean Grove 2020 Pilot Parking Permit Program Recommendations – Workshop with Township Committee – 12/09/2019
- Better Parking Alliance, Ocean Grove *Better Parking in the Pandemic?* Survey Results – 08/17/2020
- Ocean Grove Homeowners Association Parking Committee – Findings & Recommendations of the Parking Committee

The information contained in these reports was found to be helpful and key issues can be summarized as follows:

1. Increase angled parking in areas of opportunity
2. Establish 3-hour timed parking limits in business district
3. Prevent commercial vehicles from parking in residential zones
4. Improve overall parking conditions while maintaining the historical integrity of the area
5. Build structured parking on north end to serve beachgoers
6. Strictly enforce life safety issues related to parking
7. Establish a Residential Parking Program that allows evening resident-only overnight parking zones
8. Establish an intercept facility for beachgoers and establish a shuttle system
9. Install parking meters along Ocean Avenue area
10. Establish a booting/towing program

Our review of the documented parking issues and concerns in Ocean Grove to date preliminarily indicates that curbside parking is inadequate to accommodate the demand generated by the different user groups associated with Ocean Grove activities. According to these prior reports, it also is believed that this inadequacy is further compounded by Asbury Park visitors and employees who opt for free parking in Ocean Grove.

As is common in most communities, there is a range of opinions on parking, and Ocean Grove is no exception. Each of the past studies identified a wide range of concerns. Nearly everyone agrees that any improvements which can be made to parking operations should be bundled and incrementally implemented.

The goal of this study is to provide input on the limited parking supply's ability to meet the community's needs, and on potential methods to make the system operate more effectively and better serve the needs of Ocean Grove.



3.0 Field Observations

No formal parking occupancy study was conducted as part of our analysis. However, through the review of the aforementioned parking studies and memos, meetings with stakeholder groups, and numerous discussions with Camp Meeting Association officials, our team was able to gain a better understanding of the parking conditions in Ocean Grove. Before Covid-19, our team was able to drive through the community each time a meeting was held at the Camp Meeting Association's office. In addition, the scope of services for this project included one day of actual field observations, which provided a snapshot of conditions during what was deemed by Camp Meeting Association officials to be the point of greatest parking stress. For this task, Saturday, July 4, 2020 was identified.



Photo 1 - Main Avenue Congestion at 9:00 am



Photo 2 - Crosswalk to Boardwalk/Beach

Observations were made on this day between the hours of 9:00 am and 4:00 pm. It is important to note that the prevailing weather conditions were clear with temperatures in the low 90-degree range—making it a perfect day for beachgoers. Upon arriving in Ocean Grove at 9:00 am, parking was already nearing capacity. The team conducted walking tours through the community every two hours, and made the following observations:

- Unlike many shore towns, no public parking garages and practically no public parking lots exist in Ocean Grove.
- No paid metered or police enforced timed parking.
- Very few residents have off street parking. House lots are narrow (typically 30 feet of front age) and resident occupancy is high, which alone causes overcrowding at the curb line.
- Parking along Main Avenue, Ocean Avenue, Ocean Pathway, and all arterial streets was near capacity.
- Pedestrian traffic heading to the beach was observed coming from all areas of Ocean Grove from as far as the Main Avenue gate.
- Spaces were being "reserved" by residents using traffic cones and devices/methods.
- Parking in most residential areas (north of Main Avenue) lined the streets to each intersection—making maneuverability through intersections difficult and dangerous. Such conditions also could restrict larger fire vehicles and apparatus from maneuvering through these areas.

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- Beach drop-off was occurring in active lanes of vehicular traffic, causing vehicles to maneuver around the stopped vehicle and enter the oncoming traffic lane while also having to navigate pedestrian crosswalk traffic.
- Vehicles were seen circling the block several times searching for an open stall.
- Parking occupancy was found to be at capacity community-wide during beach hours.



Photo 3 - Drop-off in Active Traffic Lane



Photo 4 - Vehicle Forced into Oncoming Traffic Lane at Crosswalk



Photo 5 - Intersection Parking

Parking occupancy community-wide remained consistently near 100 percent throughout the day. It is important to note that when on-street capacity reaches 85 percent it is considered to be at capacity, because it is at this point that vehicles must repeatedly circle the area to search for available parking. This in turn causes driver frustration and additional levels of emissions.



4.0 Stakeholder Input

To gain a clearer understanding of the parking pressures encountered in Ocean Grove, Kimley-Horn felt it imperative to have open discussions with stakeholders identified by the Camp Meeting Association. As a result, Kimley-Horn and Camp Meeting Association project representatives held several virtual meetings with the identified stakeholder groups. These groups included:

- Chamber of Commerce – September 23, 2020, 6:00 pm – 7:30 pm
- Ocean Grove Homeowners Association – September 29, 2020, 7:00 pm – 8:30 pm
- Ocean Grove Homeowners/Neptune Township Homeowners – October 8, 2020, 6:00 pm – 7:30 pm

Discussions with each group were open and any topic related to parking was discussed. It was conveyed that the goal was to make incremental improvements without guaranteeing a parking spot to specific persons. In every session it was recognized that parking would perpetually be difficult on the peak days of summer. During the stakeholder sessions participants provided their names and address or place of business. This personal identification was captured in notes. The following is a summary of recurring topics from each stakeholder group:

Chamber of Commerce

- Patron turn over and parking spot turn over needs to be higher.
- Commercial loading mostly occurs in restricted areas.
- Parking on the easterly sections of Main Avenue (Section 3 & 4) should be time-restricted (3-hrs.).
- Asbury Park has a major negative impact on parking in Ocean Grove.
- Businesses are not interested in sharing costs for parking improvements.
- Full day beachgoer parking occurs on Main Avenue, leaving little or no spaces to support businesses.
- A paid parking program or meters is only necessary in the summer.
- Free parking is the basis of the problem. If parking meters are employed to manage parking, the use of multi-space meters should be adopted to maintain the feel of the national historic district.
- Business owners are parking their personal vehicles on Main Avenue.
- For the most part, employees are parking a good distance away.
- Parking improvements should be adopted in “baby steps.”
- Patrons who routinely frequent of the Ocean Grove businesses believe that parking is so bad that they avoid Ocean Grove on weekends during beach season.
- One block is an acceptable walking distance.

Ocean Grove Homeowners Association

- Asbury Park employees and visitors create the greatest problem in residential areas every Friday, Saturday, and Sunday indifferent to season.



- Grocery deliveries and grocery unloading for residents is a problem.
- Pedestrian gates to Asbury Park close at midnight, but access on Lawrence Avenue is always open.
- 3:30 – 4:30 pm period has the largest influx of Asbury Park employees parking in residential areas.
- Asbury Park employers tell their employees to park in Ocean Grove.
- Some resident handicap beneficiaries park outside of their designated space to save a spot for visitors and later relocate to the designated space.
- The Better Parking Alliance (BPA) did a great job of developing a proposal, as volunteers, to benefit residents.
- Multiple times it was stated by representatives of the BPA that the organization's goal is to get rid of Asbury Park visitors parking in Ocean Grove.
- People will be upset if they pay for a resident parking permit and the situation doesn't improve.
- 31% of residents do not want to pay for a residential parking program.
- Ocean Avenue has the capacity for at most 145 paid parking spaces serving the beachfront area.
- If a residential parking permit program is implemented, then one side of the street could be for permits and the other side could be unrestricted.
- Mixed views were expressed on whether the parking has been intolerable for decades, is/isn't getting worse, or was lessened in 2020 due to Covid-19.
- Residents use different methods to reserve spaces, including putting garbage cans and Vespas in vacant spaces to reserve them.
- Some residents use streets as long-term storage and police do not enforce long-term on-street parking restrictions.
- The few high attendance events are not a problem because locals know not to move their car on flea market weekends and similar days.

Ocean Grove & Neptune Township Residents

- People park for free and visit Bradley Beach and Asbury Park. Shuttles won't alleviate that problem.
- Airbnb can have as many as 12 vehicles associated with a rental.
- One to three blocks are viewed as an acceptable walking distance to a destination.
- Handicapped parking is a problem as Neptune Township reserves space for handicapped parking using signage.
- Compared to the past, in 2020 there were more cars, bigger vehicles, and high-occupancy rates vacation homes and lodgings. These factors have led to competition for parking which has contributed to rising levels of rudeness.
- [Unrelated to parking but mentioned often,] taxes are too high in Ocean Grove.

In addition to these stakeholders, Kimley-Horn also discussed parking issues with the Township Business Administrator of Neptune Township and the Chief of Police to obtain their thoughts on parking in Ocean Grove as well as potential solutions to the issues. The following topics were identified as being necessary for any solution that would be brought to the Township for approval.



- Ocean Grove has many constituencies; each with different goals.
- Parking has definitely always been a problem in Ocean Grove. The problem is primarily seasonal. The lack of driveways and narrow streets is insurmountable.
- Any programs adopted must, at a minimum, be financially self-supportive.
- Neptune Township is open to solutions if they make sense.
- Presently, there are minimal codes in place for parking. This could be a legislative hurdle.
- Special Law Enforcement Officers (SLEO) would need to be authorized to dedicate parking enforcement to Ocean Grove. Even if SLEOs were authorized, they are difficult to get.
- Lifesaving issues are dealt with immediately. General parking enforcement is based on personnel availability.
- Any historical Neptune resident permit parking ordinances on the books didn't apply to Ocean Grove and are currently not enforced elsewhere.
- Current walking bridge solution (i.e., midnight closure) is working well for the purpose intended.
- Loading/unloading zones would be problematic to enforce. Current enforcement takes a commonsense approach which includes neighborly discussion.

The comments identified by each of the stakeholder groups will be kept in mind when identifying possible solutions that align with parking industry standards. Although we have gained a better understanding of the concerns of the various stakeholder groups through this process, we do not anticipate being able to initially take every action or step necessary to satisfy all the concerns of the residents, businesses, and Camp Meeting Association. Taking small, measured steps to address the identified parking concerns in Ocean Grove is a more prudent solution.

In a zero-sum game of parking, a solution for one constituent group is a restriction or limitation on another constituent group. Retail and restaurants may seek a high turnover of patrons in order to maximize the number of potential customers. A parking solution that increases the number of visitors benefits the business constituency. A parking implementation that turns over a parking space every two to three hours would benefit the business zone. The Chamber of Commerce spoke of the need to keep beach patrons who park for the whole day without moving their car out of the business zone. Beach patrons and those people participating in high attendance, full-day events are categorized as a high volume of visitors with low turnover of parking spaces.

Residents expressed an interest in limiting the number of visitors and preserving spaces for the Ocean Grove taxpayers. This constituency group is best served by a low turnover, low number of visitors model. The resident handicap permit parking holder is another example of a constituency group which inherently seek low visitors (i.e., no one other than themselves) and low turnover in their specified mark out. Storage pods and dumpsters were observed on the street. The storage containers have been reported to stay in place for weeks. This is an example of a low turnover situation encumbered a parking spot.

If special accommodation were to be made for contractors and delivery services, these would be an example of high turnover space utilization with a lower number of users than is seen with beachgoers and event attendees. The constituent map on the following page shows the parking needs of Ocean Grove's various constituencies.



Constituent Interest Map

Ease of Access and Openness Color Coding



Figure 1 – Constituent Interest Map

5.0 Potential Solutions

Any parking situation will not benefit everyone unless parking inventory is increased. Only by creating more spaces to park can all constituencies benefit. It is for that reason that a parking garage solution is preliminarily sketched and estimated. Undertaking a project on the size and scale of a parking garage would require the full commitment of Neptune Township.

Site visits, a review of past studies and recommendations, a review of Township codes and ordinances, and interviews with Township and Ocean Grove stakeholders revealed that, short of adding more spaces, a single approach to mitigating the community’s parking issues will not work and that a combination of strategies will need to be employed. The following, therefore, examines the potential to create additional parking capacity, develop a residential parking permit program ordinance, introduce employee and overnight guest parking permits, introduce parking meters and a companion pay-by-cell program in some areas, and create an outline of the responsibilities that Neptune Township will have to ensure that the combination of curbside parking management solutions are effective.

Underlying these and other recommendations are seven key principals:

- Ensure that the parking management program is, at a minimum, financially self-sufficient
- Place no undue burden on Township services without appropriate planning and compensation
- Maintain public access to Ocean Grove’s beach as implied by the Public Trust Doctrine
- Improve the possibility of parking access for Ocean Grove residents



- Enhance access to Ocean Grove’s events and its character as a National Historic District
- Promote tourism and commerce in Ocean Grove’s commercially zoned areas
- Avoid becoming an unwelcoming, closed community

In effect, the parking management program must “do no harm” and should balance the parking wants and needs of the individual or group with the larger goals of the greater society. To be comprehensive and balanced, the solutions presented in the report reference strategies that might appear outside the realm of parking management—including special event management, shuttle operations, and curbside pick-up and drop-off.

Solution Map

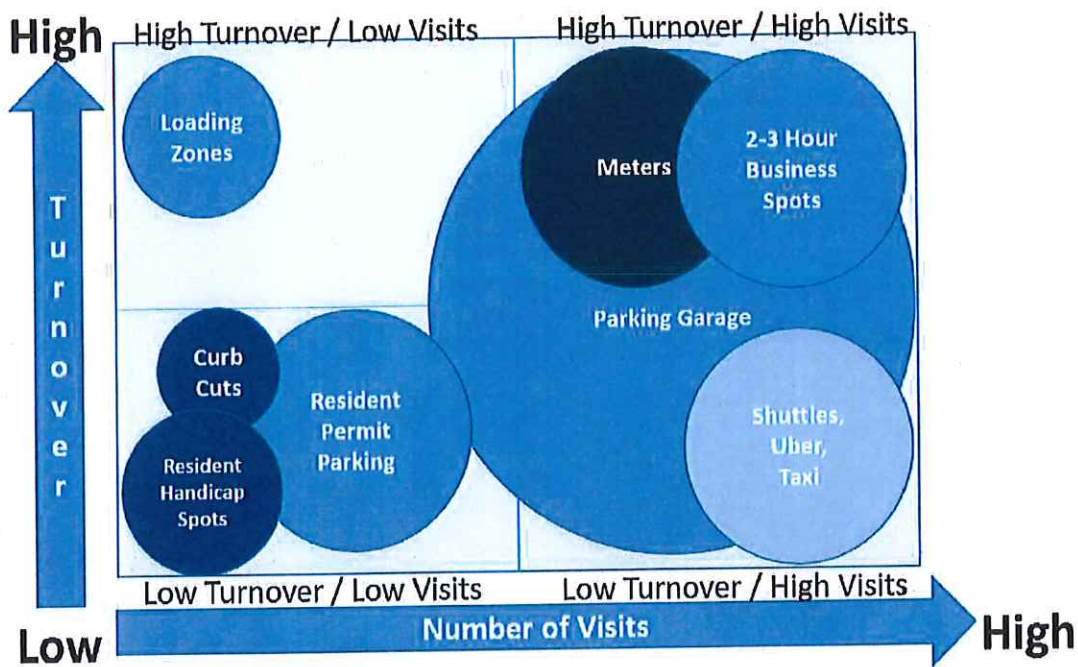


Figure 2 – Solution Map

The Solution Map (Figure 2 above) categorizes the potential approaches overlaid on the framework of the constituency interest mapping axis. Loading zones are a solution that best address the needs of the contractor and delivery service. Meters and two to three-hour business spots encourage the high turnover and high number of visitors that the business district seeks. A parking garage can expand the inventory of parking spaces, addressing the high volume of visitors. A resident permit parking program and an increase in the number of curb cuts would improve quality of life for residents, who are not high turnover or visitor parkers.

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| Initiative | Constituency Benefitted | # of New Spaces | Payer | Annual Cost | Annual Revenue | Location | Notes |
|---|-----------------------------|-----------------|---------------|---------------|----------------|--|---|
| Parking Garage | all | 350 | Neptune | \$883,000 | undefined | north west corner | Not self-funded at prevailing Asbury Park rates. Requires purchase of land. Without Impeding walking from OG streets to AP, on street parking will be occupied first. |
| Handicapped Permits | handicap residents | negative | Neptune | negligible | \$0 | any street | Necessary for handicap persons. Disliked by other residents. Potentially abused as a privilege. |
| Curb Cuts | residents | negative | Leasee | negligible | \$0 | any street | Reduces the number of on street spaces |
| Business Loading Zones | businesses | negative | Neptune | negligible | \$0 | business district | End of a block. Hand truck supplies to specific business |
| Resident Loading Zones | residents | negative | Neptune | negligible | \$0 | residential streets | Requires police cooperation to enforce |
| Beachfront Loading Zones | beach patrons | negative | Neptune | negligible | \$0 | Ocean Ave | Requires police cooperation to enforce Administered by Neptune. Meters on OGCMA property. |
| Parking Meters - Business | businesses | 0 | Neptune | TBD | Fines | business district | Administered by Neptune. Meters on OGCMA property. See Table 4. |
| Parking Meters - Ocean Ave | none | 0 | beach patrons | TBD | Fines | Ocean Ave | Police would need a method to track time in location. |
| Timed Parking w/o Meters | businesses | 0 | Neptune | TBD | Fines | business district | See Table 3. |
| Resident Permit Parking (RPP) - North West only | residents - NW | 0 | residents | TBD | TBD | Dependent upon 60% approval by block residents | |
| RPP - Overnight only | all | 0 | residents | TBD | TBD | Ocean Grove | Recommended in CME study |
| Angled Parking | all | 31 | Neptune | \$300k (once) | \$0 | Ocean Pathway | Initiative encroaches onto OGCMA property |
| Ban on street containers | all | depends | n/a | n/a | n/a | Ocean Grove | Ordinance modification Recommended for business owners and employees to utilize for free. An empty parking lot is required for pick up. |
| Shuttles | residents | 0 | Neptune | TBD | 0 | External parking lot and business district route | An ordinance would need to be passed that motorized two or three wheeled vehicles must park on Main Ave in specially created lots near the end of the block. |
| Motorcycle/scooter/Vespa parking zones | residents | <10 | Neptune | n/a | n/a | Main Ave | Regulate in such a manner that numbers of visitors are limited and number of guests Ocean Grove wide is limited. |
| Restricting Airbnb | residents, hotels, and BNBs | 0 | n/a | n/a | n/a | Ocean Grove | Neptune Township Police did not express interest in this approach yet they are the ones to enforce it. |
| Closing Pedestrian Bridge Earlier | residents | 0 | n/a | n/a | n/a | bridges | |

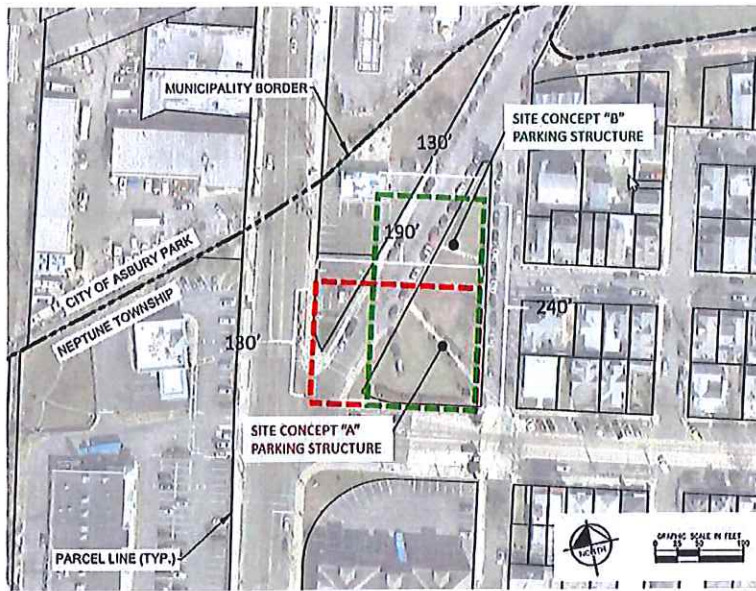
Table 1 – Ocean Grove Parking Program Analysis



5.1 Creation of Additional Spaces

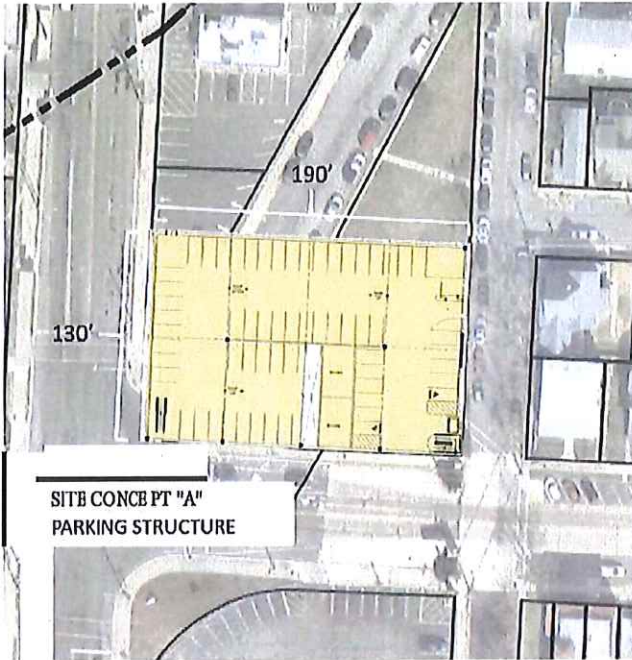
5.1.1 Parking Garage

Developing a structured parking facility is a significant investment in creating additional parking inventory that requires both a large initial capital output and long-term maintenance. Additionally, Ocean Grove has very few options when it comes to the placement of such a facility based on the historical designation of the community. Based on stakeholder input that the visitors to Asbury Park are crowding Ocean Grove streets, there is only one location where a parking garage would be feasible. A currently partially-undeveloped parcel of land bound by Main Avenue to the south, Bond Street to the west, and Lawrence Avenue to the east is the only property outside the historic district large enough to support an efficiently designed parking structure. Based on a 350-space parking structure, two design scenarios are possible. The land belongs to the Ocean Grove Camp Meeting Association, which Neptune Township would need to acquire rights to develop. Either design would require the partial abandonment of Bond Street (aka The Boulevard) from Main Avenue to Lawrence Avenue. The following illustration identifies the two possible design scenarios.

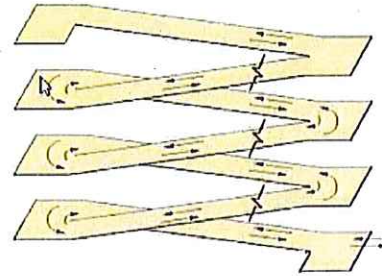


Alternative Development Footprint and Structured Parking Concepts for the Bond Street and Lawrence Avenue Site

Site "A" Footprint 130' x 190'
Site "B" Footprint 130' x 240'

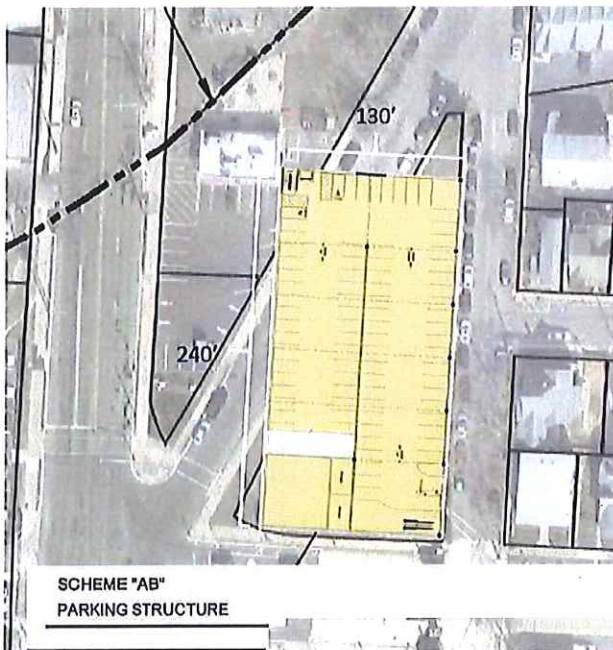


Site Concept "A" Parking Structure

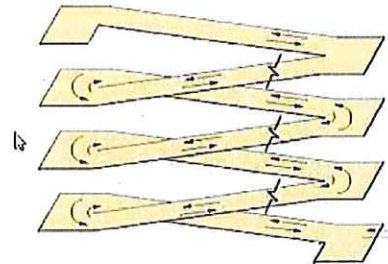


Space Count
 8' - 6" Stand and Space

| Level | Count |
|--------------|------------|
| Ground | 61 |
| Second | 72 |
| Third | 72 |
| <u>Top</u> | <u>72</u> |
| Total | 277 |



Site Concept "B" Parking Structure



Space Count
 8' - 6" Stand and Space

| Level | Count |
|--------------|--------------------------------|
| Ground | 72 |
| Second | 90 |
| Third | 90 |
| <u>Top</u> | <u>90</u> |
| Total | 342 [Approximately 350] |



To illustrate the potential cost of developing and operating a 350-space garage, the following pro forma has been developed.

| Ocean Grove Parking Garage | | |
|--|---|---|
| <u>PROJECT DESCRIPTION</u> | | |
| 350 Space Parking Garage | | |
| <u>PROJECT DEVELOPMENT COST</u> | | |
| Garage Structure | 350 Spaces | |
| Cost Space | \$25,000 | \$8,750,000 |
| Hard Construction Cost Estimate | | \$8,760,000 |
| Misc. Construction Costs* | 15% | \$1,312,500 |
| Total Construction Budget | | \$10,072,500 |
| Architectural Engineering | 5.5% | \$461,250 |
| Surveys, Soil, Title, Testing, Etc. | 1.6% | \$87,500 |
| Professional Fees Estimate | | \$548,750 |
| TOTAL PROJECT DEVELOPMENT COST TO BE FINANCED | | \$10,631,000 |
| <u>FINANCING COSTS</u> | | |
| Cost of Insurance | | \$318,930 |
| Debt Service Reserve (DSR) | | \$480,000 |
| Construction Fund Earnings (CFE) | | (\$75,000) |
| Capitalized Interest Fund (Annual debt service payment X 18 months) | | \$1,062,000 |
| LOAN SIZE | | \$12,416,930 |
| <u>DEBT SERVICE CALCULATION</u> | | |
| Principal | | Tax Exempt \$12,416,930 |
| Rate | | 3.75% |
| Term | | 30 |
| ESTIMATE OF ANNUAL DEBT SERVICE (Level Payments) | | \$708,000 |
| <u>ASSUMED OPERATIONAL COSTS</u> | | |
| Annual Operating Cost per Space | | \$500 |
| Spaces | | 350 |
| ESTIMATE OF ANNUAL PROJECT OPERATING EXPENSE | | \$176,000 |
| TOTAL ANNUAL PROJECTED EXPENDITURE | | \$883,000 |
| TOTAL ANNUAL PROJECTED REVENUE | | \$0 |
| <u>PROFIT/(LOSS)</u> | | |
| *Includes: | | |
| General Conditions | | |
| Contractor Overhead/Profit | | |
| Contingency | | |
| DSR: A bond requirement amount equal to debt service obligation for one year. Since DSR balance remains fixed throughout the life of the bond, the issuer can realize annual interest earnings on the balance until bond reaches maturity. | | |
| CFE: These funds are drawn down over a 12-18 month period. Issuer can earn 1.6% interest on amount of unused CFE to lower amount of bond issue. | | |
| Sample Projections for Illustrative Purposes Only | Ocean Grove Parking Garage Ocean Grove, NJ | Does not account for unique site conditions |

Table 2 – Ocean Grove Parking Garage Annualized Expense (without purchase of land)

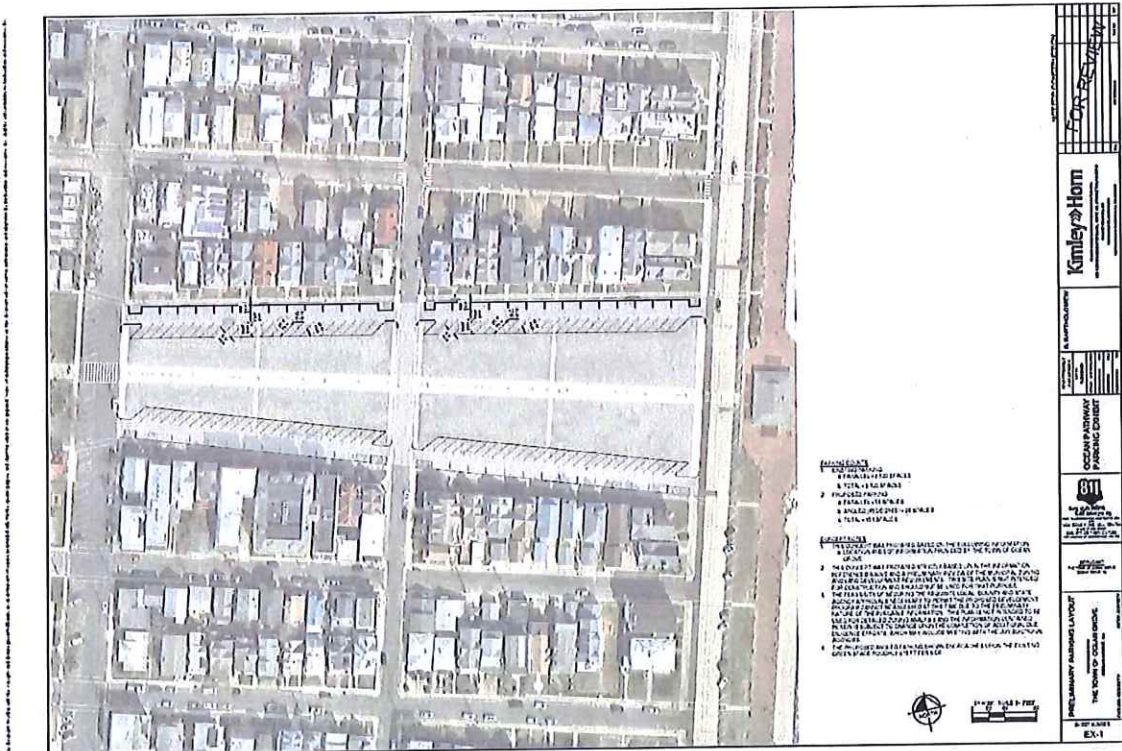
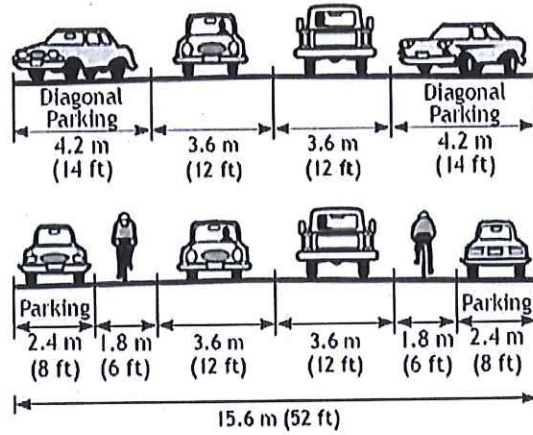
The pro forma estimate above yields an annual expense of \$883,000 for 350 parking spaces. They would require an average of \$2,523 per space. Asbury Park's Parking Authority has a daily rate and an hourly rate based on times of the year and zones. The peak season is April 15th to Oct 15th, which is a period of 183 days. Parking at Asbury Park at peak season in the waterfront zone costs \$15.00 per day. At 100% occupancy rate, the Ocean Grove parking garage would have to charge approximately \$14.00 per day to break even. A more realistic occupancy rate of 80% would require charging upwards of \$18.00 per day. It is not feasible for Asbury Park visitors to pay more to park in a lot in Ocean Grove than the fee to park in Asbury Park. Unless the estimated costs to build the garage and maintain it are lowered, the economic reality is that an Ocean Grove parking lot is not self-sustaining.



5.1.2 On-Street Angled Parking Potential

A January 18, 2017 CME memo report identified areas of opportunity to expand the on-street angled parking program that called for the conversion of parallel curbside parking stalls to angled parking stalls where roadway widths allow. The areas of conversion to this type of parking included the north side of Main Avenue from New Jersey Avenue to Lawrence Avenue. Moreover, this same memo report recommended the conversion of curbside space along the west side of Central Avenue from Heck Avenue to Webb Avenue. These areas have already been converted to angled parking as a result of that recommendation.

As Ocean Grove is an older, established community, roadway widths in other areas of Ocean Grove do not allow for the creation of additional on-street parking or dedicated bicycle lanes. However, there is opportunity to convert parallel parking stalls to angled stalls along Ocean Pathway. It is understood that this is designated as a historic district, and that restrictions associated with this designation make a conversion unlikely. The number of spaces gained would be 31± spaces and the associated civil engineering costs are projected to be \$300,000±, which equates to \$9,677 per space created.





| Opinion of Probable Cost for Parking Area Construction | | | | | |
|---|----------|------|-------------|---------------------|-----------------------------|
| | | | | Site: | Ocean Grove Parking Project |
| | | | | Location: | Ocean Grove, NJ |
| | | | | Project No: | XXXXX |
| | | | | Prepared By: | SEZ |
| | | | | Checked By: | BJB |
| | | | | Date: | 6/8/2020 |
| Notes: | | | | | |
| The Consultant has no control over the cost of labor, materials, equipment, or over the Contractor's methods of determining prices or over competitive bidding or market conditions. Opinions of probable costs provided herein are based on the information known to Consultant at this time and represent only the Consultant's judgment as a design professional familiar with the construction industry. The Consultant cannot and does not guarantee that proposals, bids, or actual construction costs will not vary from its opinions of probable costs. | | | | | |
| Group/Item | Quantity | Unit | Unit Price | Item total | Group Total |
| Mobilization / General Conditions | | | | | |
| Construction Surveying | 1 | LS | \$10,000.00 | \$10,000.00 | |
| Maintenance of Traffic | 1 | LS | \$5,000.00 | \$5,000.00 | |
| | | | | | \$15,000.00 |
| Demolition | | | | | |
| Clearing and Grubbing | 0.47 | AC | \$8,000.00 | \$3,760.00 | |
| Curb Demolition | 1240 | LF | \$75.00 | \$94,500.00 | |
| Excavation | 2245 | CY | \$25.00 | \$56,125.00 | |
| | | | | | \$154,385.00 |
| Site Improvements | | | | | |
| Concrete Curb (Type D) | 1640 | LF | \$20.00 | \$33,200.00 | |
| Asphalt Concrete Base Course | 935 | CY | \$20.00 | \$18,700.00 | |
| Asphalt Concrete Surface Course | 748 | CY | \$54.00 | \$40,392.00 | |
| | | | | | \$92,292.00 |
| Cost of Work Subtotal | | | | | \$261,677.00 |
| 15% Contingency | | | | | \$39,251.55 |
| Cost of Work Total | | | | | \$300,929.00 |

Notwithstanding the projected cost of this parking improvement, based on the historical significance of this area alone, the creation of additional spaces in this area is highly unlikely.

5.2 Residential Parking Permit Program

5.2.1 Background

An overall theme heard throughout the stakeholder input process was the need to develop a residential parking permit program (RPPP). RPPPs or RPPDs (residential parking permit districts) were first created in the late 1960s and early 1970s in various cities across the country as bans on commuter parking in residential neighborhoods. In 1972, Arlington County, Virginia, adopted restrictions on commuter parking to reduce congestion in a residential neighborhood near Crystal City, which was, at that time, a recently developed complex of office buildings and hotels near Reagan National Airport. Legal challenges immediately followed, noting that curbside parking in residential neighborhoods, or any neighborhood for that matter, falls within the public right-of-way and, therefore, belongs to commuters and residents alike. Arlington County's parking ordinance was revised in 1974 to fend off additional legal challenges, but a unanimous ruling by the Virginia Supreme Court stated that the ordinance was a violation of commuters' constitutionally guaranteed right to equal protection under the law.



The U.S. Justice Department joined Arlington County in an appeal to the U.S. Supreme Court, noting that Arlington's ordinance sets goals for measures that include protection of residential neighborhoods from air and noise pollution, the preservation on the value of property, and the protection of the personal safety of children and other pedestrians. In *Arlington County v. Richards* (1977) the Court said, "the Constitution does not outlaw these social and environmental objectives," overruling the Virginia Supreme Court's decision. Arlington's RPPP was then implemented, and cities across the nation soon followed suit. Today, there are thousands of RPPPs and RPPDs throughout the nation in cities of all sizes. They address the need to mitigate outside-of-area parking activity that is generated by rail stations, bus stops, high schools, colleges/universities, large employment centers, and vibrant bars and restaurants. The language used to justify the creation of an RPPP or RPPD can vary just as the size of the city varies.

5.2.2 Issues in Ocean Grove

Ocean Grove's Better Parking Alliance (BPA) has already identified RPPPs as a strategy to mitigate the negative impact that various neighborhoods in the northern and southern part of the community experience. While the negative parking impact associated with Asbury Park during the beach season is particularly acute, residents who live along the southern boundary with Bradley Beach also complain of visitors to Bradley Beach parking in front of their homes on weekends.

Based on discussions with various stakeholders, it is understood that the problems associated with Asbury Park visitors are generally driven by weekend and evening bar, restaurant, and entertainment venues. Parking demand associated with both patrons and employees of these establishments generally peaks during summer season weekends and between the hours of 6:00 pm and 11:00 pm when the restaurant dinner volumes are greatest. However, restaurant and other service workers' shifts start much earlier in the evening, and Ocean Grove residents complain that Asbury Park employee parking activity starts to materialize as soon as 4:00 pm and reportedly does not subside until well after midnight. To confirm this activity, observation of this area was made after 2:00 am when Asbury Park bar activity ceases. The result of this observation was that the area remained at or near capacity even after the bar activity ceased.

Two pedestrian bridges traverse Wesley Lake and connect Asbury Park and Ocean Grove. While those bridges are closed by Neptune Township police between the hours of midnight and 5:00 am, Asbury Park visitors' pattern of activity is only partially discouraged given typical bar and restaurant dinner service hours. However, partial closing of the bridges has, according to Ocean Grove residents who live along the northwest boundary of Asbury Park, simply caused Asbury Park workers to park their vehicles in those Ocean Grove neighborhood streets closest to Bond Street, providing pedestrian access to their destination. No attempt has been made to hinder pedestrian access between Ocean Grove and Asbury Park in the Bond Street area.

Finally, the question of why Asbury Park visitors and workers choose to park in Ocean Grove needs to be explored. This study did not assess parking supply or demand conditions in Asbury Park, so it is unclear if the issue is simply the fact that there are not enough parking spaces in Asbury Park to satisfy its peak summer season and evening needs. However, the fact that public and private lots, garages, and on-street parking spaces in Asbury Park charge fees must be a significant factor. During peak season, Asbury Park weekend rates are \$2.00 per hour between 5:00 pm and 2:00 am, and the Waterfront Zone daily parking permit rate is \$15.00. Fines for parking violations are a deterrent as well, as the standard penalty for expired meter parking is \$36, and the penalty for parking in a permit-only area without a permit is \$50. The City employs dedicated license plate recognition (LPR)-mounted vehicle enforcement, which ensures consistent and effective application of its parking codes and ordinances.



5.2.3 RPPP Policy and Initial Recommendations

Neptune Township presently has an RPPP ordinance within its municipal code (Section 7-7.11. Parking by Permit Only in Designated Area). That ordinance is included as an attachment to this report. Ordinance numbers 1574 and 1598 record that this ordinance is in effect on sections of Greenwood Avenue and Rutherford Avenue. However, discussions with Township staff suggest that this program and ordinance is out-of-date and not currently in force as no RPPP zones, permits, or enforcement efforts are underway. Nonetheless, the ordinance does exist and could be referenced should Ocean Grove residents choose to employ this strategy to mitigate the negative impacts associated with Asbury Park, and, if warranted, Bradley Beach. The existing ordinances reference display of permits/decals, temporary visitor passes, partial exemptions for commercial/service vehicles, the application process, and permit renewal requirements.

However, as noted in the introduction to the RPPP section, these permit programs can create more problems than they mitigate. Many residents under existing RPPP programs throughout the country see them as a necessary evil and something they “love to hate” given the administrative burden they place on residents and the municipality, and the limitations it places on parking access. In Ocean Grove, the Township’s existing ordinances have a number of missing elements, as they do not define justification for the creation of an RPPP zone or district, provide detailed guidelines for application, nor define the period during which the RPPP restrictions would be enforced. Therefore, if an RPPP zone or district is requested, justified, and created within Ocean Grove, Kimley-Horn recommends the following modifications to the Township’s existing ordinances.

Regardless of the type of residential dwelling, whether single-family or multi-family, residents requesting permit parking on their blocks must submit a petition to the Township. To be considered for a residential permit parking program, the block or zone in question must have parking overspill from out of area vehicles on an ongoing basis at least three days per week and three months per year. The definition of “out of area vehicles” will be determined by the municipality’s planning department, attorney’s office, and city/township council if and when the existing code is modified, but Kimley-Horn recommends that it should relate to any vehicle not registered to a resident who lives within the boundary of the specific RPP zone and/or the boundary of Ocean Grove, New Jersey. To keep the permit program straightforward, effective, and manageable, the permit parking zone hours of restriction must fall within one of the following categories:

- 8:00 am - 4:00 pm Monday - Thursday
- 8:00 am - 4:00 pm Friday - Sunday
- 4:00 pm - 12:00 am Monday - Thursday
- 4:00 pm - 12:00 am Friday - Sunday

Note that the recommended RPPP enforced time periods do not include “24/7” permits. This is to ensure that requests for RPPP blocks and zones are specific to a clearly defined issue with clearly defined periods of concern. For example, if restaurant workers from Asbury Park arrive at 4:00 pm and remain parked until 2:00 am on Friday, Saturday, and Sunday nights, then the petitioned period of restriction/enforcement would be 4:00 pm to midnight.

Township-provided petition forms must be circulated to affected households and include block information, requested parking enforcement times, and signature lines for each household. Depending on decisions made by the municipality and community stakeholders, the application could be distributed by municipal staff or by a homeowner(s) representing the neighborhood where the alleged out of area parking impact occurs. Kimley-Horn recommends that the residents themselves should take responsibility (but not



control) of the RPPP petitioning process as they would need to be partially responsible for the success of an RPP zone if it warrants creation. Regardless of how the petition is distributed, it must include a specified time period during which the out of area impact is experienced and when the proposed RPPP restriction would be enforced. To ensure that RPPP blocks and zones don't increase geographically without careful consideration, the following factors must apply when determining whether a new permitted block or zone should be created or annexed to an existing zone.

- Proof of out of area impact
- Period when the impact occurs
- Geographic boundary
- Land use characteristics

Note that RPPP restrictions would not apply to visitors to the homes and homeowners in zones/areas who display a visitor pass or otherwise make themselves and their vehicle's license plate number known to the parking enforcement team through a resident online application process. The process by which the visitor parking passes are distributed to RPPP homeowners should be carefully limited. Again, depending on decisions to be made by the municipality and community stakeholders, temporary visitor passes could/would be limited by duration (one day/evening), number of passes available each year, and by assigning a value to the pass. The cost of the visitor parking pass needs to be discussed and debated between the municipality, residential stakeholders, and elected officials to determine its value but there should be a value if only to discourage misuse and abuse.

- Location of physical and natural boundaries
- Location/source of parking impact
- Parking capacity of the street
- Existence of driveways and dedicated parking
- Civic association boundaries and other neighborhood characteristics

Out of area classification and the boundary of new/expanded zones must be carefully defined. The creation of new or additional blocks/zones as petitioned by the residents and vetted and approved by the Township should be limited to no larger than four block faces to discourage overly aggressive expansion of the program, and to permit specific enforcement hours/requirements to take effect. Note that a block face is defined as one side of a street where curbside parking exists and is between two adjacent cross streets. At least 60 percent of the households on the block or zone must be in favor of establishing or changing the permit parking program. Out of area parkers should be defined simply as those that are not residents of the particular block face or zone. The petition process would require that petitioners include the vehicle license plate number of vehicles that would be part of the RPPP process.

Once the petition has been endorsed by 60 percent of the affected households on each block or zone, the Township should conduct field surveys to determine if the area under investigation warrants permit parking. Two parking surveys are taken to determine if the block(s) consistently meets the following qualifications:

- More than 70 percent of the total spaces per block are occupied, and
- More than 20 percent of the total number of available spaces are occupied by vehicles from outside the affected zone

If the qualifications referenced above are met, the establishment of a new zone is effective the following April. The Township sends notification to each address within the newly approved block/zone with the following information:

- Boundaries of the new zone
- The effective date of the zone

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A Bundled Approach



- The specific rules and regulations for the zone
- The hours in which parking will be restricted
- The procedures for obtaining parking permits

The Township then posts the required signs restricting parking to vehicles displaying an Ocean Grove residential parking permit or pass with the appropriate zone indicator. After applying the 75/25/60 rule, if the qualifications are not met, then the residents must wait one calendar year before requesting again for a residential parking program on those blocks.



5.3 Business Employee and Bed & Breakfast Guest Permits

5.3.1 Business Employee Parking Permits

With or without the adoption of a residential parking permit program, employees of businesses located in Ocean Grove should be strongly discouraged from parking in Ocean Grove from May through September (summer season). This recommendation also includes business owners themselves. Several earlier reports identified the development of a shuttle system that could potentially operate between Neptune Township school lots and Ocean Grove. This program would be well-suited for employee parking. The program should be free to employees to encourage its use.

The program would require that employees register the license plate of their vehicles as part of the program and parking enforcement of the program would ensure that employees do not park in Ocean Grove. Parking citations would be issued to violators.

5.3.2 Bed & Breakfast and Airbnb Guest Parking Permits

Bed & Breakfast and Airbnb parking demand presents another parking enforcement issue. These business establishments will be required to have their guests register their license plates, along with the respective dates of stay, in advance of their stay. This will allow the guest to park in the immediate area of their stay, except in metered spaces.

5.3.3 Flea Markets

A 2015 CME Associates study identifies the two days of the annual Ocean Grove Flea Market held at the open space of Ocean Pathway as the greatest generator of parking demand over the course of the year. This event typically occurs twice per year (once in June and once in September) and as a result, beach going demand is significantly reduced. If a meter program is adopted, the seasonal end date of the program should consider the scheduled date of the annual flea market and cease the weekend prior to this event in September.



Photo 6 - Annual Flea Market Activity

5.3.4 Special Events

As the parameters of the residential parking program do not conflict with most special events, there is no impact on these events other than a June flea market. If parking meters are to be employed in the business district, these users would be required to pay the prevailing parking rate or be issued a code for multi-space meters that would allow for the waiver of the fee during these periods.



5.4 Parking Meters and Pay-by-Cell Program

To be as sensitive as possible to the historical significance of the area, if a parking meter program is adopted during the summer season, the use of multi-space meters should be adopted. These types of meters allow for 10-12 spaces to be managed utilizing one meter. The multi-space meter does offer certain advantages over the single space meter. These include:

- By using multi-space meters, there are fewer units for collections and maintenance. This could potentially reduce staffing or contract costs.
- Multi-space meters offer more payment options. This includes dollar bills and the ability to pay a parking citation at a multi-space meter. However, dollar bill acceptance can be problematic in most climates due to moisture and high humidity. This is especially true in on-street applications where the use of a shelter is frequently impossible due to existing sidewalk dimensions.
- Coin vaults are larger, requiring less frequent collections. Collection rates are also an internal policy decision as each municipality maintains their own standards as to how much revenue they allow to be contained in a meter and/or for what period.
- Multi-space meters reduce adverse aesthetic impact compared to single-space meters. However, the argument can be made that increased levels of signage informing the user of use and location of the multi-space system can recreate the same aesthetic condition.
- Multi-space meters have larger user screens that can make user interaction easier
- Multi-space meters can be used with LPR technology.
- Multi-space meters are PCI/EMV credit-card-compliant.
- Multi-space meters allow users to pay through a dedicated smartphone app.



Photo 7 - Sample Multi-Space Meter

If a parking meter program is adopted along the beachfront and in the business district during the summer season, the adoption of mobile payment app programs should also be employed to provide as many payment options as possible. The payment app allows the user to pay for parking using their smartphone. It also allows the user to receive a notification when the time purchased is about to expire. These apps also allow a user to skip the interaction with a parking meter and head directly to their destination after leaving their vehicle. There is no cost to the municipality for this program, as a small administrative fee is added to the app's user parking fee. However, credit card fees will be borne by Neptune Township for those users that prefer to pay their fee by credit card. Neptune Township could negotiate this fee if they are not currently utilizing a clearinghouse for the acceptance of other municipal fees and have this credit card fee established. The projected cost of a multi-space meter is \$6,500 per device. It is estimated that 15 devices would be required to manage parking along the oceanfront/boardwalk area and approximately 8 devices would be needed in the business district. This equates to \$149,500 minus the cost of installation. Installation is projected to cost approximately \$2,000 per unit or \$46,000 based on the utilization of solar powered meters for a total projected cost of \$195,500. It is important to note that the parking meters would be the property of Neptune Township and would require the approval of the Camp Meeting Association. Enforcement of this program would be the responsibility of Neptune Township, and Neptune Township would receive all revenues to offset the cost of purchasing, operating, maintaining, and enforcing the program.



5.5 Management Requirements

5.5.1 Parking Enforcement

No matter the level or type of parking program adopted, parking enforcement is the key to the success of that program. Any recommended program will ultimately fail without proper and consistent parking enforcement.

As Ocean Grove does not maintain any authority to enforce any adopted parking program, the duties and responsibilities of parking enforcement will fall on Neptune Township. To help control labor costs, it is recommended that Neptune Township use License Plate Recognition (LPR) technology. This is the same technology used by police departments nationwide for parking enforcement, scofflaw identification, and stolen vehicle identification. This technology will allow parking enforcement staff to monitor each parking space several times per day as it is a rapid method of performing parking enforcement patrols.



Photo 8 - Sample LPR Installation

This technology would be mounted to the exterior of a patrol vehicle. Four LPR cameras placed on a vehicle (two front/two rear) photograph each license plate as an officer drives up/down a street. License plate information obtained is then transmitted to a database that notifies the officer that a permit parker is parked in the proper zone, only residents are parking in residential areas, or visitors have paid for parking. LPR cameras are less effective for reading license plates on vehicles that are parallel parked and closely spaced as is the case in Ocean Grove which may require the officer to use handheld LPR devices in these areas.

The cost of this technology is approximately \$30,000 to \$35,000 per enforcement vehicle (estimated total cost over 3-5-year lifecycle) excluding the cost of the motor vehicle. The costs projected for this technology are for conceptual budgeting purposes only. Actual costs may be lower when purchased through the State of New Jersey vendor list. Although the initial cost is substantial, it is more cost-effective than hiring additional staff to achieve the same level of parking enforcement coverage.

It is important to note that the goal of consistent enforcement efforts is to keep spaces turning over in the business district so that availability is maximized for visitors, shoppers, and diners; rather than being arbitrarily punitive. In residential areas, this technology will allow enforcement personnel to quickly identify vehicles that do not belong in the area or zone.

As Kimley-Horn is recommending a phased approach to addressing parking issues in Ocean Grove, it is recommended initially that foot patrols be adopted for parking enforcement of this program. If the program is successful and expanded, then it is recommended that LPR enforcement be adopted. Adoption of LPR technology will allow other cost savings, such as streamlined website program registration and the elimination of decals or hang tags for users.



5.5.2 Towing and Booting

To add “teeth” to the parking enforcement program, the adoption of a towing and booting program will need to be adopted. Vehicles found to pose an immediate threat to life-safety should be towed. These infractions include blocking a crosswalk or fire hydrant, or any other violation that poses a threat to the overall safety of the public.



Photo 9 - Sample Windshield Boot

A “booting” program is most commonly used for scofflaw enforcement. Criteria for booting is often parking citations that are 90-days or older. A booting fee would be assessed to the violator, and the user would be required to pay for all outstanding citations as well as the boot fee prior to the removal of the boot from their vehicle. Compliance with the payment of citations is critical to help offset the cost of operating the enforcement program.

5.5.3 Adjudication and Appeals

The appeals and adjudication of parking citation would be the role of Neptune Township’s court system. The level of parking citations that would be appealed is unknown, but there is the potential for a significant number of citations. To help offset the cost of the added workload the municipal court program will experience, a court fee should be established for parking citations appealed. The municipal hearing officer/judge would have the authority to dismiss court fees if they deem this action appropriate.

5.5.4 Signage Installation and Maintenance

Signage programs will be required in all areas of Ocean Grove. In residential zones, “Permit Parking Only” will have to be installed to inform all users of parking restrictions. An effective regulatory signage system also will be required to support Neptune Township parking enforcement staff when parking citations are appealed.

All signage would be on Ocean Grove Camp Meeting Association property. Neptune would need to work out a cooperative agreement with the Ocean Grove Camp Meeting Association. In the oceanfront and business district parking meter zones, time limits and days of enforcement signage would be required throughout the area. The exact number of signs is not known at this time, as an independent study of existing regulatory signage would be required to understand the need for additional regulatory signage.



Photo 10 - Sample Residential Signage



5.6 Potential Phasing of Program Strategies

Thus far, this report has outlined alternative parking management strategies that could be employed by Neptune Township to maximize the efficacy of existing on-street parking facilities during peak summer season. However, the applicability and immediacy of these strategies is still to be determined by the Ocean Grove Camp Meeting Association and Ocean Grove residents and business owners. Any discussion of the timing and location of a potential residential parking permit, employee permit, and parking meter program is therefore premature. However, to illustrate the potential location and scale of a parking permit and metering program, Kimley-Horn has developed a conceptual two-phase implementation strategy.

The key to this strategy and the appropriateness of residential permit, metered, and unrestricted curbside parking management is an understanding of the relationship between curbside parking demand and land use activity. Residential uses generate longer term curbside parking needs while commercial establishments hope to create high turnover, short duration parking to support their business models.

Figure 3 - Conceptual Curbside Management Program



5.6.1 Conceptual Phase 1 Curbside Parking Management Plan

With regards to residential permit parking areas, Phase 1 reflects different concerns/issues as noted by residents by identifying two different RPPP zones. Zone 1 would address potential Asbury Park employee activity that starts at 4:00 pm, and Zone 2 addresses the Asbury Park restaurant/event patron that would be tempted to access Ocean Grove via the existing pedestrian bridges. Each zone would be



created independently through the petitioning process by affected residents, and Zone 1 permit holders would not be permitted to park on Zone 2 streets, and vice versa. This illustrates one of the potential pitfalls of an RPPP program where one neighborhood is pitted against another in terms of parking supply and demand. Phase 1 would also include the introduction of meters and a pay-by-cell program along beachfront streets and recreational areas, and on Main Avenue and Pilgrim Pathway in front of the shops and restaurants that dominate that area of the community. Figure 3 - Conceptual Curbside Management Program

5.6.2 Curbside Parking Management Plan

In concept, the Phase 2 program could foresee the expansion of the 4:00 pm to 12:00 am Friday through Sunday RPPP by including additional streets/neighborhoods that might have been impacted when Asbury Park parkers moved out of the Zone 1 or 2 area. This presumes that residents in this area request the RPPP petition and meet all the program's requirements. Additionally, Phase 2 illustrates the possibility of introducing additional curbside meters and/or a pay-by-cell program on other streets with proximity to the beach. This would include the curbside spaces adjacent to the Ocean Pathway open space and Main Avenue between Ocean Avenue and Central Avenue. As these streets are shared with residentially zoned properties, the residents who live in these areas would be permitted to obtain/purchase a residential parking permit that allows them to park in the metered spaces

Figure 4 - Conceptual Phase 2 Curbside Management Program





5.7 Projected Program Costs

In discussions with Neptune Township staff, it has been conveyed that any parking program solution offered must be financially self-funding. To evaluate the potential for the recommendations presented to meet this goal, a review of the current parking efforts and their costs were examined through discussions with Neptune Township Police Department members directly responsible for the oversight of parking enforcement in Ocean Grove. These conversations allowed Kimley-Horn to obtain the hourly cost for Special Law Enforcement Officers I and II (SLEOs) that conduct parking enforcement duties as well as identify the frequency of current enforcement efforts to determine if they were sufficient to meet the needs of any newly recommended parking programs.

In addition to obtaining the prevailing cost for labor, Kimley-Horn also queried parking meter suppliers to obtain the cost of parking meters that are recommended as part of the phased approach to parking improvements found in the following section.

While justification for the creation of an RPPP still needs to be made, Kimley-Horn presumed a number of households that would/could participate in such a program. Input from homeowners in Ocean Grove gathered as part of the stakeholder interview process focused on the idea that a residential parking permit program should cost a homeowner no more than \$25 annually.

The following tables identify projected costs associated with a metered parking program in the beachfront and business district as well as a pilot RPP program involving approximately 40 homes immediately adjacent to Asbury Park (see Figure 4). As a result, the following cost projections were developed along with the respective program's projected revenue stream.



Table 3 - RPP Cost Projections Phase I

Ocean Grove Phase I & II RPP Program
Cost Projections

| Households Participating | 40 | 80 | 80 | 100 | 100 |
|---|--|--------------------|--------------------|---------------------|--------------------|
| Total Net Revenue | \$1,000 | \$2,000 | \$2,000 | \$2,500 | \$2,500 |
| Expenses | | | | | |
| Projected Payroll | \$29,568 | \$30,455 | \$31,369 | \$32,310 | \$33,279 |
| Payroll Taxes ¹ | \$4,224 | \$4,351 | \$4,481 | \$4,616 | \$4,754 |
| Employee Benefits | \$0 | \$0 | \$0 | \$0 | \$0 |
| RPPP Signage | \$1,000 | \$1,000 | \$0 | \$500 | \$0 |
| Printing and Consumables | \$800 | \$824 | \$849 | \$874 | \$900 |
| Uniforms | \$400 | \$412 | \$424 | \$437 | \$450 |
| Credit Card Fees | \$112 | \$115 | \$119 | \$122 | \$126 |
| Municipal Court Cost | \$1,800 | \$1,854 | \$1,910 | \$1,967 | \$2,026 |
| Miscellaneous Administrative ² | \$4,000 | \$4,120 | \$4,244 | \$4,371 | \$4,502 |
| Expense Sub-Total | \$41,904 | \$43,131 | \$43,395 | \$45,197 | \$46,038 |
| NET OPERATING INCOME | \$ (40,904) | \$ (41,131) | \$ (41,395) | \$ (42,697) | \$ (43,538) |
| | Net 5-Year Operating Income³ | | | \$ (209,665) | |

Footnotes:

¹Assumes enforcement from 12:00 pm - midnight.

²Assumes a SLEO II @ \$22.00 per hour X 12 hrs. per day X 7 days per week X 16 weeks. 3% increase in base salary per year.

³Miscellaneous administrative oversight.

⁴Income directly dependent on proper parking enforcement levels.

As evidenced in the table above, at \$25 per season, a 40-home RPPP is not self-funding. For the program to be self-funding in Season 1, a resident would be required to pay \$1,050 per permit based on 40 homes participating in the program. If the program were to expand to include 80 homes in the program, the cost of the permit would be \$525 per permit per season, and if 100 homes were to participate then permits would cost \$420 per season. These projected costs for permits are not within the \$25 per permit target price that residents determined would be acceptable.

As is the case with the majority of parking programs nationwide, it is common to require multiple revenue streams from other parking programs within the community to support each other. This is certainly the case in Ocean Grove. Other input received from business owners and the Chamber of Commerce was that they believe that a parking meter program is justified in the business district to encourage the turnover of spaces and prevent the monopolization of the critical curbside spaces needed to support a vibrant business community. Moreover, the adoption of a 3-hour time limit in the business district was also mentioned by members of these same groups and was identified in the 2015 CME Associates study as necessary to keep beachgoers and employees from parking in these very limited spaces.

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A common theme among all stakeholder groups is that Asbury Park beach and business district visitors are also monopolizing oceanfront spaces during parts of the day—further limiting the availability of spaces for those visiting Ocean Grove. For this reason, and to encourage the turnover of oceanfront spaces for those visiting Ocean Grove beach visitors, the potential to install parking meters to control the 145 spaces on Ocean Avenue was examined. The following table illustrates the estimated cost projections for both a business district and beachfront parking meter operation.

Table 4 – Oceanfront/Business District Parking Meter Program Cost Projections

Ocean Grove Parking Meter Program
Cost Projections - Meter System

| | June | July | August | Sept 1-15 | Year 1 | Year 2 | Year 3 | Year 4 | Year 5 |
|--|-------------------|------------------|------------------|-------------------|--|--------------------|------------------|------------------|------------------|
| Revenues | | | | | | | | | |
| Number of Spaces (beachfront) ¹ | 145 | 145 | 145 | 145 | 145 | 145 | 145 | 145 | 145 |
| Number of Days per Month | 30 | 31 | 31 | 15 | 107 | 107 | 107 | 107 | 107 |
| Daily Day Rate ² | \$ 15.00 | \$ 15.00 | \$ 15.00 | \$ 15.00 | \$15 | \$15 | \$20 | \$20 | \$20 |
| Occupancy Rate ³ | 0.5 | 0.8 | 0.8 | 0.8 | 0.8 | 0.8 | 0.8 | 0.8 | 0.8 |
| Number of Spaces (business) ¹ | 80 | 80 | 80 | 80 | 80 | 80 | 80 | 80 | 80 |
| Number of Days per Month | 30 | 31 | 31 | 15 | 107 | 107 | 107 | 107 | 107 |
| Daily Hourly Rate ² | \$ 2.00 | \$ 2.00 | \$ 2.00 | \$ 2.00 | \$ 2.00 | \$ 2.00 | \$ 2.00 | \$ 2.00 | \$ 2.00 |
| Avg. Length of Stay/Turnover Rate | 2.0 | 3.0 | 3.0 | 3.0 | 3.0 | 3.0 | 3.0 | 3.0 | 3.0 |
| Total Gross Revenue Beachfront | \$ 32,625 | \$ 53,940 | \$ 53,940 | \$ 26,100 | \$166,605 | \$186,180 | \$248,240 | \$248,240 | \$248,240 |
| Total Gross Revenue Business | \$ 9,600 | \$ 14,880 | \$ 14,880 | \$ 7,200 | \$51,360 | \$51,360 | \$51,360 | \$51,360 | \$51,360 |
| Total Gross Citations | \$ 5,000 | \$ 5,000 | \$ 5,000 | \$ 5,000 | \$5,000 | \$5,000 | \$5,000 | \$5,000 | \$5,000 |
| Expenses | | | | | | | | | |
| Payroll | \$ 29,568 | \$ 30,455 | \$ 31,369 | \$ 32,310 | \$123,701 | \$127,413 | \$131,235 | \$135,172 | \$139,227 |
| Payroll Taxes ⁵ | \$ 4,928.00 | \$ 4,928.00 | \$ 4,928.00 | \$ 2,464.00 | \$17,248 | \$17,765 | \$18,298 | \$18,847 | \$19,413 |
| Employee Benefits | \$ - | \$ - | \$ - | \$ - | \$0 | \$0 | \$0 | \$0 | \$0 |
| Repairs & Maintenance | \$ 250.00 | \$ 250.00 | \$ 250.00 | \$ 125.00 | \$875 | \$901 | \$928 | \$956 | \$985 |
| Printing and Tickets ⁶ | \$ 200.00 | \$ 200.00 | \$ 200.00 | \$ 100.00 | \$700 | \$721 | \$743 | \$765 | \$788 |
| Uniforms | \$ 100.00 | \$ 100.00 | \$ 100.00 | \$ 50.00 | \$350 | \$361 | \$371 | \$382 | \$394 |
| Credit Card Fees | \$ 653 | \$ 1,079 | \$ 1,079 | \$ 522 | \$3,332 | \$3,432 | \$3,535 | \$3,641 | \$3,750 |
| Meter Cost Amortization ⁷ | \$ - | \$ - | \$ - | \$ - | \$39,100 | \$39,100 | \$39,100 | \$39,100 | \$39,100 |
| Court Adjudication Costs | \$ 10,000 | \$ 10,000 | \$ 10,000 | \$ 5,000 | \$35,000 | \$36,050 | \$37,132 | \$38,245 | \$39,393 |
| Miscellaneous Administrative ⁸ | \$ 7,500 | \$ 7,500 | \$ 7,500 | \$ 7,500 | \$30,000 | \$30,900 | \$31,827 | \$32,782 | \$33,765 |
| Expense Sub-Total | \$ 53,199 | \$ 54,512 | \$ 55,425 | \$ 48,071 | \$250,307 | \$256,643 | \$263,169 | \$269,891 | \$276,815 |
| NET OPERATING INCOME | \$ (6,974) | \$ 19,308 | \$ 18,395 | \$ (9,771) | \$ (27,342) | \$ (14,103) | \$ 41,431 | \$ 34,709 | \$ 27,785 |
| | | | | | Net 5-Year Operating Income⁹ | | | \$ 62,481 | |

Footnotes:

- ¹ Based on 145 beachfront metered spaces & an estimated 80 spaces in business district.
- ² Assumes enforcement from 9:00 am - 5:00 pm.
- ³ Assumes 80% occupancy levels to account for inclement weather conditions & 50% occupancy for June (seasonal ramp up).
- ⁴ Assumes two vehicles per space per day during June seasonal ramp up and three per day in season. With 2-hour limited duration and eight hour parking day turnover could equal four.
- ⁵ Assumes a SLEO II @ \$22.00 per hour X 7 days per week X 12 hrs. per day X 16 weeks. 3% increase in base salary per year.
- ⁶ Meter receipt paper.
- ⁷ Projected cost of multi-space meter is \$6,500 plus \$2,000 each for installation X 23 meters. \$195,500 amortized over 5 years.
- ⁸ Miscellaneous administrative oversight.
- ⁹ Income directly dependent on proper parking enforcement levels.

As noted earlier, the surplus in parking meter operations can help offset the operational cost associated with an RPP program. After providing a subsidy to the RPP program, the parking meter program may still operate with a surplus.

It is important to note that the projections provided for this program have been developed in a very conceptual manner and are for planning purposes only. It is possible that the projected income and expenses can vary significantly, higher or lower, than identified above based on several factors that impact the performance of any parking program such as insufficient levels of parking enforcement, long periods of inclement weather, beach closures, price and demand fluctuations in the market, managerial decisions made by Neptune Township or Ocean Grove Camp Meeting Association, and other political decisions made by local, state, and national government officials, etc. Additionally, no formal supply/demand or utilization analysis was conducted to complete this study. Projections are based on one day of field observations and information supplied by the client on parking utilization. As a result,

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this report does not represent a comprehensive financial feasibility study. The likelihood of success for this project has not been determined by Kimley-Horn and was not a part of the scope of services for this study. Kimley-Horn cannot guarantee that the revenue or expense projections contained in this report will be realized.



5.8 Recommendations

This report has identified many options available to Ocean Grove and Neptune Township to address concerns regarding parking. Some of these same recommendations were also identified going back to the 2015 CME Associates study.

After reviewing past reports and talking with stakeholder groups regarding their current concerns, it appears that there are several steps that can be taken to improve parking conditions in Ocean Grove. Some recommendations are simpler in nature and do not involve capital or long-term operating expenses, while others do have these costs attached to them. The goal of our recommendations is to identify parking industry best practices that fit the situation and conditions of Ocean Grove while also meeting the criteria of having any recommendation be, at best, revenue neutral.

Crafting solutions to the parking problems in Ocean Grove is a complex exercise. For example, Ocean Grove does not control its roadways but does own the property beyond the curb face. Historic District standards do not allow for new curb cuts to add residential parking, and the historic significance of the community must be maintained. Ocean Grove holds multiple community events over the course of a year which significantly impact parking during specific peak and non-peak periods. Homeowners are reluctant to effectually commit to paying true market costs for parking permits while business owners are also reluctant to help financially offset the cost of parking improvements in the business district.

The diverse land uses, including beach use, and the parking generated by these land uses also create parking pressure as they all vie for the same limited curbside space and offer little, if any, opportunity for shared parking. This issue is compounded by the fact that Ocean Grove is bookended by two communities charging market rates for parking, offering an opportunity to those who do not wish to pay to park in these communities to park in Ocean Grove, to the detriment of its residents and visitors.

Finally, the creation of additional parking inventory in the immediate area is a costly and nearly impossible undertaking. With historical designations and the prohibitive costs of creating structured or surface parking, this leaves little option but to manage the way out of the problem rather than build the way out of the problem.

With each of these issues in mind, the following recommendations are offered.
Phase 1 (1-year) Residential

1. Immediately revise the closing time of pedestrian gates on pedestrian bridges to Asbury Park from midnight to 4:00 pm. Maintain 5:00 am as reopening time.

Review the impact of this action after three months. If this is found to have little or no impact on the reduction of Asbury Park employees and visitors parking in residential areas of Ocean Grove, then;

1. Petition for the creation of residential parking permit parking zones in areas negatively impacted by out of area influences following the guidance outlines in Section 5.2.3. This will require the establishment of a parking enforcement patrol, other than sworn Police Officers, to patrol this area from 4:00 pm until midnight (program cost projections provided).
2. This program should be monitored to evaluate if these out of area abusers have moved to other sections of Ocean Grove, including Ocean Avenue.



Business District

1. As a pilot program, install parking meters in business district to further encourage turnover. Adopt 3-hour time limited parking on business district streets (May-September). Strictly enforce this limitation. Meter revenue will be used to offset increased parking enforcement efforts.

Beachfront – Ocean Avenue

1. Install parking meters along all beachfront areas (see Figure 3). Adopt Asbury Park meter rates. Ocean Grove Wide
2. Immediately stripe all no parking zones, including intersection setbacks, to provide access for fire vehicles and improve sightlines for vehicles entering intersections.

Shuttles

1. Establish seasonal shuttle system for Ocean Grove visitors. Shuttles would run from designated Neptune Township schools and possibly the new Asbury Park parking garage to predesignated drop-off points in Ocean Grove. This program could be funded by the Camp Meeting Association and Neptune Township or through either entity separately. Shuttle costs average \$90-\$125 per hour.
2. Preserve specific curbside space for shuttle pick-up and drop off for beachgoers and those individuals attending church events.
3. Promote the use of shuttle systems for all potential visitors and employees (part of employee permit program).

Phase 2 Residential Parking

1. Following the RPPP requirements allows for the petitioning of additional residential zones in areas negatively impacted by out of area influences.
2. Expand parking meter program to include Ocean Pathway and Main Avenue from Central Avenue to Ocean Avenue. Expansion of residential RPPP program allows residents to park in metered spaces in this newly created zone.