

PLANNING AND ZONING
FOR
THE CITY OF NEW BRUNSWICK
New Jersey

A REPORT

Prepared by
THE CITY PLANNING COMMISSION
and
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Respectfully Submitted To

THE CITY PLANNING COMMISSION

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A Plan for the City of New Brunswick

PART ONE

The City: Its History, Its Present, and Its Prospects

Early History.

New Brunswick, now a city of over 33,000 population, celebrated in 1930 the two hundred and fiftieth anniversary of its founding. First known as Indian's Ferry, it was settled in 1684 by a group of Hollanders on lands purchased from John Indian. In 1730, while still having a population of less than five hundred, it became the second of five New Jersey cities to be granted a Royal Charter.

Indian's Ferry was a cross-roads town at the head of tidewater and of navigation on the Raritan River. Through it passed the Kings Highway, the early road from New Amsterdam to Philadelphia by way of Princeton and Trenton. Over and through the early city passed much of historical significance. It is an historic place. Some, but too few, of the old landmarks still exist.

For many decades, New Brunswick's largest interests and greatest support were agricultural. It was a flour milling center and the trading center for a large and rich farming area. Then gradually came new elements to shape its destiny. In 1771 it was selected as the location of Queen's College later to become Rutgers University. In 1864, the then Rutgers Scientific School was designated by the State Legislature as the Land Grant College of New Jersey. From these beginnings have evolved Rutgers University, the State College for Women, and the New Jersey State Agricultural Experiment Station, all of which are dominating factors in the life of the present city.

As times changed, flour milling gradually gave way to other kinds of manufacturing. Location and transportation advantages enabled the early New Brunswick industries to thrive and attracted others, until now, with several nationally and inter-nationally known

manufacturing concerns, the City has become an important industrial center.

The City gains additional pre-eminence in its region by being the County Seat of Middlesex County.

Location and Site.

New Brunswick is at the outer fringe of the New York metropolitan area. As from the early days of the Kings Highway, it lies athwart the main lines of communication between New York and Philadelphia. The main line of the Pennsylvania Railroad to the South and West passes through the City. U. S Highway Route One, one of the most traveled roads of the country, passes at its edge.

Ranged for the most part on low bluffs overlooking the picturesque Raritan River, the site of the City is naturally one of great attractiveness. Unfortunately, the natural beauty of location has never been much regarded. As all too common in American cities, New Brunswick has turned away from the river; made the river-front its back-yard workshop and dumping ground. View of the river has been closed. Nowhere in the city do the people have access to its banks. Early industries had their small beginnings along the river. In expansion, they usurped more and more of the river frontage. The first houses, too, were built close along the river and these have disintegrated through the years until they comprise the city's nearest approach to slums.

Disregard of the river as a scenic and recreational asset has persisted even to very recent years, as evidenced by the comparatively new sewage disposal plant built on its banks so close within the City, and by the general low quality of recent development of the river-bluff lands west of the City.

The navigational advantages of the City's location at the head of tide-water and, later, at the terminus of the Delaware and Raritan Canal, have all but disappeared. Other forms of transportation have supplanted the outmoded canal. Feasible depth of the river channel to New Brunswick is too slight ever to allow the City much future advantage of water transportation.

Of greatest importance to the City's economic present and future is its agricultural hinterland, its near proximity to great centers of population, and its easy accessibility to regional and national trunk lines of transportation, rail, highway and air.

Population Growth and Change.

New Brunswick's population grew from 23,388 in 1910 to 33,180 in 1940. Greatest growth during this period, as may be seen in accompany Table I, was from 1910 to 1920, with a population increase of 40.1 per cent. Then came a rapid sluffing off of the growth rate. Increase from 1920 to 1930 was only 5.4 per cent. From 1930 to 1940, there was a population decrease of 3.9 per cent. While the City was losing population, increase for the county was 2.3 per cent; for the state, 2.9 per cent; and for the United States, 7.2 per cent. Some, but not all, of the 1930-1940 growth expectancy of the City was absorbed by the adjoining townships. But, although North Brunswick Township gained 25.9 per cent from 1930 to 1940, Franklin Township gained 4.2 per cent, and Highland Park gained 3.27 per cent, the net gain for the whole locality, including New Brunswick and these three neighboring municipalities, was only two-tenths of one per cent, less than a tenth of the rate of increase for the County as a whole. Some possible reasons for this unfavorable behavior of the local growth rate are mentioned below.

Even more serious has been New Brunswick's disproportionate loss in number of children. Due to a generally declining birth rate through the years 1930 to 1940, there was a great reduction in child population throughout the country. But New Brunswick's loss has been considerably greater than that of the rest of the County and of the State as will be

seen by the accompanying Table II and by the accompanying chart showing distribution of child-population losses throughout the City and neighboring municipalities. Comparative losses in population of ages under fifteen were: for New Brunswick, 31.9 per cent; for the New Brunswick locality, 28.3 per cent; for the County, 27.7 per cent; and for the State, 20.1 per cent. Since 1940 there has been a large nation-wide upturn in the birth rate. It is not known how this may have affected the relative position of New Brunswick and vicinity

As the number of children has been declining, the number and the proportion of old people have been increasing. In 1940 there were 26.9 per cent more people over age 65 in New Brunswick than in 1930. But there were even greater gains outside the City; 28.3 per cent for the New Brunswick region; 46.5 per cent for the County; and 38.6 per cent for the State.

These changes in the complexion of New Brunswick's population, both relative and absolute, have important bearing upon the life and needs of the City. A reducing child population means a reduced load upon the school plant. An increasing old-age population means an increase in the number of families in proportion to total population and a corresponding increase in the proportionate number of dwelling units required. Both have bearing upon the kind of public services and conveniences that must be provided. But, more specifically, in the interests of New Brunswick's future welfare, answers must be found to the question, why are there fewer children and old people in New Brunswick than in most other parts of the County and the State?

Composition of New Brunswick's population in 1940 was 73.5 per cent native white; 20 per cent foreign born, and 6.5 per cent negro. Except for a loss of 19 per cent in the number of foreign born, there was little change from 1930 to 1940. Native white population gained only .8 per cent, and negroes gained only .6 per cent.

Business and Industry.

New Brunswick is the principal trading and shopping center for a population of per-

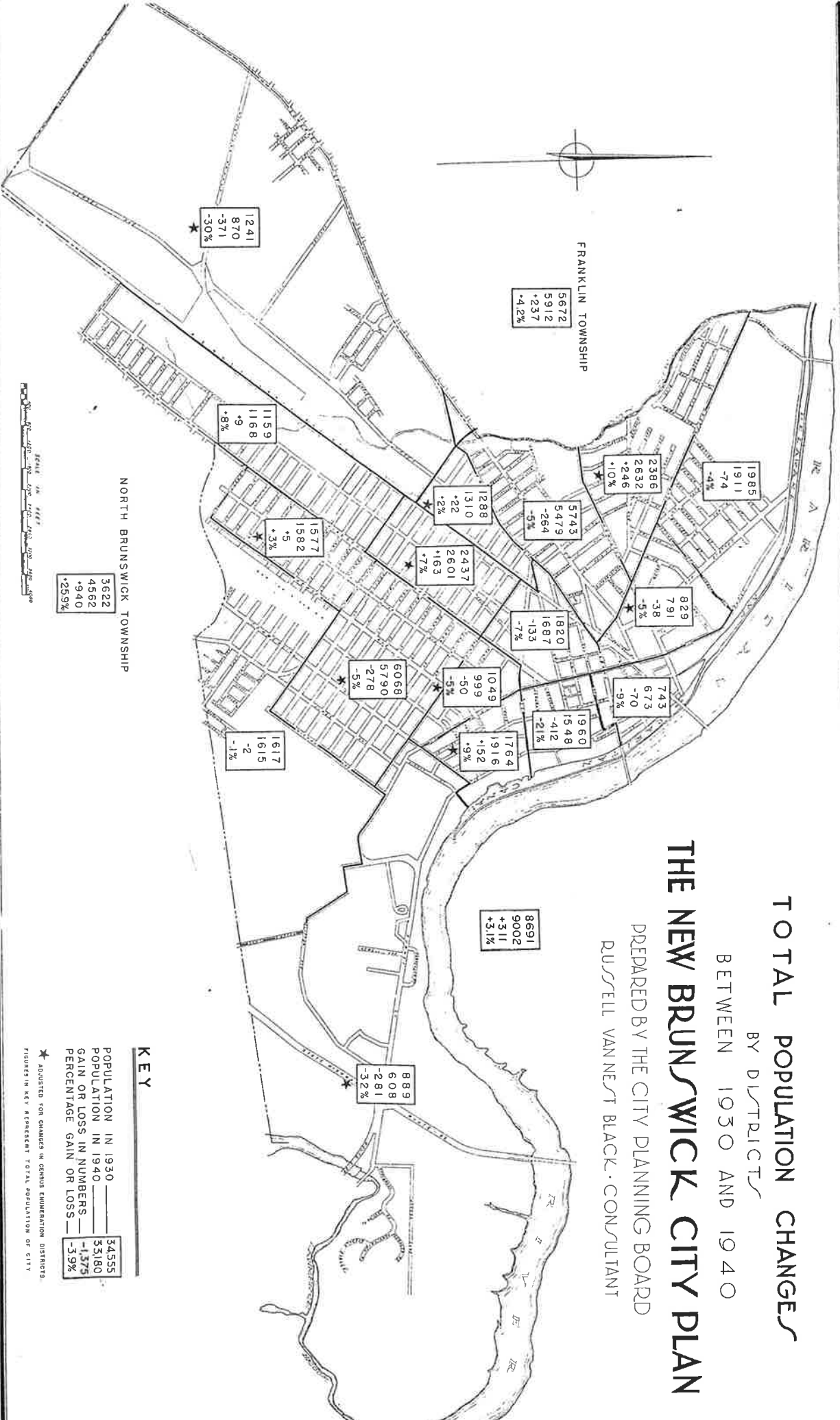
TOTAL POPULATION CHANGES

BY DISTRICTS

BETWEEN 1930 AND 1940

THE NEW BRUNSWICK CITY PLAN

PREPARED BY THE CITY PLANNING BOARD
 RUSSELL VAN NEST BLACK, CONSULTANT



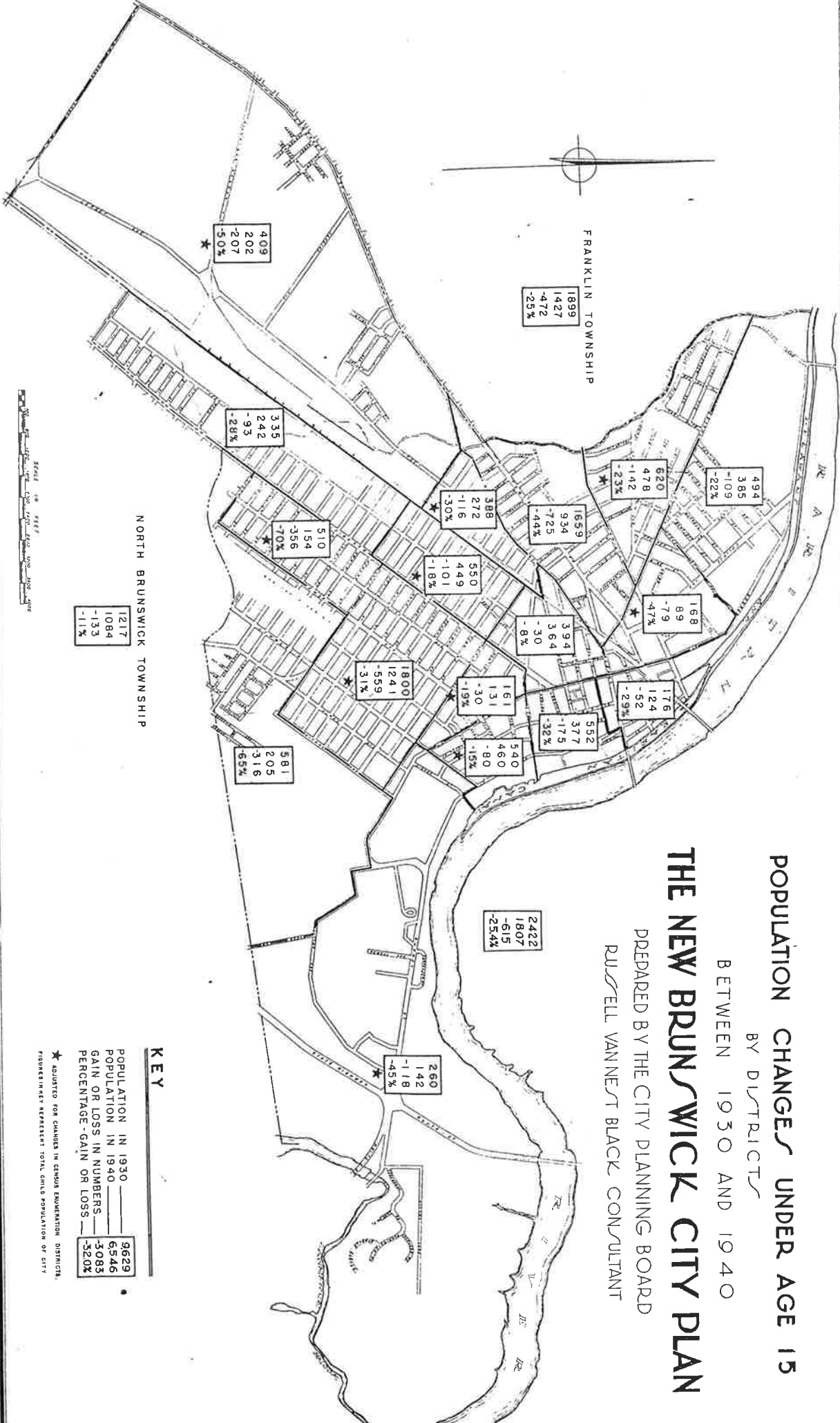
KEY

POPULATION IN 1930	34555
POPULATION IN 1940	35180
GAIN OR LOSS IN NUMBERS	-1,375
PERCENTAGE GAIN OR LOSS	-3.9%

* ADJUSTED FOR CHANGES IN CENSUS ENUMERATION DISTRICTS
 FIGURES IN KEY REPRESENT TOTAL POPULATION OF CITY

POPULATION CHANGES UNDER AGE 15 BY DISTRICTS BETWEEN 1930 AND 1940 THE NEW BRUNSWICK CITY PLAN

PREPARED BY THE CITY PLANNING BOARD
RUSSELL VAN NEST BLACK CONSULTANT



1217
1084
-13.3
-11%

9629
6546
-5083
-52.0%

KEY

POPULATION IN 1930 ———
POPULATION IN 1940 ———
GAIN OR LOSS IN NUMBERS ———
PERCENTAGE - GAIN OR LOSS ———

★ ADJUSTED FOR CHANGES IN CENSUS ENUMERATION DISTRICTS
FIGURES IN KEY REPRESENT TOTAL CHILD POPULATION OF CITY



POPULATION CHANGES FOR NEW BRUNSWICK, ADJOINING
MUNICIPALITIES, COUNTY, STATE AND UNITED STATES

1910 to 1940

Table I

	1910		1920		1930		1940	
	Population	Per Cent Change	Population	Per Cent Change	Population	Per Cent Change	Population	Per Cent Change
New Brunswick	23,388	16.9	32,779	40.1	34,555	5.4	33,180	-3.9
Franklin Twp.	2,395	-.1	2,955	23.4	5,675	92.0	5,912	4.2
North Brunswick Twp.	990	5.0	1,399	41.3	3,622	158.9	4,562	25.9
Highland Park	1,517	4,866	220.7	8,691	78.6	9,002	3.7
Total	28,290		41,999	48.4	52,543	25.2	52,656	.2
Middlesex County	114,426	43.5	162,334	41.8	212,208	30.7	217,077	2.3
New Jersey	2,537,167	34.7	3,155,900	24.4	4,041,334	28.1	4,160,165	2.9
United States	91,972,266	21.0	105,710,620	14.9	122,775,046	16.1	131,669,275	7.2

POPULATION—NEW BRUNSWICK AND ENVIRONS

Table II

	Total Population		Foreign Born		Negro		Under 5		5 to 14		65 and Over	
	1930	1940	1930	1940	1930	1940	1930	1940	1930	1940	1930	1940
New Brunswick	34,555	33,180 -3.9%	8,203	6,635 -19.1%	2,086	2,098 .6%	2,781	1,857 -33.2%	6,848	4,689 -31.5%	1,621	2,057 26.9%
Franklin Twp.	5,675	5,912 4.2%	1,543	1,274 -17.4%	148	319 115.5%	594	380 -36.0%	1,305	1,047 -19.7%	240	315 31.2%
North Brunswick	3,622	4,562 25.9%	1,169	800 -31.5%	85	108 27.0%	403	310 -23.0%	814	774 -4.9%	148	218 47.3%
Highland Park	8,691	9,002 3.7%	1,693	1,632 -3.6%	115	123 6.9%	733	468 -36.1%	1,689	1,339 -20.7%	402	504 25.3%
Totals	52,543	52,656 .2%	12,608	10,341 -17.9%	2,434	2,648 8.8%	4,511	3,015 -33.1%	10,656	7,849 -26.3%	2,411	3,094 28.3%
Middlesex County	212,208	217,077 2.3%	53,373	42,990 -19.4%	5,895	5,788 -1.8%	18,614	14,114 -24.1%	48,035	34,022 -29.2%	7,703	11,292 46.5%
New Jersey	4,041,334	4,160,165 2.9%	844,784	699,356 -17.2%	208,828	226,973 8.7%	329,668	256,264 -22.2%	765,260	618,488 -19.3%	201,043	278,821 38.6%

POPULATION CHANGES IN NEW BRUNSWICK
by WARDS, from 1930 to 1940

Table III

	Total Population		Foreign Born		Negro		Under 5		5 to 14		65 and Over	
	1930	1940	1930	1940	1930	1940	1930	1940	1930	1940	1930	1940
Ward I	3,702	3,523 -4.8%	794	585 -26.3%	282	276 -2.1%	275	221 -19.6%	730	524 -28.2%	240	286 19.1%
Ward II	9,262	8,987 -2.9%	1,771	1,516 -14.4%	1,112	1,062 -4.5%	939	535 -43.0%	1,952	1,504 -22.9%	368	476 29.3%
Ward III	2,703	2,221 -17.8%	874	500 -42.8%	211	354 67.8%	191	153 -19.9%	537	348 -35.2%	121	144 19.9%
Ward IV	7,143	6,886 -3.6%	1,375	1,144 -16.6%	192	225 17.1%	542	381 -29.7%	1,346	887 -34.1%	396	497 25.5%
Ward V	6,545	6,229 -4.8%	2,291	1,896 -17.2%	172	105 -38.9%	471	301 -36.0%	1,364	749 -45.0%	192	281 46.3%
Ward VI	5,200	5,334 2.5%	1,100	994 -9.6%	117	74 -36.6%	363	266 -29.4%	919	677 -26.3%	304	373 22.7%
Total—City	34,555	33,180 -3.9%	8,203	6,635 -19.1%	2,086	2,098 .6%	2,781	1,857 -33.2%	6,848	4,689 -31.5%	1,621	2,057 26.9%

haps 50,000 or more, but, as is true of all outlying communities in a large metropolitan area, it loses a considerable amount of certain classes of business to the central cities, Newark and New York City.

Within the New Brunswick area in 1943 were 127 industrial establishments employing 30,920 people. Industrial employment within the municipal limits of New Brunswick and Highland Park amounted to 15,569. Of the industries in New Brunswick and immediate vicinity, as of January 1, 1943, twenty-four employed between a hundred and five hundred people; two, between five hundred and a thousand; and two, over twenty-five hundred. Industrial activities of the City and region are widely diversified, ranging from the production of fine chemicals and medical supplies to the manufacture of heavy automobile trucks. Most of the larger industries are old establishments with large national and international reputation.

A study of industrial trends and post-war prospects was undertaken during the fall of last year by the Industrial Development Committee (later, the local Committee on Economic Development) of the New Brunswick Chamber of Commerce. This committee found that industrial employment for the whole New Brunswick region had jumped from 16,530 in 1938, to 20,225 in 1940, and to 30,920 in 1943. Of the total employees in 1943, about two-fifths were women, about the same ratio of women to men employees as in 1938 and 1940. Within the municipal confines of New Brunswick and Highland Park alone, industrial employment had increased from 8,604 in 1938, to 9,989 in 1940, and to 15,569 in 1943.

A principal object of this committee was to determine post-war employment probabilities as seen by the industries themselves. Eighty-five per cent of the industries, representing a total employment of 24,779, responded to a questionnaire distributed by the committee. Among the conclusions drawn by the committee from the questionnaire returns were:

1. There will be little immediate post-war change of products or production with regard to the industrial community, although sixteen

organizations have plans for additional space totaling 300,000 square feet and five companies propose to rent additional space.

2. About ninety per cent of the industries of the region can convert to peace-time production immediately; only four will require from one to four months to convert.

3. From 2,000 to 3,000 people, in the whole New Brunswick area, will be thrown out of work at the termination of the war but, with 5,000 returning soldiers, seeking work in industry, the estimated number of industrial employables in the area exceeds the estimated number of industrial jobs by from 7,000 to 8,000.

Total expectation of the committee, then, is of no great or protracted post-war *emergency* employment problem but rather, a more permanent condition of too few jobs for the number of available workers. Here is an evolving problem, perhaps a little more severe locally than in some places, but which New Brunswick shares with many parts of the country. Its solution is of much concern to but beyond the scope of this study.

Existing Structure of the City (Street and Lot Arrangement).

New Brunswick has grown by gradual accretion, without plan and with little effective control except that exerted by the River, the Railroad, and the lines of the very early roads later developed as main city streets. From the small settlement close along the river, the growing town spread back into the uplands from land subdivision to land subdivision, each successive developer laying out his property pretty much as suited his fancy. Despite the lack of guiding control, however, the greater part of the newer city is laid out in a continuous gridiron system with unusual regularity, with almost too much regularity as will be developed later. There are few dead-end streets in the city, and few street interruptions except in the line of crossing the main-line of the Pennsylvania Railroad.

The most serious deficiencies of the present street system are: (1) Inadequate widths of most of the principal traffic arteries, especially

at and near the center of the city; (2) Lack of relief and by-pass streets at the center, to compensate for the narrowness and small carrying capacity of streets like George Street and Albany Street; (3) Lack of adequate cross-town or radial streets south of the business center and lack of a continuous thoroughfare along the river—both contributing greatly to central-city traffic congestion; (4) Insufficient crossings of the Pennsylvania Railroad; (5) A superabundance of long and continuous streets adversely affecting residential neighborhoods—the product of a too rigidly applied gridiron street system; and (6) Wide streets in wrong places and where excess widths are a financial liability and detract from the residential quality of frontage.

The 200 by 600 foot residential block common to New Brunswick is too short and too narrow, by modern standards. Its general use locally has brought about an excess of street mileage expensive to improve, maintain, and service; and has forced excessively shallow building lots now contributing to overcrowding in most parts of the City. For average small-house developments, block lengths of 800 to 1000 feet in length are permissible and better; and lot depths should be at least 120 feet.

Detracting even more from the residential quality of the greater part of the City's developed area has been the almost universal custom of cutting up the land into very narrow lots, 20 to 35 feet. Lots as wide as fifty feet are a rarity. In most cases, the "narrow-lot" practice is a lot salesman's trick designed to sell two lots at a better figure than thought probable for one lot with the same total frontage. The usual idea, and sometimes the sales arrangement, is to use two or more lots per house. But, quite often, things don't work out that way, and they haven't in New Brunswick. In a few places houses have been built on two or more lots with a total frontage of from fifty to a hundred feet or more. But general practice has been to build small detached houses on individual narrow lots, resulting in severe overcrowding of houses and contributing greatly to the poor appearance and indisputable low-quality of much too large a proportion

of New Brunswick's residential areas.

Public Improvements and Services Existing

New Brunswick has good street paving, good sewers, and a good water supply. Of course, additional street improvements are necessary and present paving and roadway widths are not universally the most suitable; sewers must be extended and the disposal plant ultimately enlarged; and additional water must soon be supplied. But, in the main, the City is relatively well provided in these respects. The same appears to be true of fire and police protection and in general sanitation.

The City is also well supplied with schools. The school buildings are well distributed and generally in good condition. Their capacity, individually and collectively, is more than sufficient to take care of all probable increase in enrollment for some years to come. There is room in the High School for a twenty-five per cent increase in enrollment; room in the Junior High School for a fifteen per cent increase; and room in all the lower-grade buildings taken together for a hundred per cent increase in enrollment. The greatest deficiency in the present school plant, and that a very serious one, is almost complete lack of out-door play space. Three of the schools have no playgrounds attached. The total play areas for all the eight schools is less than three and a half acres. By any reasonable standards, there should be a total school play area of not less than fifty acres.

The City is almost equally deficient in other outdoor recreational facilities. Its total park and playground acreage, exclusive of the municipal stadium, amounts to less than ninety acres. Measured by the generally accepted standard, for urban development, of ten acres of parks and playgrounds per thousand of population, New Brunswick should have around three hundred and fifty acres of land in these uses. About eighty of New Brunswick's total park and playground areas are in Buccleuch Park. This is a splendid park of its kind but is not very accessible from most parts of the City; is too much of a "picture" park for present-day

needs; and should be further developed for more intensive use. With eighty acres of the City's parks and playgrounds in Buccleuch Park, only about ten acres (including the school playgrounds) remain to serve all the out-door play needs of the rest of the city. Many neighborhoods have no play space whatever, even for the smallest children. This is an extremely serious defect of New Brunswick and probably accounts in considerable part for the too-rapid depreciation of certain parts of the city and for their above-average loss of child population. People, especially those with children, are learning to go and are increasingly free to go where they find the better living conditions including greater recreational opportunities.

Public buildings are generally adequate and in some cases, notably the City Hall, are exceptional. The one outstanding public building need of the city is for a community gathering place and social center such as a modern community building.

Another serious lack is in down-town automobile parking space. Parking space at the curb is quite insufficient and clutters the already too-narrow streets. Most of the available off-street parking space is on private property, always subject to withdrawal for other uses. Total space provided is far from sufficient.

Rail, Bus, and Air Transportation.

Buses have long since displaced street cars for local transportation. With the freedom inherent in this mode of transport, bus service can be developed in pace with demand, both in carrying capacity and in area served, without limitation except as imposed by inadequacies in the street system. Accordingly anything that can be done to improve the New Brunswick street system and reduce traffic congestion will likewise tend to improve the local bus service.

Several inter-state and regional bus lines connect New Brunswick with the Philadelphia and New York metropolitan areas and with neighboring municipalities and the shore. In the city, the long-distance bus service is somewhat handicapped, and down-town traffic con-

gestion is aggravated, by the lack of an off-street union bus terminal.

Rail service is via the main-line of the Pennsylvania Railroad to New York and Philadelphia and points beyond. There are about thirty-five trains a day each way. Express time to New York is 40 to 50 minutes; to Newark, 30 to 35 minutes; and to Philadelphia, a little over an hour. Both time and frequency of service are favorable for commuting and other frequent travel to the metropolitan center, but fares are discouragingly high and depot facilities at New Brunswick are not good. The station building is somewhat obsolete, and there is insufficient automobile parking space in its near vicinity.

Since closing the Newark Airport to commercial use, LaGuardia Field, thirty minutes beyond the Pennsylvania Station in New York, has been New Brunswick's nearest service terminal, although one of the nation's greatest airways passes almost directly over the city. A greatly increased post-war need and demand for both passenger and freight air service probably will necessitate an airport in the near vicinity of New Brunswick, for at least limited commercial use.

The General Housing Situation.

Already mentioned as an element in poor living conditions in many parts of New Brunswick is the over-crowding of houses on the land. Next considerations are the physical condition and habitability of residential structures and the number of dwelling units in proportion to need and demand.

As shown on the accompanying chart, HOUSING CONDITIONS, the 1940 federal census found 1,389, or 15.7 per cent of the 8,838 dwelling units, as of that time, in need of major repairs. This indicates a great improvement over the situation in 1934 as shown by the Real Property Inventory of that date when over 65 per cent of the residential structures in the city were reported in need of major repairs. (A part of this difference may be accounted for, however, by difference of views among the two sets of enumerators as to what constitutes a "major repair.")

Contrary perhaps to general impression, the condition of houses is worse in some of the outlying section than in parts of the central-city area. For instance, nearly half the houses in the area south of Remsen Avenue and Sandford Street were reported in need of major repairs while only 14.6 per cent of such need was reported for the area east of George Street, between New Street and Commercial Avenue.

Within the New Brunswick metropolitan area, the condition of dwellings appears to be about the same in North Brunswick Township as for New Brunswick; about twice as bad in Franklin Township; and about four times better in Highland Park.

New Brunswick compares less favorably with the County as a whole and with some of the neighboring cities. Only a 6.3 per cent disrepair is reported for Perth Amboy, 11.8 per cent for Plainfield, and 12.8 per cent for the whole of Middlesex County

Need or major repair may mean anything from an easily corrected neglect to a hopeless slum condition. New Brunswick has some slum dwellings but no considerable concentration of them. Generally, they are scattered among relatively well-kept structures with considerable remaining useful life. The usual process of getting rid of slum dwellings by clearance of large areas or complete redevelopment is not very applicable therefore in New Brunswick. Except in special cases and for relatively small areas, the more practicable local procedure toward housing improvement probably will prove to be in spot elimination of the scattered unfit dwellings and general rehabilitation of neighborhoods.

At the time of the 1940 census there were only 154 vacant dwelling units in New Brunswick and a fifth of these were in poor condition. This was a 1.7 per cent vacancy as opposed to the 5 per cent vacancy usually thought to denote a healthy residential situation. Since 1940 there has been a large increase in demand for dwellings to house the influx of workers in the city's war industries. A considerable number of new dwellings have been constructed to meet this demand, but recent surveys by the federal housing authorities indicate a con-

tinuing housing shortage. What this may mean in terms of post-war demand for new and additional residential construction in and near New Brunswick cannot now be determined. Much depends upon (a) the amount and stability of employment by local industries and (b) the number of people who will choose to live in New Brunswick while employed elsewhere, should local employment slacken.

New Brunswick and Adjoining Municipalities — Problems of the Fringe Areas.

Political expansion of New Brunswick is blocked on the north by the river; on the west, by Franklin Township and the Somerset County Line; and on the South, by North Brunswick Township. Development of the city eastward is interrupted by extensive holdings of the New Jersey State Agricultural Experiment Station.

But the south and west barriers, being political, are no effective stops to the physical expansion of the New Brunswick community. Growth of comparatively recent years has broken over extensively into both Franklin and North Brunswick Townships, creating problems of almost as much concern to New Brunswick as if occurring within the corporate limits of the city. Although both townships are now exerting some zoning and other controls over current development, these controls have come too late to prevent much low-grade land-subdivision and construction in areas adjacent to the city, particularly in Franklin Township. The social and financial problems growing out of this low-grade and ill-guided development naturally fall heaviest upon the municipalities directly concerned. But the time may come when, through consolidation or joint municipal action, the New Brunswick metropolitan area will be operated as one government. Then the omissions and commissions of each and every part of the area become the responsibilities and assets or liabilities of the whole. In the meantime, inferior development anywhere in the vicinity of New Brunswick lowers the tone, and reduces the potential prosperity, of the city.

1940 HOUSING CONDITIONS IN NEW BRUNSWICK

(From 1940 Federal Census)

Table IV

	Total Dwelling Units	Vacant	Need of Major Repairs	No Bath	Repairs or No Bath	Owner Occupied
New Brunswick (Total) ..	8,838	171 (1.9%)	1,389 (15.7%)	972 (10.9%)	2,022 (22.8%)	3,067 (34.7%)
Ward I	994	18 (1.8%)	180 (18.1%)	192 (19.3%)	311 (31.3%)	265 (26.6%)
Ward II	2,299	61 (2.6%)	482 (20.9%)	211 (9.1%)	575 (25.0%)	843 (36.7%)
Ward III	566	11 (1.9%)	70 (12.3%)	126 (22.2%)	172 (30.4%)	65 (11.4%)
Ward IV	1,929	36 (1.8%)	297 (15.3%)	169 (8.7%)	414 (21.4%)	702 (36.3%)
Ward V	1,651	9 (0.5%)	130 (7.8%)	169 (10.2%)	262 (15.8%)	578 (35.0%)
Ward VI	1,399	19 (1.3%)	230 (16.4%)	105 (7.5%)	288 (20.5%)	614 (43.6%)

1940 HOUSING CONDITIONS—NEW BRUNSWICK AND
NEIGHBORING MUNICIPALITIES

(From 1940 Federal Census)

Table V

	Total Dwelling Units	Vacant	Need of Major Repairs	No Bath	Repairs or No Bath	Owner Occupied
New Brunswick	8,838	171 (1.9%)	1,389 (15.7%)	972 (10.9%)	2,022 (22.8%)	3,067 (34.7%)
Highland Park	2,418	59 (2.4%)	110 (4.5%)	62 (2.5%)	166 (6.4%)	1,158 (47.8%)
Franklin Twp.	1,501	87 (5.8%)	459 (30.5%)	494 (32.9%)	675 (44.9%)	919 (61.2%)
North Brunswick Twp. ...	1,170	56 (4.8%)	197 (16.8%)	279 (23.8%)	383 (32.7%)	665 (56.8%)
Perth Amboy	10,404	112 (1.1%)	655 (6.3%)	2,158 (20.7%)	2,531 (24.3%)	3,109 (29.8%)
Plainfield	10,275	409 (3.9%)	371 (3.6%)	470 (4.5%)	694 (6.7%)	3,863 (37.6%)

Sooner or later, New Brunswick will be called upon to extend water and sewer services into at least the nearby portions of Franklin Township, as perhaps the only practicable means of supplying these services. It may be found expedient and almost essential that the City comply with this demand, for a bad sanitary situation is threatened in the Franklin Township small-lot districts so long as they are dependent upon crowded individual wells and septic tanks.

Other joint problems of New Brunswick and the adjoining townships include those of the development of an integrated main and secondary street system, the provision of parks and playgrounds, and inter-municipal police and fire protection.

New Brunswick's Most Serious Ills and Greatest Needs.

Passing in review the above several aspects of the present city, we come to a brief summation of those conditions and of the problem most pressing for attention.

The city as a whole is much over-crowded and is seriously lacking in open spaces, both *public* open spaces in the form of parks and playgrounds and *private* open spaces in the form of yards around and between dwellings. This overcrowding is of long standing but still persists in both public and private operations. The twenty-year-old city plan should have been a guide to acquisition of more parks and playgrounds, but the plan has been disregarded. The zoning ordinance of the same age should have prevented subsequent overcrowding of new dwellings, but the ordinance was deficient in this respect.

The City has talked much about recovering at least a portion of the river-front for public use and enjoyment but has made no actual progress in this direction. To the contrary, the problem of recovering the river-front has been aggravated by placing the sewage disposal plant at the very river door of the city.

Closely related to solution of the river-front situation is rehabilitation of the Burnet Street residential area comprising one of the city's most serious housing problems.

Concentration of most of the city's local and through traffic upon narrow George and Albany Streets, also the principal business streets, has brought about almost intolerable traffic congestion in the central city which must somehow be relieved.

The above are among the larger problems dictating the city's most pressing needs. They may seem in some ways relatively unimportant, but they are the kind of things that most determine the character of a city and govern its future. Things like openness or over-crowding, recreational opportunity or none, free streets or traffic congestion make a city a good place or a bad place in which to live and work. There is no way of proving that New Brunswick's recent abnormal loss of both adult and child population has been due to local deficiencies in living environment, but there is some circumstantial evidence to that effect.

City and School Finances.

Total assessed valuations for New Brunswick increased from \$38,434,405 in 1926 to \$44,758,919 in 1931. The depression years brought the figure down to a 1936 total of \$41,689,392. Another half million was lost between 1936 and 1940. Valuations for 1943 were \$37,484,815. Gross city indebtedness amounted to \$4,884,532 in 1925; reached a peak of \$6,662,025 in 1930; and has since been reduced to \$3,545,000, as of July this year. Net indebtedness amounted to \$1,480,150.14 in 1925, increasing to \$3,769,912.33 by 1935. By July of this year, the net debt had been reduced to \$1,829,000, still about 4.8 per cent of taxable valuations, leaving New Brunswick with a remaining net borrowing power of only about three quarters of a million dollars. The difference between gross debt and net debt is represented largely by school debt and self-liquidating investments like those in the city's water system. School debt, amounting to \$1,216,000 in 1935, has been reduced to a current figure of \$884,000. Now to be balanced against gross indebtedness are a cash reserve of \$90,000 in the City's general fund and a Water Department cash surplus of \$150,000.

Although its debt situation has greatly improved over the past ten years, it is quite

obvious that New Brunswick is not yet in position to finance any very extensive or elaborate improvement program by borrowing. Achievement of essential improvements will require the most careful kind of planning and budgeting over a long period of years. Many improvements, if to be had at all, must be paid for out of current revenues. Not taken into account is the possibility of federal aid in the event of a post-war federal work-relief program. But, even with such aid, large financial responsibility would remain with the City in carrying out extensive improvements.

Future Prospects.

Many cities, like many people, are masters of their own destinies. Beyond the physical limitations of location, what the individual city has been, is, and may be, are the results of the collective decisions and actions of its own people. Earlier shortsightedness and mistakes may handicap but will seldom nullify the determined efforts of succeeding generations.

New Brunswick has always been favored in geographical location. Its transportation facilities have always been of the best by reason of its being on the direct line of communication between Philadelphia and New York. The small agricultural trading area of Indian's Ferry has steadily expanded in size and in activities until it is now the greatest labor and consumer market in the world. No city in the State started with a more beautiful building site nor with one more adaptable to economical and attractive development.

While badly abused in many parts, the city site is not spoiled beyond a considerable degree of recovery. Possibilities of exploiting the City's accessibility to good transportation and to an unparalleled consumer-goods market are limitless. New Brunswick and vicinity has been and probably will continue to be one of the best industrial locations in the country, and the locality does not lack for good new factory sites. Other things being reasonably favorable, the City should realize large industrial stability and expansion.

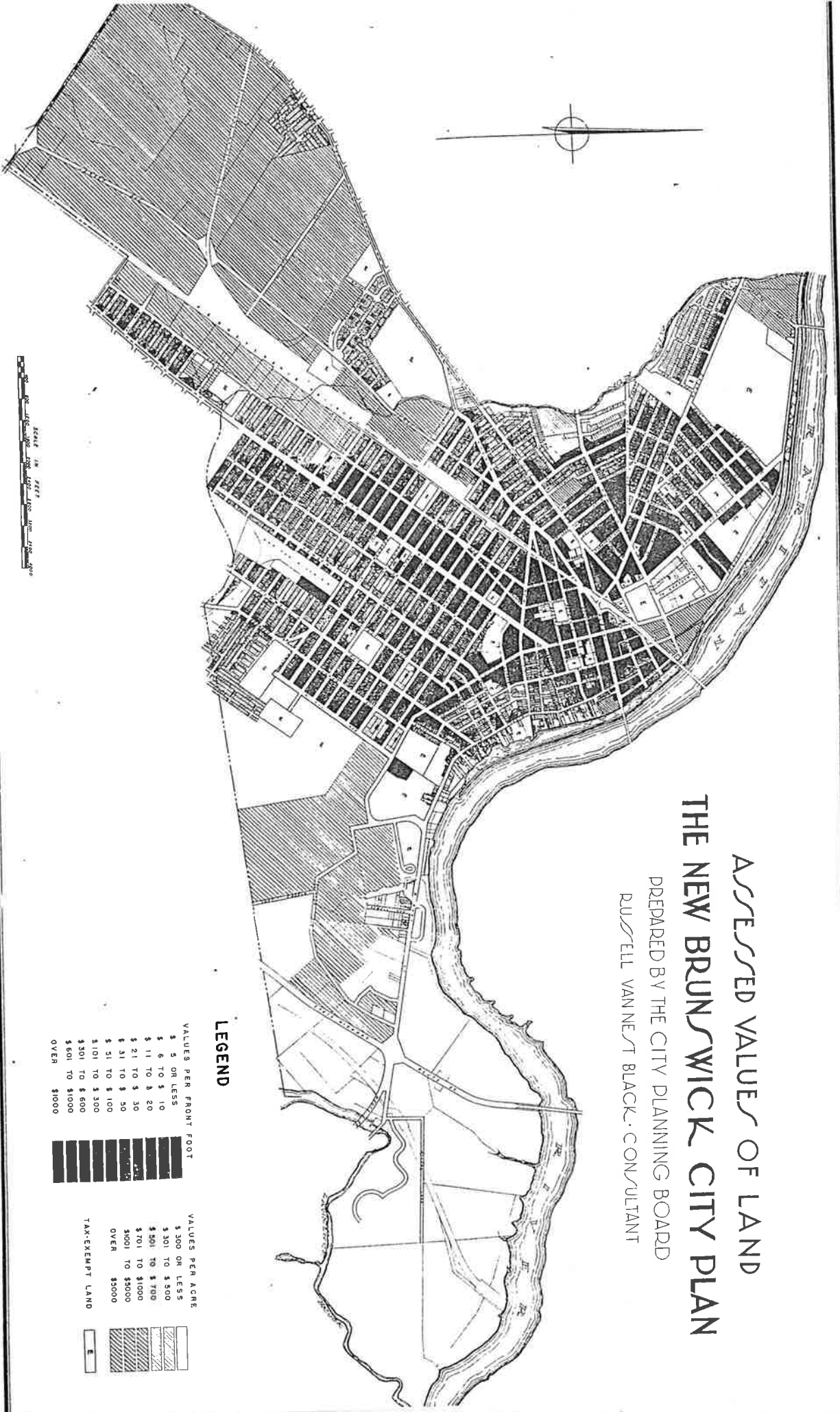
Chief growth-retarding factors are, as brought out earlier in this report: (a) the poor

residential quality of much of the City and of much of the available adjoining land, the result of generations of planless over-crowding, with too little regard for the essential amenities of living; (b) the small remaining amount of available land unspoiled for high-grade residential expansion; (c) severe congestion at the city center; and (d) the relatively high cost of operating and servicing the City due in part to its wasteful and uneconomical layout and, in part, to the earlier bad or unwise financial management that left the city so heavily overburdened with debt without having achieved many of the improvements essential to its continued prosperity.

It is our opinion that the future growth and well-being of New Brunswick depend chiefly upon the degree to which these weaknesses are corrected. That they have had their deteriorating effect in the past is evidenced by the City's falling behind the rest of the county and the State in population increase; in the city's abnormal loss of child population; and in the comparatively poor maintenance of dwellings in and near the city.

The time is gone when a convenient factory site and a good market are enough to attract new industry. Workers and executives require and demand more for living than leak-proof roofs over their heads. Both people and industry are going and will increasingly go where they are offered the most for their money—the most in good living and working conditions and in good public services, as well as the most in facilities for making, moving, and disposing goods. The thing most certain about the post-war years is that out of them will grow a great competition among cities and regions for people and industry. Without enough new people or new industries to go round, the bidding will be in a consumer's market. The city and region that offers the most will get the most.

So we make no predictions as to the rate and amount of the future growth of New Brunswick. Its geographical location is in every way favorable. Its handicaps are internal. They are serious but not altogether insurmountable. By careful planning, wise public financing, and determined community effort, some of these



ASSESSED VALUES OF LAND
THE NEW BRUNSWICK CITY PLAN
 PREPARED BY THE CITY PLANNING BOARD
 RUSSELL VAN NEST BLACK, CONSULTANT

LEGEND

<p>VALUES PER FRONT FOOT</p> <p>\$ 5 OR LESS</p> <p>\$ 6 TO \$ 10</p> <p>\$ 11 TO \$ 20</p> <p>\$ 21 TO \$ 30</p> <p>\$ 31 TO \$ 50</p> <p>\$ 51 TO \$ 100</p> <p>\$ 101 TO \$ 300</p> <p>\$ 301 TO \$ 600</p> <p>\$ 601 TO \$ 1000</p> <p>OVER \$ 1000</p>	<p>VALUES PER ACRE</p> <p>\$ 300 OR LESS</p> <p>\$ 301 TO \$ 500</p> <p>\$ 501 TO \$ 750</p> <p>\$ 751 TO \$ 1000</p> <p>\$ 1001 TO \$ 2000</p> <p>OVER \$ 2000</p>	<p>TAX-EXEMPT LAND</p> <p>E</p>
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handicaps can be removed; all can be greatly reduced. An enlarged future for the City depends upon the degree of success with such efforts.

We have been discussing long-range prospects. More immediate are the problems and prospects of the period directly following the war. But the solutions reached them, and opportunities seized, will have important bearing on what comes after. Best informed estimates, the estimates of the local industries themselves, indicate a considerable post-war drop in total industrial employment in the New Brunswick area,—a drop, however, not nearly as severe as anticipated for many other parts of the country. Since most of the larger industries in New Brunswick and immediate vicinity will produce much the same kind of goods after war as during war, relatively little time will be required by them for reconversion, and there should be comparatively little post-war unemployment on this account. Even more favorable to the City's post-war prospects are the general high quality and stability and the good healthy diversification of local industry. It may be calculated to weather possible post-war economic storms better than most.

Immediately upon lifting the war-time priorities upon labor and materials, considerable new construction, both public and private, will be necessary and can be expected in New Brunswick as in most other places. A large

back-log of needed public and private improvements has accumulated through the war years. Possibly, an enforced federal work-relief program will enable the City to make improvements that ordinarily would have to be extended over a long period of years. A considerable number of industries have indicated intention of making plant improvements and extensions. Much residential improvement and new construction will be necessary. In the planned guidance of this post-war construction activity will come an opportunity for improving the city and correcting past mistakes, such as may never re-occur. It will be an important obligation of the community to make sure that old mistakes are not repeated.

Planning and the city plan and improved zoning, as presented and discussed in the following parts of this report, are offered as the most effective means for directing both public and private future development to best mutual advantage and in the greatest long-time interest of the community. By doing a good planning job and sticking to it, New Brunswick *can*, in time, eliminate many of the obstacles that now seem to threaten its future growth. This is a responsibility not of public officials alone but of the whole community. Only long and persistent community determination to use every improvement-and-development dollar to best account will turn the trick.

PART TWO

The Proposed Master Plan

The general Master Plan for New Brunswick and several special-area plans, as tentatively adopted by the City Planning Commission, are reproduced herein. The originals of all of these plans together with numerous supporting maps and charts are on file at City Hall.

It should be said at the outset that, (a) the Master Plan as herewith presented is essentially a *guide* plan intended for use as a frame-of-reference in making day-by-day and year-by-year public and private improvements, and not an instrument for leading the City into making extraordinary improvements it can ill afford, and (b) the Master Plan is not a "straight-jacket" intended to serve unchanged for all time but is, rather, the best today's guess of the future needs and possibilities of the City. The Plan is subject to change with changing times and circumstances and with the development of new and better ideas as to how to accomplish its objectives. Accordingly, the Plan should be subject to continuous study with a view to its improvement and should never be regarded as a finished thing.

In preparing this plan for New Brunswick, as always when working with old and established cities, there has been conflict between the idealistic and the realistic—between the dream and the practicable—between the things it would be splendid to do and to have and the things which are within the present and probable resources of the City to accomplish.

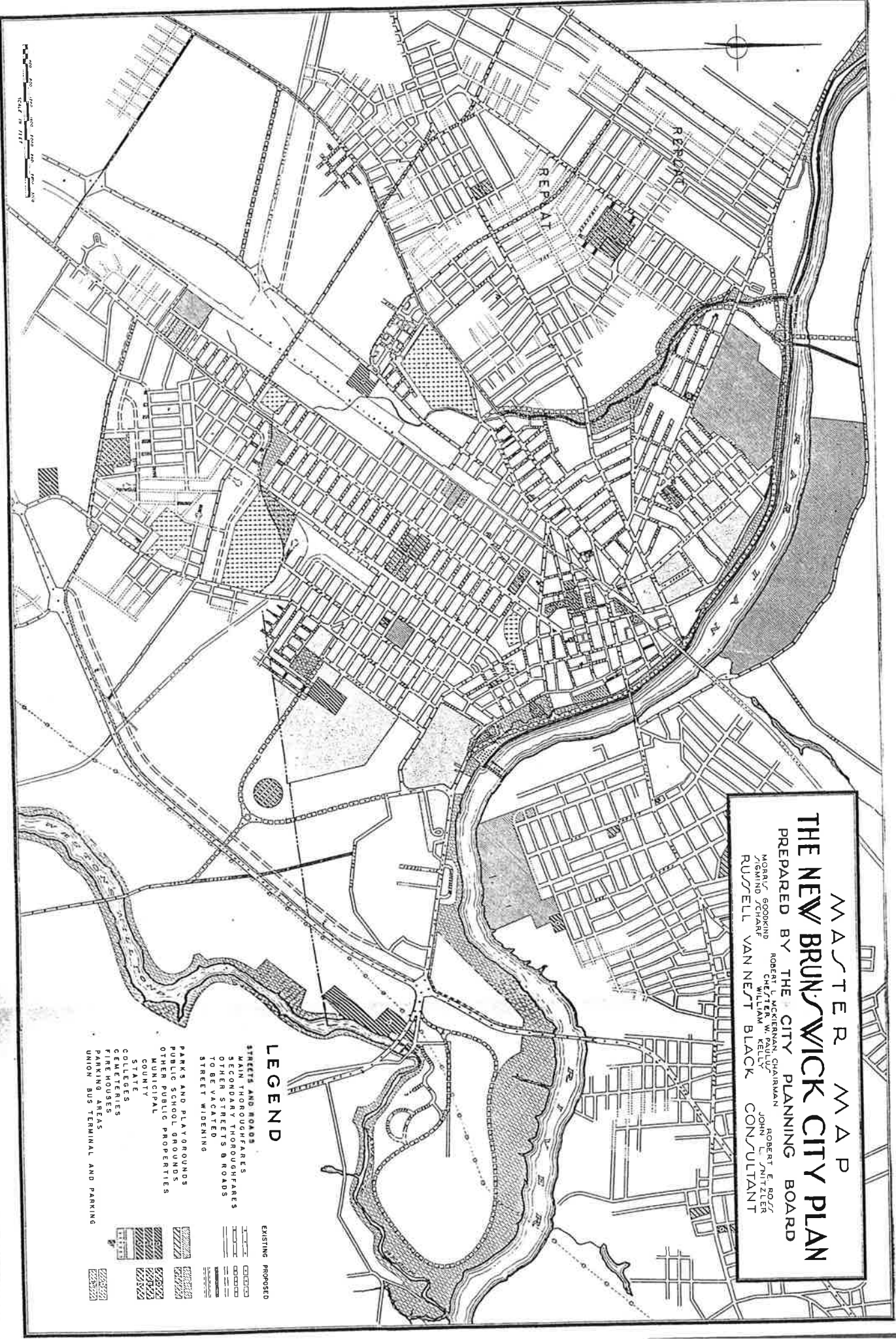
There is an old maxim in planning, "make no little plans, for they have no power of appeal to imaginations of men and, so, come to nothing." And yet, if plans are too far beyond the reach of a community they are dubbed impracticable, are thrown aside, and come to nothing either. We have tried to keep pretty well within the range of things the City can hope to do, perhaps not next year or the next, but eventually, if kept headed in those directions. Time may prove our today's vision too short. If so, there will still be place and oppor-

tunity for the grander plans for more complete reconstruction of the city.

Other choice has had to be between elaborate and monumental schemes for rebuilding the central city and placing greater emphasis upon humbler and less spectacular improvements that more closely affect the lives of the people, for there is no visible prospect of the City's accomplishing both. Traffic congestion and other ills of the central-city must be dealt with, but it is believed that money, time, and effort in New Brunswick had better be spent in improvement of living conditions than in making some of the more showy improvements that have sometimes been proposed for the business district. These, then, are some of the ideas behind the Plan as it now appears.

The Several Parts of Plan and How They Fit Together.

The mapped Plan deals principally with the physical surface structure of the City and its area of probable expansion. It takes into account the present and the most advantageous future use of the land and all essential services like water, sewers, and fire protection. It shows existing and proposed streets, parks and playgrounds and school grounds, other public buildings and properties, and special features like improved parking and transportation facilities and improved treatments of the River and Canal. It anticipates business, industrial, and residential growth and improvement. So far as practicable in an old city, it attempts to achieve protected residential neighborhoods free of unnecessary traffic and relatively self-sufficient in things like recreational facilities and schools. For practical purposes, it is necessary to discuss separately the several parts of plan, like the treet system, parks and playgrounds, and treatment of the River, but they are all a part of a single pattern for the homogenous improvement of the City.



M A S T E R M A P
THE NEW BRUNSWICK CITY PLAN
 PREPARED BY THE CITY PLANNING BOARD
 MORRIS GOODRICH ROBERT L. NICKERMAN, CHAIRMAN ROBERT E. ROZER
 MORTIMER SCHARF JOHN L. KELLY WILLIAM W. KELLY
 RUSSELL VAN NEST BLACK CONSULTANT

- LEGEND**
- | | | |
|--|--|--------------------------|
| <p>STREETS AND ROADS</p> <ul style="list-style-type: none"> MAIN THOROUGHFARES SECONDARY STREETS & ROADS TO BE VACATED STREET WIDENING | <p>PARKS AND PLAYGROUNDS</p> <ul style="list-style-type: none"> PUBLIC SCHOOL GROUNDS OTHER PUBLIC PROPERTIES MUNICIPAL STATE COLLEGES CHURCHES RESIDENCES PARKING AREAS UNION BUS TERMINAL AND PARKING | <p>EXISTING PROPOSED</p> |
|--|--|--------------------------|

Streets Existing and Proposed.

Streets are for the movement of people and goods. When they fail to serve this purpose safely and efficiently, the life and business of the community suffer. Streets and street widths in excess of those needed to serve this purpose are a liability, usurping land better put to other use and imposing upon the community unnecessary expense for improvement and maintenance.

As pointed out in a preceding chapter, New Brunswick's street system is faulty in several serious respects. Streets at the center are too few, too narrow, and badly arranged for the efficient handling of concentrated traffic. The result—severe traffic congestion threatening the health of the central business district and imposing much wastage of time upon vehicles entering the area. Streets, generally, in the outlying and residential sections of the City are too many, too wide, and ill-arranged to serve well the purposes of residential neighborhoods and to afford them a desirable protection from fast and unregulated traffic. The main traffic arteries leading outward from the center of the City are fairly adequate in number, width, and location, but the efficiency of most of them is impaired by too-frequent intersections, caused by excessively short blocks and by the fact that the long way of most residential blocks is laid out transversely rather than parallel to the main streets. Cross-town main thoroughfares, to interconnect the outlying parts of the City and for by-passing the central business district, are too few and too indirect. The main-line of the Pennsylvania Railroad has always been and continues to be a serious barrier to proper cross-town connections. The recently platted areas at the perimeter of the City, particularly those in Franklin Township are marked by almost complete disregard for the main traffic arteries that will be required to serve them if and when they are developed.

The chief street planning problem is to devise a scheme and a procedure whereby the more serious faults of the old street system can be gradually eliminated or reduced at feasible cost, and whereby repetition of the old faults can be avoided in future land development.

A Main and Secondary Thoroughfare System: The first step is to settle upon a main and secondary thoroughfare system:—the main thoroughfares to serve as the principal traffic arteries of the city,—the secondary thoroughfares to serve as the principal feeder streets. Out in the residential areas these main streets should be widely spaced to allow plenty of room between them for the development and maintenance of quiet and safe residential neighborhoods. Here and at the center of the city their spacing must be much closer to accommodate the greater concentration of traffic there and to provide the necessary frontage and street space for the comfortable conduct of business.

The proposed main and secondary thoroughfare system for New Brunswick is shown on the accompanying City Plan Map. It is chiefly comprised of already established main streets, some ultimately to be widened or otherwise improved, but includes a number of proposed new streets and street extensions required to unshackle in-city traffic congestion or needed to handle the future traffic of the outlying areas and to give these areas proper order and form. The system extends of necessity into the adjoining township areas where its effectuation, naturally, will require cooperation with and from the Township and County authorities.

Problems are principally four: to relieve congestion at the center, to improve cross-town connections, to save and improve the quality of residential neighborhoods, and to effect all possible economy in future street improvements. The solutions to all four of these problems are inter-acting. Each will help with the other three. Proper cross-town connections will relieve congestion at the center. A logical and effective main thoroughfare system will invite traffic to use it, reducing the dispersal of through traffic into residential neighborhoods and permitting the safe reduction of paving widths and weights on non-traffic streets.

Relief of Central City Congestion: Greatest concentration of normal traffic in the City is on Albany Street from bridge to railroad and on George Street from Albany Street to Livingston Avenue. Traffic congestion on these streets

is the more severe because they represent New Brunswick's most valuable and most developed business frontage. The chief reason for congestion on these streets is lack of convenient by-pass or relief streets. A considerable proportion of the traffic on both streets is moving not to the business district but *through* it to get through the City or from one part of it to another. The width and capacity of both Albany and George Streets are probably sufficient to accommodate quite comfortably all the traffic actually having destination along these streets.

Partial relief might be had through the judicious creation of one-way streets and by other regulatory devices. A more obvious solution would be widening both streets. But this would be very expensive, and the results would probably be disappointing. To be of much effect, both roadways would have to be widened by at least 20 feet, requiring the demolition and reconstruction of the fronts of most of the City's principal business structures. Unless other remedial steps were taken it would be only a question of time after widening before congestion on these streets would be as great as or greater than before. Possibly meriting consideration, would be establishing a building set-back line on one side (the least developed side) of one or both streets—to keep all future construction back from the street and out of the way of future widening. In time the way might then be cleared for doing the job at greatly reduced cost.

The best and perhaps the only really effective and permanent solution is to divert and drain off from these streets all traffic that has no direct business on them, before the traffic gets to the congested sections. Some of this can be accomplished by developing and improving relief streets in the central business district, but the process should start at the very outskirts of the City.

Street improvement and extensions shown in the City Plan to accomplish this purpose and to improve traffic circulation in general include:

1. *Widening and Relocation of Burnet Street*: Alternate schemes for doing this are shown on the two accompanying central-city plan maps. One involves use of the Canal right-of-way

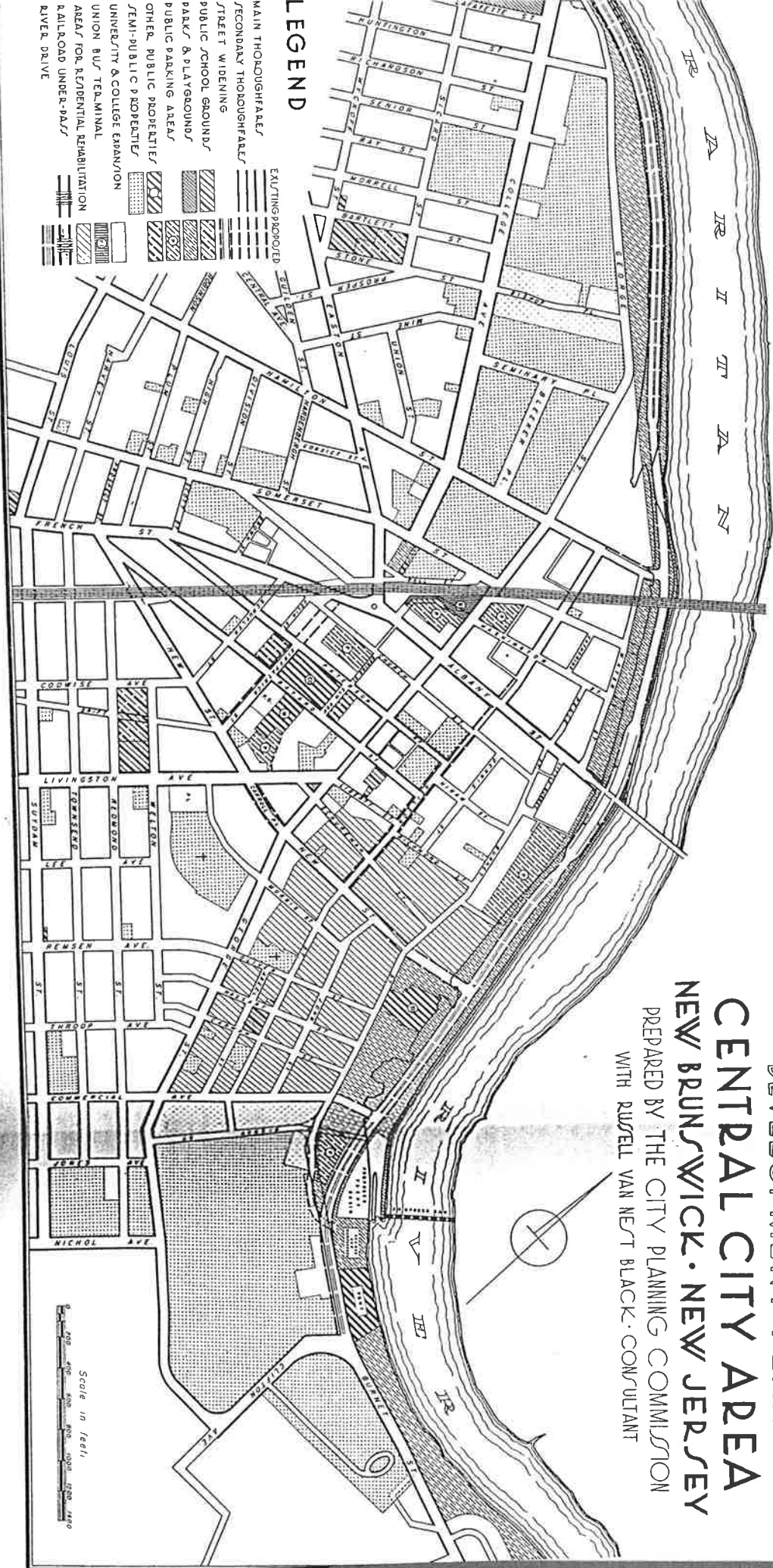
from the lower lock to Landing-Lane bridge; the other provides for widening and straightening existing Burnet Street. Both schemes have their advantages, and both are tied up with general improvement of the river-front and adjacent areas and so, are more fully discussed below on page 55.

2. *Widening of Neilson Street from New Street to Hamilton Street*: Only its excessive narrowness keeps Neilson Street from providing large relief for George Street. But the cost of immediate widening of Neilson Street probably would be out of proportion to benefits derived. Accordingly, it is proposed that building set-back lines (operation of which is later discussed) be established on both sides of this street to keep all future construction back to a future widening line. Such set-backs should be so placed and such widening should be so made, however, as not to interfere with or damage the old churches and other noteworthy historic structures on the street. The average depths of the two set-back lines should be at least 10 feet, permitting the ultimate widening of the roadway from 24 feet to 34 - 36 feet, and increasing the distance between fronts of buildings from 40 to 60 feet.

3. *Creation of New Business Center Between Bayard Street and the Railroad Plaza**: This is an improvement plan prepared by Holden, McLaughlin & Associates, Architects, at the instance of the Daily Home News, and reproduced herein. This proposed plan would unquestionably effect great architectural improvement of this ill-developed and somewhat run-down section of the City. Objections to it are chiefly: (a) its great concentration of traffic upon the already over-congested Railroad Plaza and (b) its large cost in proportion to probable community benefit. If the improvement can be organized by private capital so that the greater part of its cost is paid for out of improved realty values, and the plan can be modified to reduce traffic flow into the Railroad Plaza, the scheme should be well worth serious consideration.

4. *Schuyler Street Extension and Widening**: This is a 1938-1939 proposal of The New Brunswick Traffic Survey Advisory Committee. It

DEVELOPMENT PLAN
CENTRAL CITY AREA
NEW BRUNSWICK · NEW JERSEY
 PREPARED BY THE CITY PLANNING COMMISSION
 WITH RUSSELL VAN NEST BLACK · CONSULTANT

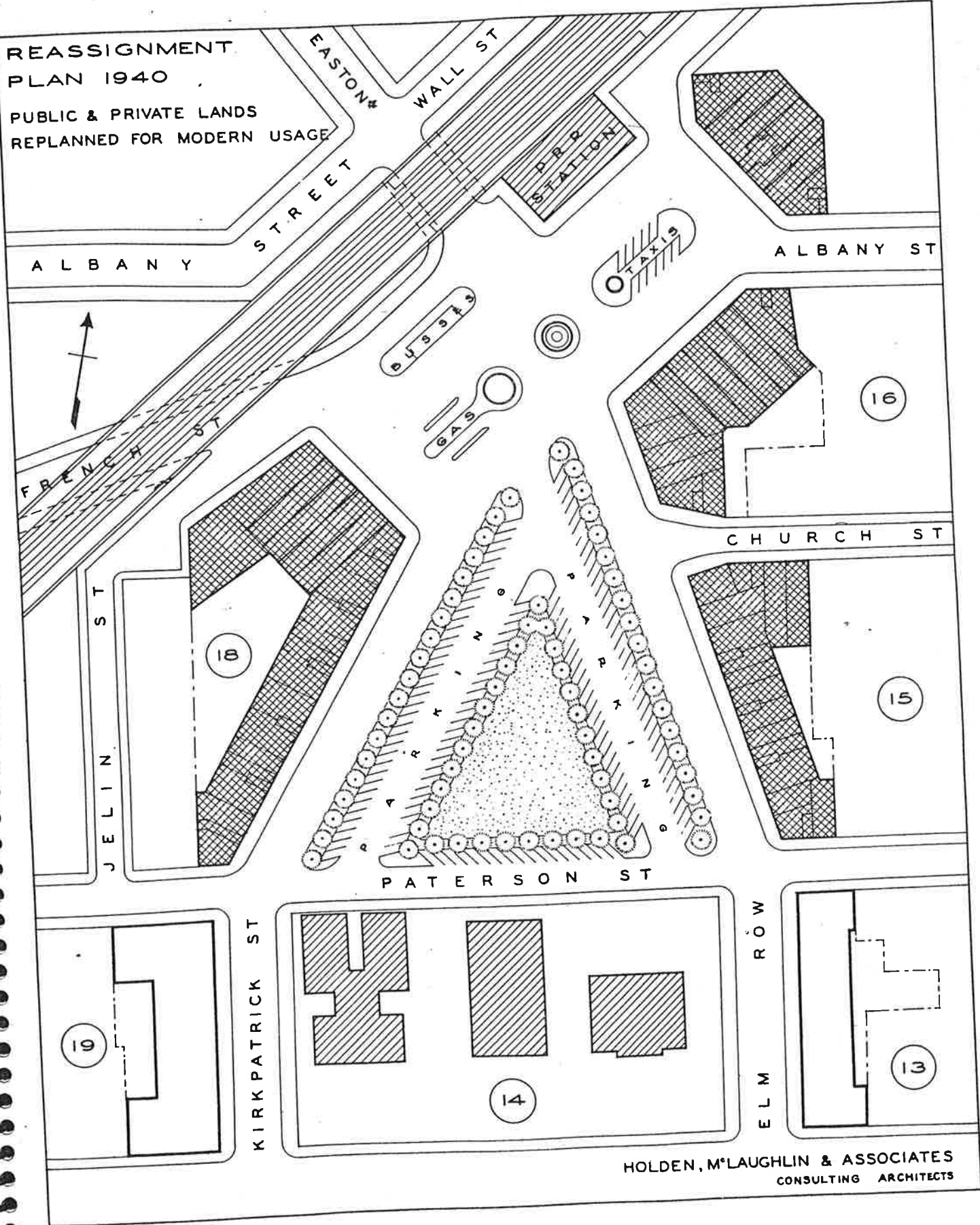


LEGEND

- EXISTING PROPOSED
- MAIN THOROUGHFARE
- SECONDARY THOROUGHFARE
- STREET WIDENING
- PUBLIC SCHOOL GROUNDS
- PARKS & PLAYGROUNDS
- PUBLIC PARKING AREAS
- OTHER PUBLIC PROPERTIES
- SEMI-PUBLIC PROPERTIES
- UNIVERSITY & COLLEGE EXPANSION
- UNION BUS TERMINAL
- AREAS FOR RESIDENTIAL REHABILITATION
- RAILROAD UNDER-PASS
- RIVER DRIVE

Scale in feet
 0 100 200 300 400 500 600 700 800 900 1000

REASSIGNMENT
PLAN 1940
PUBLIC & PRIVATE LANDS
REPLANNED FOR MODERN USAGE



HOLDEN, M'LAUGHLIN & ASSOCIATES
CONSULTING ARCHITECTS

involves the extension of Schuyler Street at both ends to create a by-pass artery from Livingston Avenue to Easton Avenue. It is not included in the present City Plan because, aside from its costliness, it is believed that the traffic confusion and hazards resulting from the several new and difficult street intersections that would be created by the improvement would more than obviate its value.

5. *Kirkpatrick Street Widening and Extension*: The simplest and by far the least expensive direct relief to George Street on the west can be provided by the widening and extension of Kirkpatrick Street from New Street to French Street. At the present time, there are no buildings of great consequence in the way of this improvement. It is recommended as a first step toward relieving central-city congestion. The improved street should have a right-of-way width of not less than 60 to 66 feet.

6. *Railroad Under-Pass for New Street*: Considerable east-and-west-bound traffic heading into the business district would be diverted by taking the railroad embankment "plug" out of New Street. This would be especially effective if and when Burnet Street is improved.

7. *Sandford Street Extended as Cross-town Artery*: Sandford Street improved and extended, as shown in Plan, from Commercial Avenue to Landing Lane and a proposed new Landing Lane Bridge would serve several important purposes: (a) it would divert some traffic from the central business district; (b) it would provide a much-needed convenient way from State Highway Route 25 (via George's Road) to Easton Avenue and the west and to points of interest north of the River, including the Rutgers Stadium and a possible new airport; (c) it would provide needed connection between the east and west sides of the City; and last but not least (d) it would encourage concentration of traffic away from the adjoining residential areas and provide an arterial backbone for the improved development of the adjacent residential sections of Franklin Township. By location partly in Franklin Township, this project will require joint action by the City, Township, and

* Not shown in City Plan.

County authorities. Its location all within the City, as earlier planned and as shown in the 1925 Swan Report, has recently been blocked by the new housing development on Mile Run south of Hamilton Street. The extension from Somerset Street to Easton Avenue can and should be developed as a parkway including both sides of Mile Run. Proper development of this route will include a new over-pass over the Pennsylvania Railroad at a point where a safe crossing would be especially serviceable. The utility of this traffic artery can ultimately be further improved by extension to Route 25, also as shown in Plan.

8. *Outer Cross-Town Artery*: A second cross-town route, all in Township territory, is proposed to extend somewhat indirectly from George's Road to Hamilton Street and beyond. The purposes of this proposed artery are much the same as, although less pronounced than, those of the Sandford Street improvement. But chief of its values would be in providing connection between the east and west sides of the greater city, with much improved access to established and future industries. Some such main traffic way is needed also in anticipation of future development of the adjacent Township territory. The proposed new railroad over-pass would interrupt a railroad stretch of more than two miles now without a crossing of any kind.

...OTHER STREET PROPOSALS: Other street proposals of more general application are as follows:

1. *Balance of Main and Secondary Thoroughfare System*: A number of other streets, some existing and some proposed, are designated to dovetail with those specifically discussed above to comprise the City's main and secondary traffic network. They include as main traffic arteries the seven main radial streets entering the City from the west, south, and east. One proposed secondary route is on the line of Louis and Suydam Streets. This natural cross-town and bypass route, improved and marked to carry an increased volume of traffic, should in itself give considerable relief to the business district. Other proposed secondary streets, as for the River plateau east of Route 25 and as ex-

tended through Township territory, are designed to facilitate improved residential development of the lands traversed.

2. *Street Vacations and Rearrangement of Mapped Streets*: "Mapped Streets" is a term applied to streets which have been mapped and recorded but which have not been built. Only a few such appear within the New Brunswick City limits. But large sections of the adjacent Township lands have been so subdivided, with most of the streets only rough graded or not even appearing on the ground. As said earlier, the street arrangement for much of the unimproved platted land is faulty and wasteful and unattractive to any but the lowest grade of development. It is of mutual interest to the City and the neighboring Townships and the land owners that these maladjustments in plan be now corrected to every extent still possible. The only remedy in some areas is complete abandonment of the present mapped street layouts, followed by wholesale replatting of the land along more modern and more economical lines, with more regard for residential amenities. Only by such radical means can the value and saleability of these lands be restored. Such replatting requires detailed engineering work beyond the scope of this study. Several areas most in need of re-platting are so labeled in Plan.

Incidental street vacations and rearrangements, as shown in Plan, would greatly improve the half-developed area, partly in the City and partly in North Brunswick Township, and bounded by Livingston Avenue, Sandford Street, George's Road and Highland Avenue.

Procedures in replatting are discussed under Part Three, Carrying Out the City Plan.

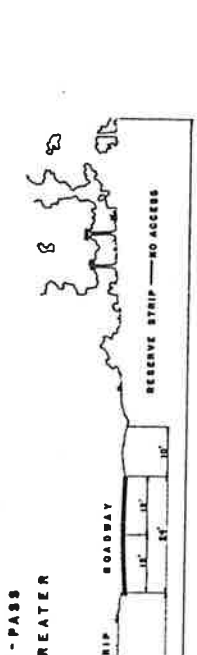
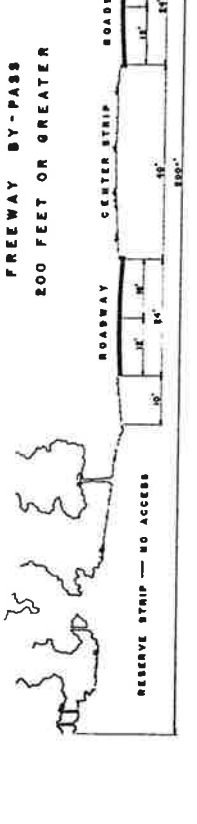
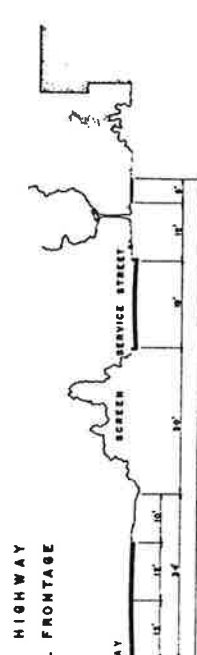
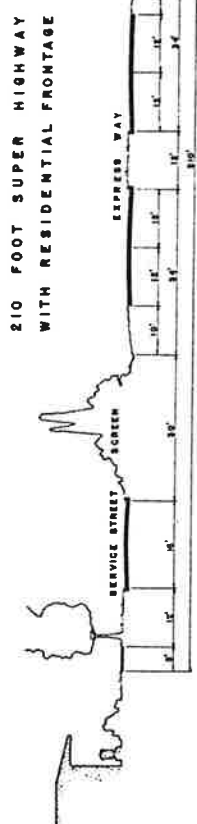
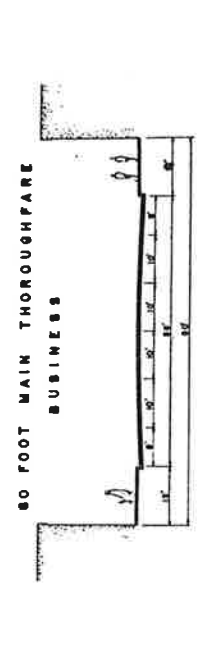
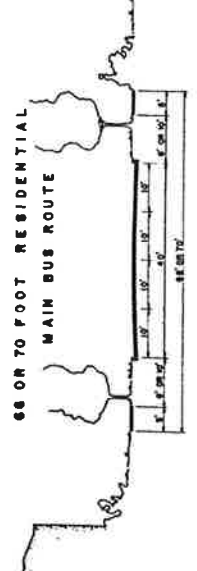
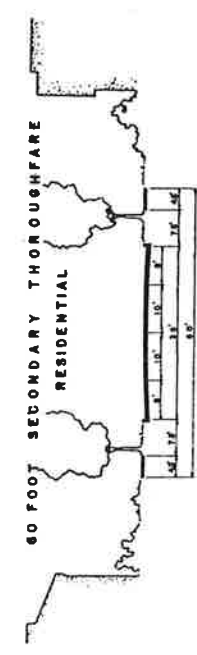
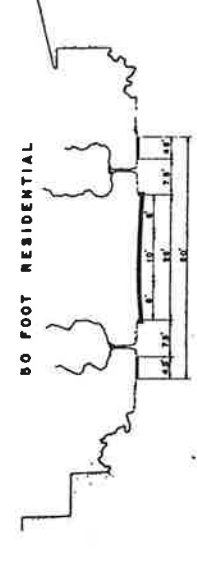
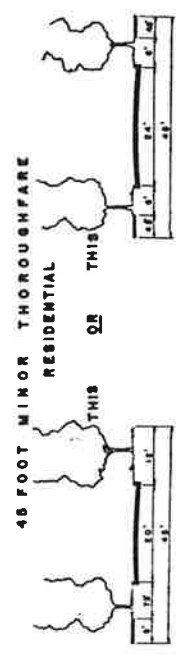
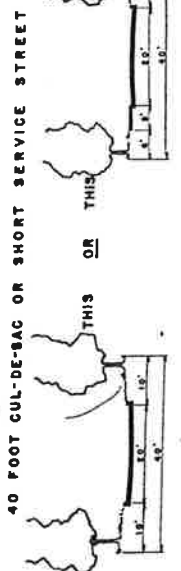
3. *Development of Frontage on State Highway Route 25*: Frontage directly upon heavy-duty highways like State Route 25 is undesirable for residential use and, usually, is worth little for business use because the extent of such frontage is so greatly in excess of any possible demand or business purposes. When such frontage is developed for either business or residential use, with entrance and exits directly upon the highway, the utility and safety of the highway are greatly impaired. Frontage

lands can be given residential values, and the utility of express roads can be preserved by means of interceptor roads parallelling the main road and entering it only at long intervals; by fronting all residential lots upon the interceptor road rather than directly upon the highway; and by providing a buffer park strip between the rears of lots and the highway, to be planted heavily with trees and shrubs.

Such an arrangement is shown in plan for the west side of Route 25, and is illustrated by the accompanying photograph.

STREET RIGHT - OF - WAY AND ROADWAY WIDTHS: The over-all and roadway width of a street should be in proportion to the traffic load which that particular street is or may be called upon to carry. This may seem like a truism, but it is nevertheless a principle not much observed in most cities, and not much observed in New Brunswick, especially during the earlier days when most of its streets were built. As illustration, dozens of short residential streets in the City have roadways as wide as, or wider than, Albany and George Streets. An important value of identifying and adopting a main-thoroughfare system is in the guidance afforded by it for determining roadway and paving widths appropriate to particular streets. Streets in the system, naturally, will require wider roadways and heavier paving than most of those outside the system. Minor streets and most streets to remain permanently residential will be adequately and better served by much narrower roadways.

A further common and costly mistake in most cities has been that of building roadways at odd and unserviceable widths. The street room required by motor vehicles moving at various speeds is pretty well fixed at 8 feet per lane of parked vehicles; 9 to 10 feet per lane of slow-moving mixed vehicles; and 10 to 12 feet per lane of heavy or fast city traffic. Roadway widths should be made up of combinations or multiples of these traffic-lane widths. Otherwise they will be wasteful and inefficient. For instance, the 30 foot roadway quite common in New Brunswick is too wide for three lines of vehicles and not wide enough for four. Accordingly, at least four feet of its width is



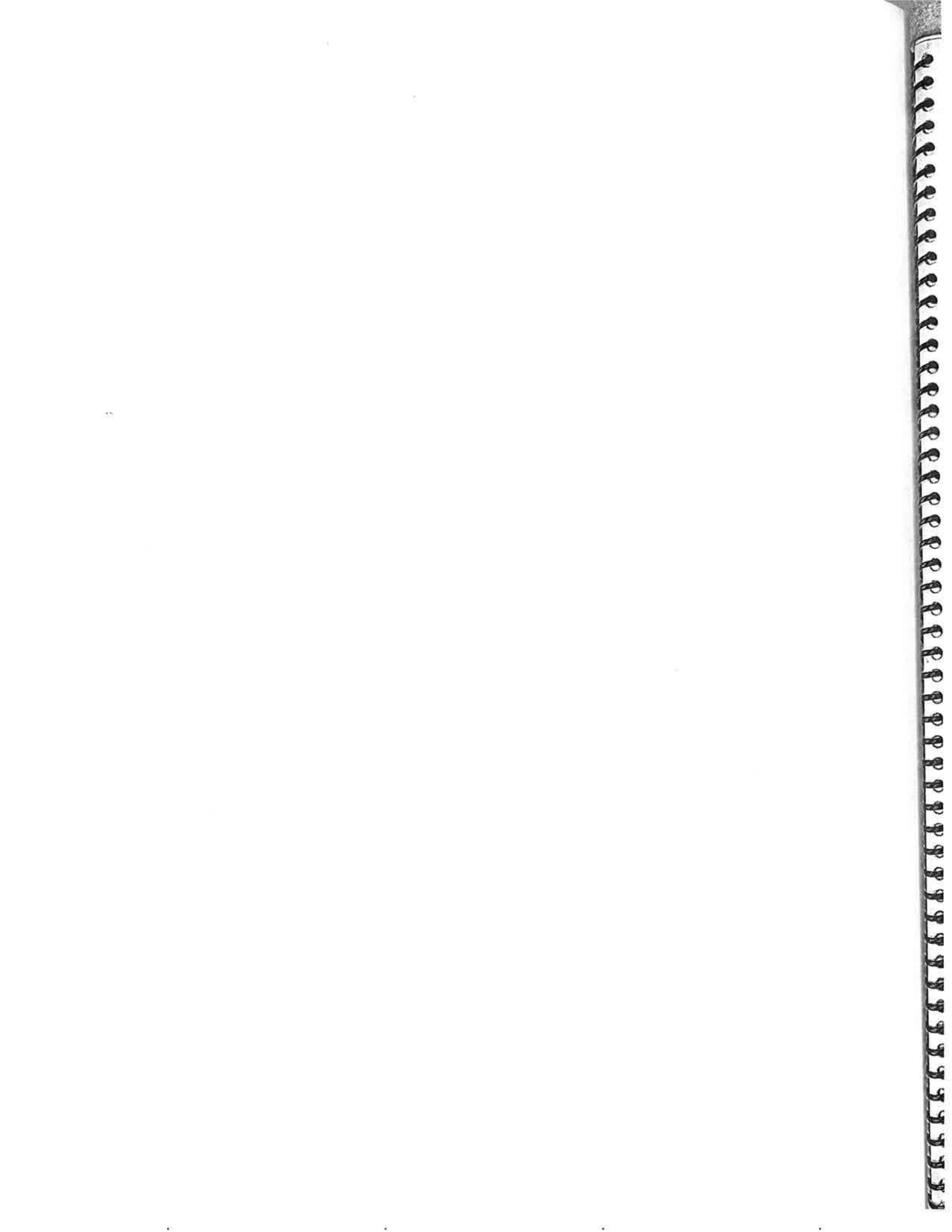
TREES ARE PLANTED CLOSE TO SIDEWALK TO PERMIT POSSIBLE FUTURE ROADWAY WIDENING WITHOUT TREE DAMAGE

ROADWAY WIDTHS COMPRISED OF MULTIPLES OF TRAFFIC LANES OF 9 TO 12 FOOT WIDTHS FOR MOVING VEHICLES AND OF 8 OR 10 FOOT WIDTHS FOR PARKED VEHICLES

TYPICAL STREET CROSS-SECTIONS

SHOWING THE USE OF STANDARD TRAFFIC LANES

* BY RUSSELL VAN NEST BLACK



wasted paving, costly to lay and expensive to maintain.

Typical roadway widths built up of standard traffic lanes are shown on the accompanying chart.

Wherever feasible, streets shown in Plan as main - thoroughfares should have roadway widths of not less than 36 feet. Forty feet would be better for streets carrying heavy bus traffic with frequent stops at the curb to pick up or drop passengers. Widths wider than 40 feet are of little purpose unless enough wider to allow for two more lanes of moving traffic (one lane each way), bringing the total width of roadway to 54 or 56 feet.

Thirty-four to thirty-six foot roadways are probably sufficient for all streets shown in plan as secondary thoroughfares.

With a very few possible exceptions, 26 foot roadways are sufficient for all residential streets in the City outside the main and secondary thoroughfare system. For very short streets and cul-de-sacs, a 20 foot roadway does very well. Excessive residential roadway widths mean a lot of money wasted in misplaced concrete and tend to encourage speeding and the intrusion of foreign traffic. The narrower the roadway, as long as it cares easily for local traffic, the better the residential quality of the street.

Automobile Parking Space.

Maximum parking room at the curb and existing off-street parking space, in and near the business center, are quite insufficient for even present reduced needs and, of course, pitifully inadequate to probable post-war requirements. Most of the off-street parking space is privately owned and is subject to withdrawal for other use whenever profitable.

Several proposed new or extended parking lots are shown in Plan. These should be publicly owned and operated to insure their permanent availability. It is probable that even the increased parking space thus to be provided will be found insufficient. But, outside the areas indicated, there isn't a great deal of choice in parking lot locations within practicable distance of the shopping center. The only remaining possibilities involve clearing of expensively

improved land. This, in time, may be necessary and found justified, but locations cannot very well be anticipated in Plan. Almost any parking lot located within a block or two of the French Street—George Street—New Street triangle would be useful.

Under similarly crowded conditions in larger cities, consideration would probably be given to the construction of a multi-story parking garage. It is doubtful, however, if in New Brunswick the parking pressure is of a nature and severity permitting parking fees sufficient to support so expensive a structure.

Parks and Playgrounds.

Outside of Buccleuch and Feaster Parks, with a total area of less than ninety acres, there are virtually no park or playground facilities in New Brunswick or in its immediate vicinity. The attractive and useful County park across the River is inaccessible except by long walk or car. School playgrounds, often compensating for deficiencies in other kinds of outdoor recreational facilities, are almost non-existent. Total play space for the eight public schools is less than three and a half acres; should be not less than fifty acres. Ideally, New Brunswick should have three hundred and fifty or four hundred acres of out-door recreational lands; more, if to serve an increasing population and adjacent areas.

The most pressing urban recreational need these days is not for large "picture parks" like Buccleuch Park, but for smaller and more intensively developed park playgrounds closer to where the people live. There should be at least one such park-playground in or adjoining every residential neighborhood and within ten minutes walk of every house. Each neighborhood park-playground should have play facilities for adults as well as for children and should be large enough to accommodate both without over-crowding. Each area should be large enough also for trees and shrubs and flowers to improve its utility as a neighborhood attraction. The best arrangement is to build neighborhood park-playgrounds and schoolgrounds in combination, with total areas of twelve to fifteen acres or more. The required spacing of

the two (walking distance one-half mile) is about the same, and there are important administrative and other economies and advantages in building the two together. No such ideal arrangement, however, seems now possible within the New Brunswick City limits. There is no prospective need for new in-city schools, and there is no room for such elaborate expansion of any of the existing school grounds. These combination areas can, however, still be developed in the sparsely settled Township territory, and two such are shown in Plan to be gotten by enlarging present school grounds.

Proposed Neighborhood Recreational Areas: Four new park-playgrounds are proposed—one at the River-front, adjoining the sewage disposal plant; one at Livingston Avenue and City Line; one at Codwise Avenue and Delevan Street; and the fourth, on Mile Run between Central Avenue and Hamilton Street. In addition, it is recommended that the land east of Pine Street, now leased for playground use, be acquired as a permanent playground, and that Feaster Park be redesigned and redeveloped for better appearance and more efficient play use.

These areas, individually and collectively, are much less than could be hoped for in quality, size, and location, but they appear to be the best and just about the only remaining possibilities. Properly developed, they would provide a fair neighborhood play area within a half mile of every developed part of the City.

It must be re-emphasized that *every one* of these play areas is urgently needed. There should be no delay in acquiring the necessary additional lands, for even these few remaining open spaces are likely to disappear after the war.

Improvement of Buccleuch Park: This is a very attractive park, but parts of it need refurbishing, and it needs to be made more useful and more used. All or most of the interior roads should be eliminated. Cruising automobiles have no places in a park of this small size and interfere with its proper development and use. The now somewhat barren open meadows should be rearranged and more extensively used as play lawns of one kind or another. More of more kinds of play facilities should be installed. It should be possible in Buccleuch

Park to sun bathe, sit in the shade, skate or swim, and to find place or playing almost any game from chess to baseball.

Recreational Development of River and Canal: Both the River and the Canal are great recreational assets marred by neglect and abuse but recoverable. Both should be scenically improved and made more accessible and, recreationally, more useful. Recent progress toward ridding the River of domestic waste should be extended after war to removal of harmful and unpleasant industrial wastes. As the water becomes purer, the greater naturally will be the incentive for opening the River to public use and enjoyment.

The City should own or control its entire Canal and River front. First step would be acquisition and improvement of the frontage from the Port to the Albany Street Bridge, including most or all of the land between Burnet Street and the River. Here might be developed the City's most attractive and most useful recreational center, with room for special features like a community building and yacht basin.

As opportunity affords, City ownership and control of frontage should be extended east and west along the River to the City limits, where similar control should be assumed by the County or the State. As the factory buildings between Water Street and Canal obsolesce and are torn down, this property also should be taken over by the City, not to be reoccupied by buildings.

The old and recurring idea of building a dam in the River at or near the lower lock to stabilize the water level in the River is believed to be good and has been incorporated in the City Plan. To avoid up-river damage, the dam would have to be quite low, possibly not more than a foot or so above mean high tide. But that would quite serve the purpose. The River is a sufficiently large body of water. All that is needed to improve its usefulness for boating and other aquatic sports is to stop tidal action and maintain a fairly constant water level.

As will be discussed more fully below under "Burnet Street Improvement," alternate proposals are offered for treatment of the Canal.

From the westerly city limits to the deep lock at the Johnson & Johnson factory, the Canal is under the jurisdiction of the State Department of Conservation and Development, with authority to develop and maintain it for recreational use and as a source of industrial-water supply. There is question of jurisdiction over the section of Canal from the deep lock to the outlet lock. The State has indicated that, so far as it is concerned, the City can use and develop this section as it may choose. The alternate proposals are:

(a) To use the Canal right-of-way from the lower lock to Landing Lane Bridge as a parkway in the relocation and extension of Burnet Street, as shown on the General City Plan, and, in greater detail, on the Central-City Plan. The scheme, naturally, would be contingent upon cooperation from the State first in consent to this use of the canal property and, finally, in building the parkway, for, while of considerable local service, the road would be primarily a state route.

(b) To retain the Canal and improve access to it by acquiring additional frontage particularly along the section from the deep lock to the outlet lock, over which section the City should assume or acquire jurisdiction. (See alternate Plan or Burnet Street Improvement.)

Both schemes have their advantages and disadvantages. Plan (a) may prove to offer the more practicable solution of the Burnet Street relocation problem and prove in the end the more economical for the City. It has the further advantage of removing the canal barrier and giving direct public access to the entire river-front, important if the River is developed recreationally as proposed. It has the disadvantage of imposing a relatively high-speed traffic artery between Town and River, a disadvantage compensated for in part, however, by the scenic potentialities of the river-front drive and the continuous embankment esplanade along the River, both a part of the Plan. Plan (b) is simpler but probably less attractive to State financial aid, and thus likely to impose a greater cost upon the City. (Plan (b) shows more land in public use between Burnet Street and the River, but this is an elastic fea-

ture adjustable in both plans.

Other Parks and Reservations: Other proposed parks and public reservations shown in Plan include (a) the Mile Run stream bed and banks from Somerset Street to the River; (b) the bottom lands and bluffs along the River east to City Line and the outlet of Lawrence Brook; (c) the stream bed and banks of Lawrence Brook from River to Weston's Dam; and (d) wider protective margins around the city reservoirs on Lawrence Brook.

For the most part, the above lands are valueless for residential or other economic use and have a natural scenic quality which can be developed and protected only in public ownership. Generally, however, these lands are not susceptible to intensive recreational use, and no great amount of money should be spent upon its development. A chief purpose of the reserve strip around the reservoirs would be added protection against pollution, but, perhaps equally important, would be saving the woodland and other natural growth along the banks for future public enjoyment. Such stream valley and river-front reservations invariably have the effect of improving the residential values of adjacent land to an extent often justifying their free dedication to park purposes by their up-land owners.

Play Lots and Tot Lots: A recreational need not hitherto discussed is play space for very small children, in the form of play lots or tot lots. Where, as in many parts of New Brunswick, houses are crowded close together on small lots without yards for play at home, the need for the public play lot is especially great. A lot of a quarter to a half acre may be sufficient for play lot purposes if properly equipped. In some cases the needed facilities can be developed in connection with the larger general-purpose park playgrounds. But more will be needed because the tot lot should be only a few minutes walk from home.

No play-lot or tot-lot locations are shown in Plan because it is believed that their acquisition and distribution is more a problem of administration than of long-range planning. The operation and maintenance of these play areas requires special supervision. When the requisite

administrative and supervisory machinery is set up, it will be a comparatively simple matter to acquire the necessary lands in useful locations. They should be placed in congested residential areas, well away from traffic streets. Two or three small vacant lots may serve the purpose upon occasion. Some of the properties taken over by the City for unpaid taxes might be used to especially good advantage.

Schools and School Grounds.

As already indicated, the capacity of present public school buildings in New Brunswick is in excess of present and visible future need. If and when additional school buildings are needed, they probably will be built beyond the present city limits in now sparsely developed Township territory.

The great deficiency of the New Brunswick school plant is in building space and play space. Most of the school properties are so small that it has been necessary to crowd even the buildings on the land. In no case is there anything resembling proper play space.

None of the present City school grounds can now be enlarged except at the large trouble and expense of acquiring and clearing improved property. In the cases of the Roosevelt Junior High School and the Lincoln Elementary School some enlargement of grounds for playground purposes appears to be relatively simple. It should be relatively easy and inexpensive also to extend the High School-Livingston Elementary School grounds eastward to include at least the greater part of the two adjoining blocks. These several proposed school-ground extensions are shown in the City Plan.

Unfortunately in the case of the proposed extension of the High School grounds, new housing recently built at the corner of Lee and Comstock probably would have to be excluded from the taking. The City holds tax liens or tax titles for a number of properties within these blocks, as a start toward acquisition. The enlargement, as shown in Plan, would incorporate the intervening sections of Delevan Street and Lee Avenue. With or without eastward extension of these school grounds, the section of Delevan Street between the two

schools should be vacated and added to the school properties. Vacation of the section between Comstock and Sandford Streets would be beneficial to Lee Avenue, rather than otherwise, reducing the amount of through traffic on the street and improving its residential quality.

Redevelopment of Feaster Park should provide play relief for the Nathan Hale School, as well as additional adult recreational facilities. The proposed park-playground between Burnet Street and the River will serve the Lord Stirling School on Carman Street, and serve less conveniently the Bayard School, for which no playground enlargement appears practicable. There seems to be no solution for a Washington School playground except carving one wherever easiest out of solidly built-up land.

Large extensions are suggested in Plan for the Dean Avenue School in Franklin Township and for the Mill Lane School in North Brunswick Township. The idea in both instances is that the enlarged grounds be developed as combination school grounds and neighborhood parks, with great benefit, it is believed, to the neighboring residential properties.

Other Public Buildings.

In General, except as noted below and except for minor extensions and improvements, there appears to be no near-future need for new or additional public buildings in New Brunswick. For the most part, municipal and county offices and services are well and adequately housed. The City has a fine library and a new post office.

A *Community Building* or social center is the one outstanding public-building need of New Brunswick. There is a good Y.M.C.A. and a much less adequate Y.W.C.A. and more or less makeshift provision for other civic and social activities but no proper headquarters for this side of community life. A building is needed to serve as a sort of community clubhouse, as a meeting place for agencies like the Forum and other civic organizations, and as a place for conducting all kinds of community functions and affairs. There should be large and small meeting rooms and play rooms,—

perhaps an auditorium or concerts and other community gatherings larger than can be accommodated in any of the school auditoriums.

Suggested alternate locations for a community building are (a) opposite the County Building on Kirkpatrick street, as shown in the Central-City Plan; and (b) at the riverfront, approximately as shown in the Alternate Plan for Burnet Street Improvement. Location (b) would be practicable only in the event of extensive recovery and redevelopment of the riverfront.

Soon after victory there will be talk of building some kind of a war memorial in New Brunswick. Especially where, as in New Brunswick, there is so much social need, war memorials should be living and useful things. No more appropriate war memorial than a community building comes presently to mind.

Water and Sewer Services.

Water Sources and Supply: The City's present potable water comes from developed surface sources on the Lawrence Brook watershed east of the City. Storage is by a series of reservoirs. The City is now using or has contracted for approximately all its present supply. There remains virtually no margin for population or industrial growth or for servicing adjacent areas, as may eventually be requested or required.

Alternate plans for developing additional supply have been under tentative consideration by the City. One would be by raising the Farington Dam to increase present storage capacity by about 6,000,000 gallons a day (enough for an additional population of 20,000 or more); and the other would involve developing a separate industrial-water system, with water to be pumped directly from the Canal. Either probably would meet the City's additional requirements for some time to come, and the present thought, for the time being, is to develop either one or the other but not both.

This study has produced no conclusions bearing one way or the other on the City's water supply problem except that, whatever the ultimate solution, the question of extending service into adjacent residential and industrial areas

should be taken seriously into account. If the New Brunswick community is to grow a great deal, most of the expansion will have to be into Franklin or North Brunswick Township. Both quality and speed of development of these fringe areas will depend considerably upon the availability of a dependable public water supply. Before perfecting the plans for increasing the City's supply and or extending the present distribution system, it would seem only sensible for the City and Township Authorities to do a little joint thinking about the future fringe-area water supply. Is it to come from independently-developed sources, or can it be obtained better and more economically from the City? The answer might make a considerable difference in the City's water-development plans.

Sewers and Sewerage Service: The City is well served by sewers at the present time, and services have been extended to a small adjacent area in North Brunswick Township. The present sewage disposal plant, however, is being operated to near capacity and will have to be enlarged in proportion to future increase of area served or of volume of sewage to be handled. As with water supply, the question of extending City sewers into Franklin Township will eventually arise and should be anticipated in planning further improvements of the City's collection and disposal system.

Any enlargement of the present disposal plant must, of course, further emphasize the incongruity of its location so close to the center of the City and directly in the path of desirable river-front improvement. It is a pity so much money has been so recently invested in this plant that suggestion now for moving it to a more appropriate location further down the River would seem little short of ridiculous. However, some thought should be given to that possibility if and when the question of extensive additions to the present plant arises. The present plant undoubtedly has a deteriorating effect upon its near neighborhood and will forever handicap its rehabilitation. Any enlargement of the plant would tend to aggravate that difficulty.

Historic Buildings and Sites.

Considering the age of New Brunswick and its important place in the history of the State and Nation, relatively few noteworthy historical structures have survived. There appear to be none dating back to the very nearly beginnings of the community. The City does have, however, some unusually fine old buildings, notably the Rutgers Chapel and the Neilson Street churches.

No special study has been given to preserving or restoring historical buildings and sites beyond avoiding unnecessary damage to them in the process of making other improvement. This question, however, will arise more positively if and when any extensive rehabilitation of the area between George Street and the River is undertaken. It is here naturally, in the oldest part of the City, that most of the remaining colonial architecture is found—some in the churches and old hotels and some in scattered dwellings. Which of the older structures can and should be kept or restored will be among the more important considerations in planning the rehabilitation of this area.

Burnet Street Improvement.

The improvement of Burnet Street as a relief artery for George Street and for general district has been subject of long discussion in New Brunswick. Involved, in the proposal to use improved Burnet Street for rerouting State Highway No. 28 through the City and to clear some or all of the land between old Burnet Street and the River for recreational and other public use. Because of the State interest in the matter, it has been hoped that material State aid might be made available to further the improvement.

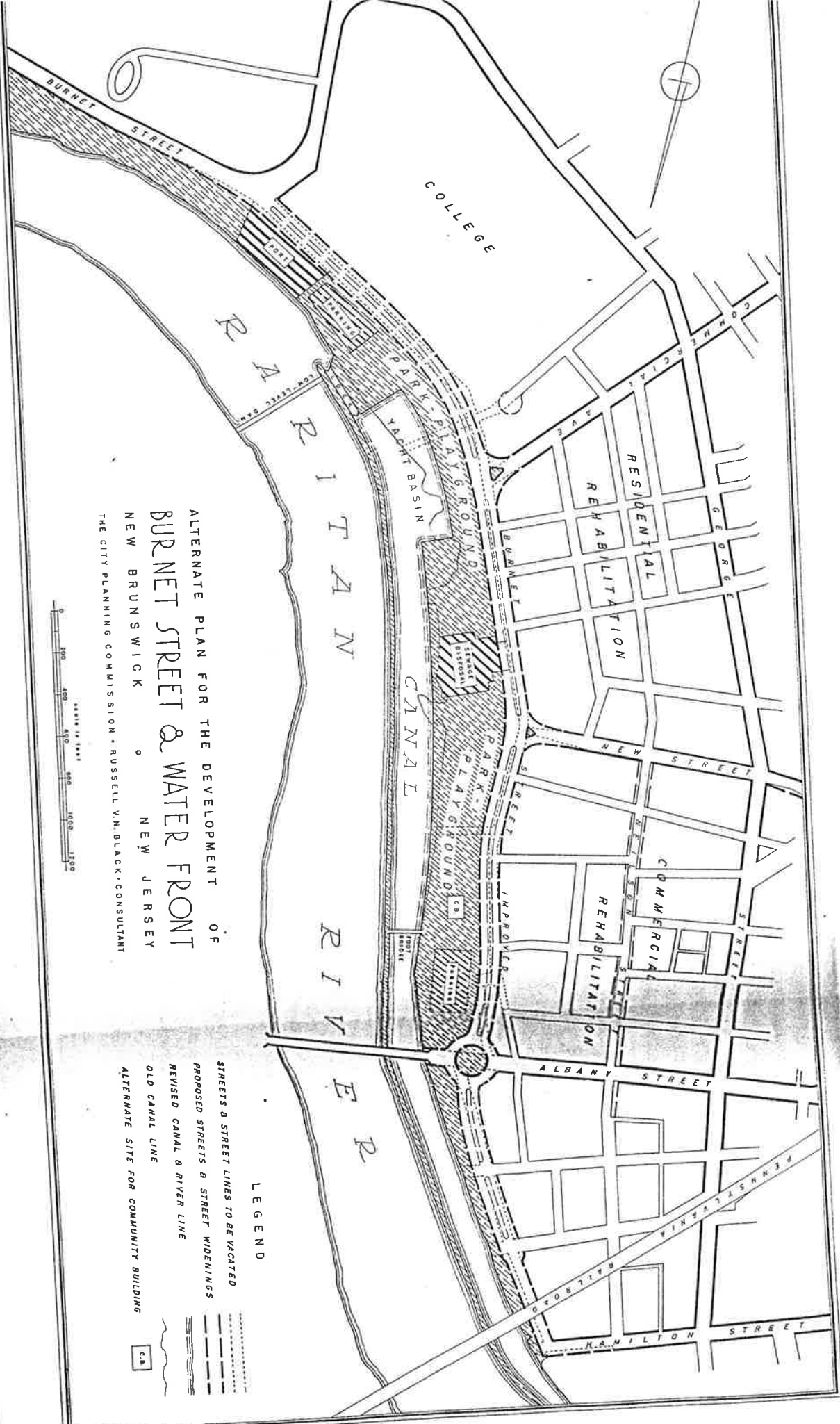
We concur in the general merits of this proposal and submit herewith alternate schemes for its accomplishment, hereafter designated as plans (a) and (b). Plan (a), using the Canal right-of-way for a new Burnet Street location and carrying the new thoroughfare all the way through the City from the Burnet Street hill to Landing Lane Bridge, appears on the General City Plan and on the "Plan for Develop-

ment of the Central City; and Plan (b), keeping the new thoroughfare approximately on the present line of Burnet Street, is shown on the "Alternate Plan for the Burnet Street Improvement."

The two plans show somewhat different disposal of the land between Burnet Street and the River, but this difference is unimportant because the several proposed uses of this land are interchangeable between the two plans. The essential differences in the two schemes are in the placing of the new thoroughfare.

Plan (a) is preferred and recommended, provided further study does not develop insurmountable construction difficulties. As placed, and as shown in Plan with few street intersections at grade, this location would provide a very attractive and almost uninterrupted riverfront drive or parkway along the whole breadth of the City, giving direct public access to the River the whole way. It should be of special interest to the State as providing perhaps the best possible way through the New Brunswick-Highland Park area for a new or improved route which should some day be built from Somerville Circle to Route 25 and eastward to the Shore. If the initial construction stops at the Albany Street Bridge, as originally proposed, merely to provide a new location for Route 28 from the Bridge to Route 25, this location has the advantage of leaving the way open for later extension westward as would not be very feasible if making the improvement on the present alignment of Burnet Street as shown in Plan (b). Pending extension westward, a temporary connection with the Albany Street Bridge could be provided.

As shown in Plan (a), the street would take off from the Burnet Street hill on an embankment to reduce the present "hill" grade, and would then follow the Canal right-of-way under the Albany Street Bridge and under the Railroad Bridge to a proposed new Landing Lane Bridge, with possible extension to Easton Avenue beyond the City limits. The Canal would be filled by material dredged from the River, by solid City wastes, and by cuts from the steep Canal banks in places like that west of the Johnson & Johnson factory. The present Canal



ALTERNATE PLAN FOR THE DEVELOPMENT OF
BURNET STREET & WATER FRONT
 NEW BRUNSWICK, NEW JERSEY
 THE CITY PLANNING COMMISSION • RUSSELL V.N. BLACK, CONSULTANT



LEGEND

- STREETS & STREET LINES TO BE VACATED
- PROPOSED STREETS & STREET WIDENINGS
- REVISED CANAL & RIVER LINE
- OLD CANAL LINE
- ALTERNATE SITE FOR COMMUNITY BUILDING



embankment would be retained, and space between road and River not actually needed for roadway, would be developed as a River esplanade. Canal water not needed for industrial purposes would be spilled into the River above the Landing Lane Bridge. Water needed by the industries along the abandoned section of the Canal would be carried by an aqueduct placed under the road, in the canal bed. Plans for more extensive use of the Canal water by the City would not be interfered with, because they call for pumping the water from above the Landing Lane Bridge, in any event. Engineering questions still to be more precisely determined include: the required elevation of the new road to avoid serious flood hazards; the extent to which the south approach to the Albany Street Bridge might have to be altered to permit the road to pass under it; and the possible effect of the improvement upon the flood-water flow of the River. The latter question is tied up with possible future flood-control improvements in the Raritan River Basin. Reservoirs constructed in the Upper River, either for water supply purposes or to supply the much talked of Cross-Jersey Ship Canal, would reduce all flood hazards at New Brunswick.

Plan (b), using the present alignment of Burnet Street, is essentially much more local in its benefits. Its utility would be greatly increased by carrying the new street across Albany Street to connect with Hamilton Street (as shown in Plan), thus to provide a more complete relief for cross-town traffic. But this extension, involving special treatment of the Albany Street intersection, would add materially to the cost of the improvement.

At this stage of the study, no cost estimates for either of the plans have been possible. It is thought likely, however, that, in considering only that section from the Burnet Street hill to Albany Street, the cost of plan (b) would be as great as or greater than that of Plan (a), and might prove very much more costly to the City if, as anticipated, proving less attractive to the State as an object of State aid.

Objections have been raised to Plan (a) as comprising a traffic barrier between the City

and recreational use of the River. But the road, in fact, would be about as much of a barrier in one location as in the other, and Plan (a) leaves the greater bulk of the proposed river-front park and playground on the City side of the road where it can be easily and safely reached from the adjoining residential areas. To be considered also is the fact that the Canal is already a very effective barrier between City and River and that the proposed river-front parkway would at least take the people out to the River, although, admittedly, not leaving much recreational space directly on the River bank.

Whichever the location finally decided upon, all or the greater part of the land between present Burnet Street and the River will come into good play for multiple public purposes as proposed in one plan or the other. Pending further development of this project, therefore, the City would be wise to accumulate as much of this land as possible, starting perhaps in the neighborhood of the sewage disposal plant where it is proposed to develop the park-playground to serve the Burnet Street residential district.

Rehabilitation of the Burnet Street District.

The general improvement of the mixed residential and business district from Albany Street to Commercial Avenue, north of George Street, has been subject of study for a number of years. Several approaches to the problem have been suggested from time to time, including one published by Commissioner Samuel D. Hoffman in 1936.

This is the oldest part of the City and contains both New Brunswick's finest old architecture and many of its most decrepit buildings. North from Schureman Street, commercial structures predominate. South from Schureman Street, the district is mostly residential except for Burnet Street frontage. Run-down and obsolete business structures are in about the same proportion as run-down and undesirable dwellings. Successful treatment of the area is complicated by the fact that the worn-out and definitely substandard structures, both commercial

and residential, are widely scattered through the district; not concentrated where they can be dealt with en masse by wholesale clearance and redevelopment.

The street pattern, like many of the buildings, is obsolete and inefficient. Ideally, the whole district would be cleared and completely rebuilt. But that would be extremely visionary within any known financial means and probably is not much more called for here than in several other parts of the City.

Systematic rehabilitation, rather than large-scale rebuilding, appears to be the more likely treatment. Because of the large remaining values in the majority of the existing structures, and because of the comparatively low economic return from any conceivable use of the recovered land, complete clearance and rebuilding of any large proportion of the area is not likely to prove attractive to private capital or a now justifiable use of public funds.

Rehabilitation of the section north of Liberty-Richmond Street would most logically be commercial, not only because already predominating in this use, but because probably needed to maintain the business life of the City. The remainder of the area would be more properly improved for residential use.

No detailed plans for rehabilitation of the area are here offered. They are necessarily subject to further study in accordance with whatever line of attack upon the problem may be finally agreed upon. Initial steps essential in any case include: (a) acquisition and development of all or a considerable portion of the river-front land for recreational and other public use; (b) revision of the Zoning Ordinance to give protection to the part of the area set aside for residential improvement, and to prevent further over-crowding of the land; and (c) condemnation and demolition of all unfit and unsafe structures, after due notice to the owners.

Improvement of the river-front, introduction of a neighborhood park and playground, and improved zoning protection should stimulate considerable owner-improvement of individual properties and, eventually, some new investment. They would be equally effective in safe-

guarding and in assuring the success of any future public or semi-public housing investment in the area.

Proposed Union Bus Terminal.

The several regional and inter-urban bus lines now serving the City have no proper terminal facilities. The Greyhound Bus Company, being subsidiary to the Pennsylvania Railroad, has the use of the Railroad station and grounds. The other bus lines must use the crowded streets for all business, to the mutual distress of both management and passengers, and at serious interference with traffic. Even the Greyhound terminal facilities are not very satisfactory because of the lack of bus room at the station plaza.

There is indicated need for an off-street union bus terminal, desirably connected with the railroad station for the convenience of transferring passengers.

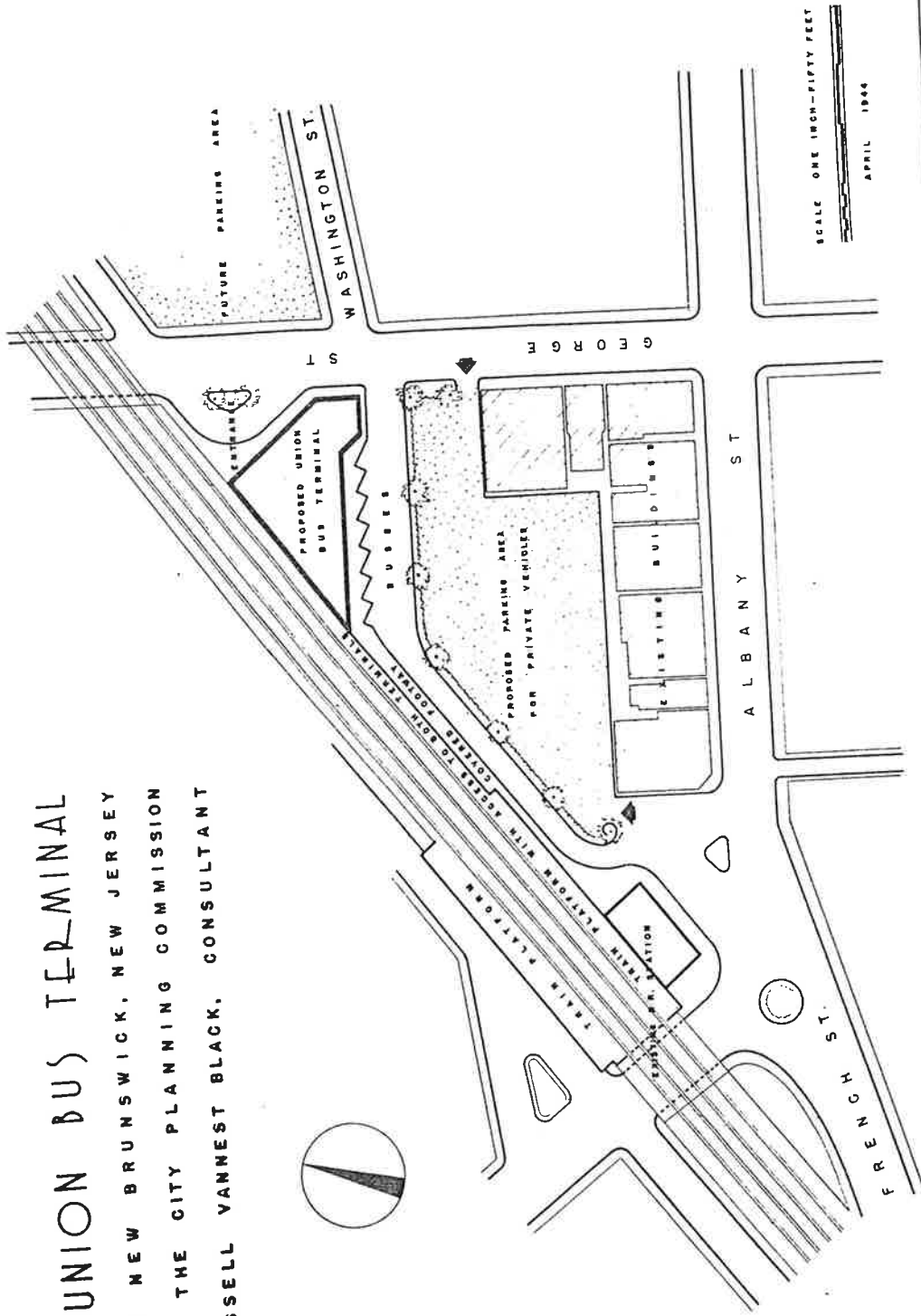
Proposed location for the terminal is at the westerly end of Washington Street, adjoining the Railroad plaza. The end of Washington Street would be vacated and lands cleared to provide room for a terminal building, bus loading platforms, and parking space, as shown in the accompanying Bus Terminal Sketch. The parking lot thus enlarged would provide additional parking space for railroad users as well as for bus clients. The arrangement would include direct access from the bus terminal to the railroad station and train platform, and one-way circulation of buses into and out of the terminal.

It is assumed that this would be a self-liquidating project either financed directly by the user-utilities or supported from fees paid by them.

Railroad Station and Surroundings.

The present railroad passenger station is old, architecturally unattractive, and probably none too adequate to its purpose. The approaches are congested, and automobile parking accommodations are insufficient. Many of the business structures in the near vicinity of the station have deteriorated. Comparative values of adjacent business frontage have declined. In short, the convenience and general appearance of this

A UNION BUS TERMINAL
FOR NEW BRUNSWICK, NEW JERSEY
BY THE CITY PLANNING COMMISSION
RUSSELL VANNEST BLACK, CONSULTANT



city gateway and its surroundings are not particularly creditable and are likely to grow progressively worse in the absence of some remedial action.

Obvious alternate solutions are: (a) building a new station in a more spacious and less congested location, and (b) clearance and redevelopment of the whole station neighborhood. Neither seems very feasible or probable at this time. In the face of increased post-war competition, the railroads are not likely to have much money for replacement or elaborate improvement of serviceable architecture. With all its other more pressing needs, it is doubtful if the City will soon have, or would be justified in spending, much money for general rehabilitation of the station locale. For one thing, the railroad station is no longer the focal point of community life that it was in the foot-and-carriage days. Other city entrances and other institutions have become relatively more important.

Although near-future relocation of the New Brunswick station seems improbable, some thought has been given to possible new locations. It is no longer essential that a railroad passenger station be located at the very heart of a city, but in New Brunswick it is certainly highly desirable that the station be within easy walking distance of the shopping center, the Court House, and the University, and that it be readily accessible by street to all parts of the City. The one location large enough and best fitting these specifications is east of French Street between Suydam Street and New Street. However, since station relocation is not seriously proposed at this time, this new site possibility is not shown in the City Plan.

General architectural reconstruction of the station neighborhood is thought to be more properly a function of private capital with appropriate public guidance and assistance, and far down the list for expenditure of any large amount of public funds. This is not to say that architectural reconstruction of the station surroundings is undesirable, but to suggest that there are many other needed improvements promising greater benefit. Several ideas for station-neighborhood improvement have been

advanced from time to time. One is the Holden Plan discussed and reproduced earlier in this report.

Incidental Effect of Other Proposed Improvements Upon the Station Area: While not completely transforming the station locale, a number of the other plan proposals should have important beneficial effect upon the station situation and upon the appearance of station surroundings. They are:

1. The extension of Kirkpatrick Street, serving to create new and improved business frontage.
2. The creation of traffic reliefs calculated to reduce traffic volume and congestion on Albany Street at the station plaza.
3. Construction of union bus terminal and new parking lot adjoining the station plaza, with the effect of reducing plaza congestion and improving the whole general appearance and utility of the area east of the station.
4. Construction of a parked pedestrian cut-through from College Avenue to the station, as shown in Plan, for the convenience of the University. This could be made a fine landscape and architectural feature as viewed from both College Avenue and the station.

Commercial Air Service and Proposed Airport.

Since closing the Newark Airport to commercial use some years ago, New Brunswick's nearest direct air service has been from LaGuardia Field, Long Island, approximately an hour and a half's travel distance away. Resumption of use of the Newark Port after the war will help the local situation somewhat, but, if the post-war development of air commerce comes up to anything like even the more conservative expectations, New Brunswick, and its industrial establishments in particular, must have some much nearer and more convenient service. There will need to be some nearby landing field large enough and good enough to accommodate good-sized commercial planes.

Present specifications for handling the larger passenger and freight planes include two or more runways not less than 3,500 feet long and landing-field sizes of from 300 to 600 acres or

more. The chief physical problems of site selection are those of accessibility and of getting land enough and sufficiently free of obstructions for landing-field purposes.

A chief difficulty in developing a proper airport for New Brunswick will be that of large cost in proportion to the size and resources of the City. However, it is believed that, for at least some time to come, one good centrally-placed airport would very well serve the whole Somerville-Plainfield-New Brunswick region, and that such a project should be jointly promoted by these and the other municipalities of the area. A joint airport to serve this group of municipalities would be most conveniently placed somewhere in the neighborhood of Hadley Field. Hadley Field itself is too small for the purpose and not very susceptible to the required enlargement. But there appear to be one or more entirely suitable sites in the same general vicinity, within three to five air miles of the centers of New Brunswick, Bound Brook, and Plainfield.

The future landing requirements of aircraft are unknown. Quite certain, however, is the fact that as landing requirements are reduced, the safety of flying will be improved, and the volume of air traffic will be correspondingly greater. Airport sizes no longer needed to provide long runways will be necessary to accommodate a much greater number of planes. In acquiring land for an airport now, the wise city or the wise group of cities, therefore, will play safe by getting enough land at the start to meet every probable future need.

For the New Brunswick regional airport, the landing field should be large enough for the ultimate construction of two or more runways not less than 3,500 feet long, with unobstructed gliding angle of one-to-forty from each end of all runways. It is probable that full development of such a field locally will not be required for several years. Land area in excess of current needs can be left in farming or other profitable use, under lease. The important thing is to assure possession of the land. We are at the beginning of a new form of transportation capable of almost limitless expansion. The greatest of foresight is likely to be too little.

Less difficult will be satisfying the ground requirements of the helicopter-type aircraft, should it come into extensive use. A closer-in site or a helicopter landing field can be found south of the River. None is suggested in Plan because the specifications for such fields are still quite unknown.

General Appearance and Condition of the City.

The above are the things, and the considerations behind the things, that appear in the New Brunswick City Plan. They are all matters of direct public responsibility—to be observed and effectuated by the elected public officials. As step by step the Plan is carried out, as the various proposed improvements are made, the life and business of the City will become pleasanter, more efficient, more economical, and altogether better, but, with all this, New Brunswick will not be especially good either to look at or to live in unless the individual property owner joins to make the most of his small part of the City, whether it be a house and lot, a factory, or land in the process of development. The general appearance and atmosphere of a city are the accumulated effect of the appearance and atmosphere of all the parts, some of which are streets and parks and public buildings, but most of which are private houses and home grounds, factories and stores, and vacant lots.

Private property is somewhat protected, and the disorder of unregulated use and construction of buildings is generally prevented by zoning, as discussed in a later chapter. But beyond anything that can be brought about by rule or regulation is the kind of individual regard for order and appearances that can come only from pride in home and city. It will be expressed in things like painted and well-maintained houses, shrubs and trees, and well-landscaped and well cared for home and factory grounds.

New Brunswick has many attractive parts, but there is still room for much improvement of general appearances throughout many sections of the City, residential, business, and industrial. Over-hanging signs, roof-top billboards, and indifferent maintenance of struc-

tures add to the disordered appearance of parts of the business district. The decrepit and near-decrepit structures along some stretches of the River and Canal are no special credit to the City. Although the small lots and over-crowded conditions in the poorer residential sections of the City are discouraging to prideful maintenance and improvement of house and grounds, these places also are still worth doing

something about.

Needed for improvement of the general appearance and livability of the City of New Brunswick is an awakened civic interest and pride from which must grow the urge and demand for good appearance of private property, as well as for fine public improvements and public services.

PART THREE

The Plan and Planning in Operation

The Master City Plan Is a Guide and a Frame-of-Reference.

The New Brunswick City Plan is intended to serve as a guide to public officials in placing and programming public improvements; and to private land owners, in subdividing or otherwise developing their respective properties. In its present form and when finally adopted by the City Planning Board, it becomes the "Master Plan" of the City, as that term is used in State enabling legislation.

The law provides further that the "Master Plan" *can* be adopted, in whole or in part, by the Board of City Commissioners, as the Official City Map, and thereby given the full force of law. But such official adoption of the whole plan is not thought advisable and is not recommended. At once, and from time to time thereafter, *parts* of the Plan should be officially adopted by the Commissioners. But the Plan as a whole should be kept in the more flexible form of "Master Plan," more readily adjustable as changing conditions may require.

The Plan as presented herewith, therefore, is and should be kept as more "guide" than "master." Its chief force must and should be that of merit. It carries only the small degree of compulsion that, (a) the Board of City Commissioners is restrained from making any improvement contrary to the Plan without favorable report thereon from the City Planning Commission, except by a two-thirds vote; and (b) land-subdividers may be required to conform to the Plan, as a condition for plat-map approval by the City Planning Commission or by the Board of City Commissioners, whichever may have jurisdiction.

The Plans Is a Long-Range Plan.

The Plan is not intended to be carried out in its entirety in one year or in five years or in twenty. Most of the proposed changes or extensions shown in plan would be immediately

useful. But doing the whole job in a short period of time is of course neither physically nor financially feasible. Some of the Plan proposals may seem too far in the future, or likely to be too expensive to merit such current consideration. In fact, there probably is little in the Plan which cannot be accomplished ultimately, in one way or another, if the Plan is kept continuously in mind in programming improvements and in budgeting capital expenditures; and if nothing is done shortsightedly in the meantime to defeat the later larger accomplishment.

Where improvements are needed, it is a fine thing to build them quickly and as fast as the financial resources of a community will permit. But the ultimate effectiveness and success of a city plan is to be measured not so much by the *speed* of its accomplishment as by the extent to which things are done in accordance with the plan. The failure of any city plan is the sum of things done in violation of the plan.

This is not to say that, as time goes on, there should be no changes made in the over-all plan. Changes in adaptation to changing conditions are essential to the virility of every long-range city plan. But changes should be in the nature of adjustments of original proposals rather than radical and ill-considered departures from them. As changes are made in one part of the plan, appropriate adjustments should be made in all other related parts of the plan so that one altered improvement may not block the later accomplishment of others. The plan is built to hang together. If when taking out one supporting part another is not put in its place, the whole structure may fall, and the plan as a whole may come to nothing.

Post-War and Long-Range Public Works Programing and Budgeting.

The first use of the New Brunswick City Plan should be by the Board of City Commis-

sioners as a guide in formulating their post-war public works program. The Plan should be helpful to the Commissioners not only in selecting the more-needful public improvements, but also in giving individual improvements a proper priority rating, in deciding the order in which the various improvements should be made.

Later should come the preparation of a long-range capital improvements program and budget based largely on the City Plan. In ordinary times the long-range capital improvements program and budget would come first. It usually amounts to a one-five year program made up of a detailed program and budget for the next succeeding year and a program of things to be done and money to be spent annually through the following five years. Such programs are subject to annual revision and one-year extension so that they are continuously maintained for the six-year period. War and post-war uncertainties and special requirements, however, make impracticable for the time being any long-term program and budget expressed in terms of annual expectancy and intention. Better, and probably equally effective under present circumstances, is a group listing of five-to-ten year improvement needs and possibilities, arranged in the order of greatest need and probability and accompanied by the best possible plan for financing them. Post-war procedure then will be to move down the list as fast as opportunity and available funds permit. Under one set of post-war circumstances it may be desirable and possible to do in two or three years a volume of work normally to be spread over five or ten years. By having a program simply listing projects in the order of greatest need and by making detailed project plans in the same order, all essential programming purposes will be served and the interests of the community will be properly safeguarded.

Post-War Improvements Program Should Be Balanced To Meet All Community Needs Equally.

The tentative post-war works program prepared by the City prior to completion of the City Plan is limited largely to water, sewer,

street, and similar improvements not specifically appearing in the City Plan and not directed specifically toward a number of the Plan objectives stressed as being most important to the general well-being and future prosperity of the community. The total cost of these improvements alone is estimated at several millions of dollars.

All the projects contained in this tentative program are undoubtedly desirable. Some may represent the very most urgent needs of the City. But before final adoption and inauguration of a post-war improvements program, consideration certainly should be given to including in it *some* of proposed improvements shown in the City Plan. New Brunswick must have plenty of good water and good sewers, but, to survive and prosper, it must also have safe and adequate streets, good appearance, and places for the people to play.

Observance of Planning Principles.

A part of the planning concept is expressed in principles to be observed rather than in specific improvements to be made. These principles include, among others, those of modern urban design in street arrangement and improvement; in creating, improving, and preserving residential neighborhoods; and in the distribution and development of open spaces. These principles are most readily employed in the newly developing or rapidly changing parts of a city, but they have their application also wherever in the City changes occur or improvements are made. In their observance is an important means of effecting large economies and other community benefits. They provide an indirect means to carrying out the City Plan.

Land-Subdivision Regulation and Control.

As permissive under New Jersey Planning Enabling Legislation, planning boards ordinarily are given the authority to approve all subdivisions of land into streets and lots. By this authority, the plan maps for all subdivisions of land within the jurisdiction of a planning board must be approved by that board before

the land owner can proceed legally either to have his plat map recorded or to sell lots.

Exercising this authority, the planning board can require: (1) that the new street plan conform to the City Plan; and (2) that the subdivision be laid out in a most advantageous manner, with a view to improved residential qualities and maximum economy in public improvements and services. It becomes then, in many communities, a chief means of carrying out the city plan and of achieving many of its broader objectives. In New Brunswick, with comparatively little undeveloped land left inside the city limits, there isn't so much of a platting-control job to be done by the City Planning Commission as in some places. But there is enough to warrant conferral of platting-control authority upon the City Planning Commission by the Board of City Commissioners, and this action is recommended.

It should be noted that Planning Commission approval of a subdivision plat map does not commit the Board of City Commissioners to acceptance of or improvement of any street or other public facility that may be shown on the plat map. Such acceptance remains for separate and subsequent action by the Board of City Commissioners.

To exercise its platting control powers effectively the planning board should have and adopt a set of platting rules and regulations governing its own procedure and that of the land subdivider, and setting forth the minimum requirements for new land developments. Platting rules and regulations recommended for use in New Brunswick are included in the appendix of this report.

Influencing the replatting of poorly laid-out mapped streets is an important part of platting control administration. The planning board has no power to *compel* the owner of a "dead" land subdivision to make a replat, but usually it is possible to demonstrate the advantages of doing so and thus, to persuade the owner to go back and do a better job.

Developments to be improved by replatting and mapped streets requiring rearrangement and relocation, in the New Brunswick area, are mostly in Township territory and, there-

fore, outside the jurisdiction of the New Brunswick City Planning Commission. However, because of the City's large interest in the proper development of adjacent lands, the City Planning Commission should lend the Township Authorities every encouragement and assistance in dealing with these rather difficult problems.

Building Set-Back Lines For Purposes of Future Street Widening.

Damage to buildings extending inside street widening lines often makes the cost of street widening prohibitive and out of proportion to the benefits to be derived. But in the course of years most buildings are replaced or reconstructed. They can then be set back to a new line at comparatively small cost and, usually, without loss to the owner. For "setting back" generally amounts only to occupying a little more of an otherwise unused back yard. Thus, by establishing building set-back lines on streets to be widened at some future date, the time will eventually come when most of the more costly structures will be back out of the way and the right-of-way costs will be reduced principally to the cost of acquiring the land needed for widening.

Building set-back lines may be established in New Jersey, either under zoning or by special ordinance under the "official map" provisions of the Municipal Planning Enabling Act.

When set-back lines are established under zoning, for residential streets, they should be placed far enough back from property lines to leave proper front yards after the widenings have been made.

In the case of building set-back lines on business streets it is frequent practice to allow owners to build and maintain temporary structures out to the old building line pending widening, with the understanding that such structures are to be removed at the owner's expense when the land is needed for the street. This helps to minimize possible hardship in rigid observance of the set-back line. Also, there usually are some cases where, because of peculiar shape of lot or other circumstance, observance of a set-back line will impose material dollar loss upon the property owner.

In all such cases it is necessary, or certainly advisable, to pay the damages and to pay them when and as they occur. Where set-back lines have been employed most effectively, a fund is usually maintained to liquidate such current damages.

Cooperation with Adjoining Municipalities.

Several instances of special need for cooperation between the Planning Agencies and the Governing Bodies of the City and the adjoining Townships have been mentioned. This cooperation might start with planning and zoning matters but, of course, must eventually be extended to better understanding and more joint action in matters of public improvements and public services.

Step One might be periodic joint meetings of the City and Township Planning Agencies. Franklin Township already has a Planning Board. North Brunswick does not and should be encouraged to create one, among other reasons, to complete the circle in the "Greater New Brunswick" area for the disposal of inter-municipal planning matters.

Effective cooperation in planning and in public servicing, for metropolitan areas like that of New Brunswick, is the only alternative to political consolidation, if quality and economy in public services are the objectives.

Advance Acquisition of Needed Public Lands.

The time to get land for things like parks, playgrounds and school grounds in the right place, in the right quantity and at the right price, is well *ahead* of land development or at the *time* of land development. Much in this direction can still be done and should be done in adjoining Township territory, but, for New Brunswick City, most of the opportunity has long since passed by. Not much choice of suitably situated open land remains within the City Limits. One or two of the very few remaining neighborhood playground possibilities have gone over to housing developments within the last year or two. Unless acquired now, the

others will disappear after the war, and an already bad situation will be irretrievably worsened.

The City of New Brunswick should proceed immediately to acquire at least the more-critically needed public lands: (1) to make sure of having them, and (2) to have them in readiness for improvement as parts of the City's post-war works program.

Disposal of Tax-Title and Tax-Lien Lands.

Over the past several years, the City of New Brunswick has accumulated tax-titles or tax-liens for several hundred tax-delinquent properties, mostly scattered vacant lots.

The City has been and continues to be confronted with the troublesome question of how best to dispose of these property interests—when and when not to sell, and when the foreclosure of tax-lien justifies the relatively high cost of the procedure?

The natural tendency in New Brunswick, as elsewhere, is to sell these properties and get them back on the tax roll as quickly as possible. But, in doing so, New Brunswick, as do all other cities, runs the risk of: (a) depressing the real estate market, and (b) disposing of properties needed now or later for some public purpose and which can never again be acquired so cheaply.

Recommended procedure includes:

1. By reference to the City Plan, divide all City-held tax-title and tax-lien properties into two groups: *Group One*, properties which are now needed, or quite possibly may be needed for some public purpose like the extension of a sewer or street; park, playground, or school-ground; and parking lot or public building site; and *Group Two*, properties for which there is no likely public use and which, therefore, are to be placed on the market.

2. Undertake, by offers of exchange of properties, to *assemble* lands where needed, in large enough tracts to be useful. (This kind of "trading" has been employed to considerable advantage in other places and should be especially useful in New Brunswick, where most of the tax lands are so widely scattered and in such

small parcels as not to be of very effective public use as they stand.)

To facilitate such an undertaking by the proper City Authorities, a special tax-properties map has been prepared and will be submitted with this report.

Keeping the City Plan Alive and Useful.

A city plan is not like the blueprint for a house, which can be finished once and for all. A plan for the improvement and redevelopment of an old city can be carried out only, step by step, over a long period of time. This means that, long before any plan is fully realized, there are almost certain to be changes in city circumstances or changes in public need and demand that will require changes in and adjustments of the plan. Accordingly, every city plan should be under continuous observation for needed adjustments; and kept under continuous study for possible improvement.

The three principal elements in effective planning and in giving the city plan a long and useful life are:

1. Continued interest in and acceptance of the planning idea by the city governing body. This will be evidenced by making maximum use of the city plan when programming improvements, and by full use of the advisory services of the city planning agency, as prescribed by law.

2. Continued interest in and enthusiastic performance of its work and duties by the city planning commission, in close harmony with the city governing body.

3. Enlightened public interest in and support of the plan and the planning process, so articulated as not only to encourage the planning commission and governing body to keep on their planning toes, but to make it difficult for them not to do so.

Interesting and Educating the Public.

No city is likely to achieve improvements or to maintain a quality of government much beyond the expectations and demands of its citizens. A demand for better things and better procedures can grow only out of a knowledge of possibilities. Before the people can ask for

better things, they must be acquainted with what better things are possible. This means *education* in community matters and in civic opportunities and responsibilities. It means education that starts in the schools and carries through into adult life.

Education in planning and the city plan should start with a degree of public participation in making the plan. Such participation should include special study of local needs and of various plan proposals by special citizen groups and committees. Some, but not enough, of this has been done in bringing the New Brunswick plan to its present stage of completion.

A next step should be presentation of the present plan to the public in one or more or all of the following ways: (1) publication and general distribution of all or selected portions of this report; (2) running a series of planning articles in the local newspaper, articles to be especially prepared or built up of excerpts from this report, (3) public display of the plan maps in various places including the Public Library as already suggested by the Librarian, and (4) arranging one or more public meetings for presentation of the Plan.

Most effective of all in the long run would be taking planning education into the local schools, perhaps as a part of training in civics. In the absence of anything better (and as a manual especially written for the purpose), this report, if printed, could be used as a kind of text book. Interest of the children might be aroused, and their community thinking stimulated, by annual essay contests in civic and planning subjects.

All such education, of course, should be directed beyond the limited objective of carrying out a plan for public improvements to an enlarged concept of civic responsibility. Even physical improvement of the City is as much or more a matter of private initiative and action, as it is a responsibility of the City Government. The appearance and the general quality of a city are in no small part the cumulative effect of what all the owners have done individually with their own properties. Improved individual performance, in better kept houses and grounds

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PART FOUR

Zoning and Proposed Revision of the Zoning Ordinance and Map

The New Brunswick zoning ordinance currently in effect was adopted in 1924. There have since been a number of changes in the Zoning Map but apparently none in the text of the ordinance, and the effect of the ordinance remains essentially the same as when it was first drawn.

The ordinance has failed to accomplish its full purpose in several important respects and is generally obsolete in form and operation. It reflects the over-cautiousness and timidity of its time, when the Courts of the State were questioning the general constitutionality of zoning and frowning on many of its controls. Three years after adoption of the local ordinance the State Constitution was amended to give full authority to the zoning principle. Later, zoning was upheld by the Supreme Court of the United States and by the highest courts of New Jersey and of most of the other states. *Reasonable* zoning is now firmly established as a proper exercise of the police power in New Jersey and throughout the country. Subsequent to the zoning amendment of the State Constitution, the machinery of zoning was clarified and improved by the new State Zoning Enabling Act of 1928. Ante-dating both the Constitutional Amendment and the new Zoning Enabling Act, the New Brunswick ordinance lacks both the power and the administrative machinery of present-day zoning. Both the ordinance and the Zoning Map require complete redrafting if zoning is to have any proper effect in New Brunswick. Accordingly, and by direction of the Board of City Commissioners, this work has been undertaken by the City Planning Commission. A reproduction of the redrafted zoning map, as tentatively approved by the City Planning Commission, is herewith presented, and a copy of the revised zoning ordinance, also as tentatively approved by the City

Planning Commission, is contained in the appendix of this report.

Aside from obsolescence of form and inadequacies in administrative machinery, the chief weaknesses of the present ordinance are: (a) failure to give adequate protection in the matter of yards and other open spaces around dwellings; and (b) placing much too much land in the business and industrial districts.

Weakness number one, inadequate provision for open spaces around dwellings, has tended to accentuate rather than diminish the overcrowding of houses in New Brunswick, which, as pointed out earlier in this report, is one of the City's greatest drawbacks and one of the things that have detracted most from the City's attractiveness as a place of residence.

Weakness number two, an excess of frontage and land open for business and industrial use, has tended to perpetuate haphazard development on a number of streets that should be strictly residential; has discouraged residential development of some lands naturally more suited for such use; and, most serious of all, has thrown extensive street frontage into a state of incipient blight by premature removal of residential protections and safeguards. When, as so extensively in New Brunswick, street frontage far in excess of business demands is put in a business zone, all residential improvements in the excess areas quite naturally come to an end. No one is going to invest in a new residential structure, or even make extensive repairs to an old one, in a district open to business and where the residential investment can be wiped out over-night by the intrusion of a store or gas station next door.

So, the zoning job to be done in New Brunswick is, first of all, to bring the extent of business and industrial districts somewhere more in line with present and probable business and

industrial expansion needs; and to strengthen the provisions and protections in respect to side, rear, and front yards. The accompanying revised drafts of ordinance and map provide a considerable step in these directions. They are still far from ideal because, after so many years of no regulation, followed by twenty years of what must be accounted almost as misdirection, there must be much compromise both in the placing of zoning districts and in the regulations to govern within them.

Comparison of the Recommended New Ordinance With the Old.

The General Objectives remain the same: to achieve an ordered development of the City; to protect and stabilize residential and other investments; to protect all sections of the City against the intrusion of structures or uses that might be detrimental to established or prospective uses; to keep the density of population in reasonable proportion to existing and feasible street facilities and other public services; to reduce fire, health, and safety hazards; and to provide place for and ample room for the growth of all business, industrial and other activities that have a legitimate place in the City.

The Number of Kinds of Districts has been reduced from eight to seven, by dropping one of the four classes of residential districts created by the original ordinance. The residential characteristics of New Brunswick are not so complex or varied but that they can be amply protected by three kinds of districts, differing chiefly in the permitted density of land use as determined by the number of families per dwelling and by the size of yards and other required open spaces around dwellings.

Uses Permitted in the Several Districts are much the same in both ordinances.

The Extent of Districts has been altered considerably, with principal changes being in the retraction of the Business and Industrial Districts. The objectives are as explained above. Even the revised zoning map provides considerably more business frontage and industrial area than is ever likely to be needed in

New Brunswick. This comes from the fact that business and industrial intrusions have already spoiled for residential purposes much more frontage and land than probably can ever be efficiently used for business and industry. Some of this land is too far gone to be recovered for residential use by zoning. It accounts for the remaining business district surpluses on the zoning map. Its only prospect of long-term profitable use is probably in eventual large-scale redevelopment. In other respects also, the nature of existing buildings and uses has been a principal factor in determining the extent and the boundaries of each of the several classes of districts.

Non-Conforming Buildings and Uses, however, are scattered throughout the City and particularly through the closer-in residential areas. The revised ordinance provides that, unless vacated for a long period of time, such buildings or uses are to remain undisturbed and may be extended or expanded by as much as twenty-five per cent.

Avoidance of Imposing Unnecessary Hardships has been a prime consideration in drafting the revised ordinance. In stepping-up the standards, as seems desirable and as has been done in the revised ordinance, an increasing number of property owners are certain to feel the restrictions. Under the greater side and rear yard requirements, for instance, some of the old existing lots will become unusable unless especially provided for. The ordinance contains a number of special clauses alleviating the restrictions in such cases. This is in addition to the Board of Adjustment machinery mentioned below.

Large-Scale Housing Developments are oftentimes seriously handicapped when required to conform literally to the standard open-space requirements of a zoning ordinance, designed to regulate the one-by-one construction of individual dwellings on separate lots. When building a large number of houses at one time in accordance with one over-all development plan, it is frequently possible to get better results when there is greater freedom in the location of buildings and arrangement of yards. The revised ordinance, accordingly, makes

special provision for handling such large-scale undertakings.

A Board of Adjustment, for hearing and deciding appeals from the effect of the ordinance in cases of special hardship, was created by the original ordinance and is retained under the revised draft. The revised draft, however, is more specific in defining the powers and duties of the Board. As contained in the revised ordinance, these powers and duties are essentially as prescribed by the State Zoning Enabling Act, and it is important to the successful application and administration of zoning that they be thoroughly understood and faithfully observed by the Board. The appeal machinery afforded by the Board of Adjustment is necessary to the reasonable use of zoning, but, if a Board reaches beyond its intended purpose to grant too many variances on too little grounds, it will very quickly nullify the effect of the best of ordinances. If an ordinance proves unreasonable or otherwise unworkable in any respect, remedy should be by the Governing Body in revising the ordinance and not by the Board

of Adjustment in granting extraordinary variances.

Provisions for Amending the Ordinance and Map are fully prescribed in the revised ordinance. Amendments may be initiated by the Board of City Commissioners, by recommendation of the Board of Adjustment, or by petition of property owners. In order to insure covering all aspects of proposed amendments, the revised ordinance provides that all such proposals shall be reviewed by the City Planning Commission as the author of the revised ordinance and map. There should be no hesitancy about changing any part of the ordinance or map that is clearly unreasonable or contrary to best community interests, but too many and ill-considered changes will destroy the effect of the ordinance. Accordingly, every proposed change should be given the same careful study and thought as have been given to the initial ordinance and map.

Other Provisions of the ordinance and the precise location of the several districts can best be understood by study of the accompanying copies of ordinance and map.



APPENDIX I
REVISED ZONING ORDINANCE

APPENDIX I
Recommend Draft of
REVISED ZONING ORDINANCE

As approved by the City Planning Commission, August 14, 1944, for Submission to the Board of City Commissioners with Recommendation for Adoption.

AN ORDINANCE: TO AMEND AN ORDINANCE ENTITLED "AN ORDINANCE PROVIDING FOR THE ZONING OF THE CITY OF NEW BRUNSWICK," AND TO LIMIT AND RESTRICT TO SPECIFIED DISTRICTS OR ZONES AND TO REGULATE THEREIN, BUILDINGS AND STRUCTURES ACCORDING TO THEIR CONSTRUCTION AND ACCORDING TO THE NATURE AND EXTENT OF THEIR USE. The Board of Commissioners of the City of New Brunswick does ordain:

Section 1. Purpose

Whereas the Board of Commissioners of the City of New Brunswick deems it necessary to the promotion of health, safety, morals, and the general welfare of New Brunswick to regulate therein the use, size and location of buildings, and the size and location of yards and other open spaces in relation to buildings, the following districts are hereby created wherein the following regulations shall hereafter govern.

Section 2. Districts Created

For the purposes of this ordinance, the City of New Brunswick is divided into the following seven classes of districts:

- Residence "A" Districts
- Residence "B" Districts
- Residence "C" Districts
- Business "A" Districts
- Business "B" Districts
- Commercial Districts
- Industrial Districts.

established as shown on the Building Zone Map, revised as of this date, which accompanies and is hereby declared to be a part of this ordinance.

From the date this ordinance becomes effective, any building or structure or any use of building or structure not in conformity with the regulations herein prescribed shall be considered non-conforming and may be continued in such non-conformance subject to the special regulations herein provided in respect to such buildings or structures and their use.

Section 3. Definitions

Accessory Building—A building the use of which is customarily incidental to that of the main building and which is located on the same lot as that occupied by the main building.

Accessory Use—A use customarily incidental to the principal use of a building, such as a doctor's or other professional office, customary home occupations, and work shops not conducted for profit, provided that such accessory use shall not occupy more than 40 per cent of the floor area of one story of the main building, nor more than an equivalent area in an accessory building on the same lot.

Alteration of Building—Any change in supporting members of a building except such change as may be required for its safety, any addition to a building, any change in use from one district classification to another, or removal of a building from one location to another.

Block—The length of a street between two street intersections.

Boarding House—A dwelling, other than a hotel, wherein more than three people are sheltered or fed for profit.

Center Line of Street—A line midway between and parallel to the two street or property

lines, or as otherwise defined by the Board of Commissioners.

Clubhouse—A building to house a club or social organization not conducted for profit and which is not an adjunct to or operated by or in connection with a public tavern, cafe, or other public place.

Corner Lot—A lot fronting on two streets at their intersection.

Courts—A court is an unoccupied open space other than a yard. An outer court is one which extends to the street or to the front or rear yard. An inner court is any other court.

Curb Level—The mean curb level as established by the Board of Commissioners or, in the absence of an established curb level, the mean level of the existing curb or of the lot at the street line.

Front Yard—Space between the building line or front main wall of a building and the front property line.

Height of Building—The vertical distance measured from the average ground level at the sides of the building to the extreme high point of the building exclusive of chimneys and similar fixtures.

Lot—A parcel of land occupied by or which may be occupied by a building and accessory building and including the yards and other open spaces required by this ordinance, or the land shown as a separate lot or parcel on the records of Middlesex County.

Main Street—The street upon which the majority of lots within a block are fronted or any street so designated by the Board of Commissioners.

Multiple Family Dwelling—Any building under a single roof, with or without firewall partitions, designed for occupancy by two or more households living as families.

Open Porch—A porch open on three sides except for wire screening. A porch shall not be considered open if enclosed by either permanent or detachable glass sash.

Private Garage—A garage not conducted as a business or used for the storage of more than one commercial vehicle which shall be owned on the premises.

Public Garage—A garage conducted as a business. The rental of storage space for more than two cars not owned on the premises shall be deemed a business use.

Rear Yard—An open space on the same lot with a building, between the rear wall of the building and the rear line of the lot, and unoccupied except for accessory buildings and open porches which, in the aggregate, shall occupy not more than 35 per cent of the area. In the case of a corner lot, the owner may designate either of the two interior lot lines as the rear lot line.

Semi-Fireproof Construction — Semi-Fireproof construction means that in which the structural members are of approved non-combustible construction having the necessary strength and stability and having fire resistance ratings of not less than four hours for exterior nonbearing walls and wall panels; not less than three hours for columns, and for wall-supporting girders and trusses; not less than two hours for floors, for roofs, and for floor and supporting beams, girders and trusses; and in which exterior and interior bearing walls, if any, are of approved masonry or reinforced concrete.

Side Yard—An open unobstructed space on the same lot with a building between the building and the side line of the lot and extending through from the front to the rear yard, into which space there is no extension of building parts other than eaves with an over-hang of not more than two feet, rain-water leaders, window sills, and other such fixtures.

Single-Family Dwelling—A detached house designed for the use of a single household, including two or more people living as a family, and wherein not more than three people are sheltered or fed for profit.

Street Line—A street or road line is the right-of-way line of a street, road or other public thoroughfare, publicly or privately owned, as shown on the records of Middlesex County or as otherwise legally established.

Terms—The present tense shall include the "future"; the singular number shall include the "plural"; and the plural the "singular". The word "shall" is always mandatory.

Section 4. Residence "A" Districts

(a) Permitted Structures and Uses:

In Residence "A" Districts no building or structure shall be used, and no building or structure shall be built, altered, or erected to be used, for any purpose other than that of a single-family dwelling and its customarily accessory buildings and uses; a church, public library, public or private school; any form of agriculture or horticulture except the keeping or handling of live stock or poultry for profit; the sale of farm products on the property where produced; and as further provided under paragraphs (a) and (k) of Section 11 of this ordinance.

(b) Yard, Area, and Height Provisions

Front Yards—No building, exclusive of open porches and overhanging eaves and cornices, shall extend nearer to a front street line (front lot line) than the mean distance of setback of the nearest building or buildings, other than accessory buildings, within 100 feet on each side of said building and fronting on the same side of the same street, except that in no instance shall a building be placed nearer to a front street line than 20 feet or required by the above to be placed more than 25 feet back of the front of an existing building. Where no building or buildings exist as described above, the building setback at the front shall be not less than 40 feet from the side line or 75 feet from the center line (whichever may be greater) of any street or road shown on the New Brunswick City Plan as a main thoroughfare; and shall be not less than 30 feet from the side line or 55 feet from the center line (whichever may be greater) of any other street or road. In the case of a corner lot, any building other than a garage or other outbuilding may be placed to within 20 feet of the side-street line. Building lines as may be otherwise established by the Board of Commissioners, or by the City Planning Board incidental to land-subdivision approval, shall supersede the above.

Rear Yards—There shall be a rear yard not less than 35 feet deep. In the case of a building extending through from street to street the front yard restrictions shall be observed on both streets.

Side Yards—There shall be two side yards with a total width of not less than 20 feet except that, for each foot a lot existing at the time of enactment of this ordinance is less than 60 feet wide, the total width of the two side yards may be reduced by 9 inches to a total width not less than 16 feet. The width of the least side yard shall be not less than one-third the total width of the two side yards.

Height—The height of a building shall be unrestricted except that, for every foot the height of a building exceeds 35 feet, the total width of the two side yards shall be increased by 2 feet.

(c) Private Garages and Other Outbuildings:

No garage or other outbuilding shall be placed nearer to a side or a rear property line than 3 feet, and, for each foot the height of such building exceeds 18 feet, the offset from the side and rear property lines shall be increased by 6 inches. No detached garage or other outbuilding shall be placed nearer to a front street line than 60 feet, or nearer to a side street line than a distance equal to half the width of the lot. Nothing herein, however, shall prevent the building of a common or joint garage upon lots adjoining at the side, nor prevent the construction of a garage as a structural part of a dwelling provided the outer walls of the garage are taken as the main walls of the building when measuring the front, side, and rear yards required under paragraph (b) of this Section.

Section 5. Residence "B" Districts

(a) Permitted Structures and Uses:

Permitted in Residence "B" Districts are: all structures and uses permitted in Residence "A" Districts, multiple-family dwellings, boarding and rooming houses, and tourist homes.

(b) Yard, Area, and Height Provisions:

Front Yards—Required front yards shall be the same as for Residence "A" Districts except, when not governed by existing buildings and for streets and roads not shown as main thoroughfares on the New Brunswick City Plan, the building setback shall be not less than 20 feet from the side line or 45 feet from the center line (whichever may be greater) of the street or road. In the case of a corner lot any

of the two side yards shall be increased by 3 feet.

(2)—For multiple-family dwellings of more than eight-family capacity and for other buildings and structures, the total width of the two side yards shall be increased in proportion to increased size of building as follows: for each foot the height of a building exceeds 35 feet, the total width of the two side yards shall be increased by 2 feet for each foot the depth of a building, exclusive of extensions not more than 20 feet deep and 15 feet high exceeds 20 feet, the total width of the two side yards shall be increased by 4 inches; provided, however, that the total width of the two side yards as figured under this schedule shall not be less than that required under schedule (1) for an eight-family dwelling. Allowable distribution of required side yard space shall be the same as for Residence "B" Districts.

(c) *Courts:*

Requirements for both inner and outer courts shall be the same as for Residence "B" Districts.

(d) *Private Garages and Other Outbuildings:*

Requirements shall be the same as for Residence "B" Districts.

Section 7. Business "A" Districts

(a) *Permitted Structures and Uses:*

Business "A" Districts are primarily for the conduct of retail trade and general business. Structures and uses permitted therein are: all structures and uses permitted in Residence Districts; stores, shops and business offices; hotels, theatres, and printing establishments; public garages and gas-filling stations subject to the provisions of paragraphs (a) and (c) of Section 11; and all other structures and uses except the following which are specifically prohibited:

(1) Any process of manufacture, assembly, or treatment which is not clearly incidental to a retail business conducted on the premises; or which normally constitutes a nuisance by reason of odor, noise, dust or smoke; or which constitutes an unusual fire hazard.

(2) Junk yards, second-hand material yards, and automobile graveyards or disassembly plants.

(3) Repair or machine shops, other than public garages, employing more than 5 persons.

(5) Laundries or dyeing and cleaning works with capacity for more than 10 employes.

(5) Lumber and coal yards, building material storage yards, and storage warehouses.

(6) The storage of explosives, and the storage of crude oil or any of its volatile products or other inflammable liquids in above-ground tanks with individual capacity greater than 1000 gallons.

(7) All structures and uses prohibited in Commercial and Light Industrial and Industrial Districts.

(b) *Yard, Area, and Height Provisions:*

Front Yards—No front yards shall be required except as may be specifically established for individual streets by subsequent act of the Board of Commissioners.

Rear Yards—There shall be a rear yard at least 10 feet deep and, if a building is used in whole or in part for dwelling purposes other than by a janitor or caretaker without family, the rear yard shall have a depth of not less than 20 feet. No rear yard, however, shall be required on a corner lot nearer to a side-street line than 50 feet and no rear yard shall be required for a building that extends through from street to street. A rear yard may be measured to the center of a public alley.

Side Yards—For structures to be used solely for dwelling purposes, side yards shall be the same as required for Residence "C" Districts. For structures designed wholly or partly for the conduct of business or for other non-dwelling purposes no side yards shall be required except:

(1) As required under paragraph (d) of this Section.

(2) When a lot in a Business "A" District adjoins a lot in a Residence District, at the side, a side yard shall be provided on the residential side of the business lot, with a width not less than that of the narrowest yard required in the adjoining Residence District.

(3) In the case of a building conforming to the provisions of paragraph (d) of this Section but designed or intended for residential use of 65 per cent or more of its total floor area, the same side yards shall be required as for Residence "C" Districts, except that this shall not apply to a side wall without opening or open-

ings into a room or rooms to be used for dwelling purposes, and such side yards may be established at any floor level provided the side walls at all lower levels are unpierced party walls.

Height—No building shall exceed 6 stories or 75 feet in height, and in no case shall the height of a building exceed one and a half times the width of the street upon which it fronts.

(c) *Courts and Access of Light and Air:*

Courts—Required court dimensions shall be the same as for Residence "C" Districts.

Access of Light and Air to Dwelling Rooms

—No room to be used for dwelling purposes shall have less opening upon a court or other space than 15 square feet of window space for each 100 square feet of floor area.

(d) *Semi-Fireproof Construction:*

No building shall be constructed or erected in a Business "A" District of other than semi-fireproof construction as herein defined except when conforming to the side and rear yard requirements for Residence "C" Districts. This shall not supersede greater requirements of any other ordinance of the City of New Brunswick.

Section 8. Business "B" Districts

(a) *Permitted Structures and Uses:*

Business "B" Districts are intended primarily as neighborhood shopping centers for retail trade and neighborhood services, but the structures and uses permitted and prohibited therein shall be the same as for Business "A" Districts.

(b) *Yard, Area, and Height Provisions:*

Front and Rear Yards—Required front and rear yards shall be the same as for Residence "B" Districts.

Side Yards—Side yard requirements shall be the same as for Business "A" Districts.

Height—The height of a building shall not exceed 3 stories or 45 feet except when conforming to the yard requirements of Residence "C" Districts.

(c) *Courts and Access of Light and Air:*

Requirements shall be the same as for Residence "B" Districts.

(d) *Semi-Fireproof Construction:*

Requirements shall be the same as for Business "A" Districts.

(e) *Private Garages and Other Outbuildings:*
Requirements shall be the same as for Residence "B" Districts.

Section 9. Commercial and Light Industrial Districts

(a) *Permitted Structures and Uses:*

These Districts are primarily for the conduct of bulk commerce and light industry. Structures and uses permitted therein are: all structures and uses permitted in the Residence and Business Districts; lumber and coal yards, building material storage yards and storage warehouses; repair and machine shops and laundries without limit as to size; cleaning and dyeing works of any size when constructed and operated under fire-safety conditions approved by the Fire Chief of the City of New Brunswick; any process of assembly, manufacture or treatment, not specifically prohibited hereinunder, operated exclusively by electric power; and all other structures and uses except the following which are specifically prohibited:

(1) All structures and uses prohibited in Industrial Districts.

(2) The storage of crude oil or any of its volatile products or other highly inflammable liquids in above-ground tanks with individual capacity greater than 10,000 gallons.

(3) The manufacture or storage of illuminating gas.

(4) All non-electrically operated processes of manufacture or assembly using more than 100 horsepower in these processes.

(b) *Other Regulations:*

All other regulations shall be the same as for Business "A" Districts.

Section 10. Industrial Districts

(a) *Permitted Structures and Uses:*

Industrial Districts are intended primarily for the heavier types of industry, but there shall be permitted therein all structures and uses permitted in any of the other Districts, and all other structures and uses except the following which are specifically prohibited:

(1) Any process of assembly, manufacture or treatment constituting an unusual nuisance by reason of odor, smoke, or noise, when placed

in the vicinity of residential or business areas, and including such things as: the manufacture or refining of asphalt; blast furnaces; the manufacturing or processing of cork, fertilizer, linoleum or oilcloth, and glue or gelatine; the tanning of hides and skins; abattoirs or slaughter houses; and the manufacture of paint, oil and varnish.

(2) Any process of assembly, manufacture or treatment constituting an unusual hazard of fire, explosion, or chemical fumes and gases, and including things like the manufacture or bulk-storage of fireworks and explosives; the manufacture or bulk storage of ammonia or chlorine; and the manufacture of illuminating gas and other explosive or poisonous gases.

(3) The storage of crude oil or any of its volatile products or other highly inflammable liquids in above-ground tanks with individual capacity greater than 100,000 gallons.

(4) The commercial keeping or handling of hogs except for immediate resale.

(5) Junk yards, automobile wrecking yards and the storage of second-hand building materials for resale, except in enclosed buildings or except when conducted within other enclosure 200 feet or more from any public street.

(b) Automobile Parking Provisions:

Every employer of 200 or more people shall provide off-street automobile parking space, within 2000 feet of place of employment, sufficient to accommodate not less than one car for every 3 employes.

(c) Other Regulations:

All other regulations shall be the same as for Business "A" Districts except: (1) Front and rear yards shall be the same as for Residence "C" Districts; and (2) there shall be no limitation upon height of structures in Industrial Districts.

Section 11. Exceptions and Special Provisions

(a) Special Uses Permitted:

The Board of Adjustment as created hereinafter may, at its discretion, authorize the issuance of a permit for any of the following buildings or uses in an "A", or "C" Residence District; a nursing home or hospital for other

than contagious or mental diseases; a clubhouse; a public or quasi-public building; a private athletic field; a school dormitory or housekeeping apartments attached to or on the same premises with a school and for occupancy by students, staff, or employes of the school and their families; a railway or bus passenger station; and air landing field and hangar; and a telephone exchange or other public-utility building or structure except a storage yard, garage, or repair shop. Similarly the Board of Adjustment may authorize the issuance of a permit for a public garage or gas-filling station, subject to the provisions of paragraph (c) of this Section, in any district other than a residential district. Such special permits, however, may be issued only upon satisfaction in each instance of such conditions as to general character, height and use of the structure, the provision of surrounding open spaces and treatment of the grounds, and as to street capacity and use, as, in the opinion of the Board of Adjustment, may be necessary to safeguard public health and comfort and convenience, and as may be required for preservation of the general character of the neighborhood in which such building or structure is to be placed or such use is to be conducted.

(b) Yard Exceptions:

(1) For Large-Scale Housing Developments

—Upon presentation to the Board of Adjustment of a site plan showing location of buildings and streets, yards, and other open spaces, for the special development of an area bounded on all sides by streets or park or other permanent public open space, after reference to and receipt of report thereon from the City Planning Board, and after public notice and hearing, the Board of Adjustment may waive any or all side and rear yard restrictions with respect to such a development and may direct the Zoning Officer to issue permits in accordance with the approval plan thereof; provided, however; (1) that open space equal to or greater than that required under the yard restrictions of the district in which the proposed development is to be located is otherwise furnished within the tract in such manner as to give equally good access of light and air to individual dwellings;

and (2) that the total coverage of the net land area (area exclusive of streets) by buildings shall not exceed 20 per cent in a Residence "A" or "B" District, or 30 per cent in any other district.

(2) *For Closely Built-Up Areas*—In the case of a lot 40 feet wide or less, existing in a Residence District at the time of enactment of this ordinance, and pocketed by buildings existing on the two lots adjoining at the side, both being in other ownership, it shall be permitted to build or rebuild upon such lot a single-family dwelling without requirement of side yards wider than the respective adjacent side yards existing on the adjoining lots.

(c) *Public Garages and Gas-Filling Stations:*

No public garage building shall have an opening in roof or walls, less than 15 feet from any property or street line and no public garage or private garage accommodating more than 5 cars, or gas-filling station, shall have entrance upon the same side of the street with, and closer than 200 feet to, an entrance to a public school, theatre, church, public park or playground, or fire station.

All gas-stations shall be so designed, and all gasoline pumps shall be so placed as to provide for all services on the premises and outside the public way, and no gasoline pump shall be placed closer to a side property line than 10 feet.

(d) *Signs and Billboards:*

No stationary signs or billboards shall be permitted in a Residence District, except customary professional signs and tourist home signs not larger than 2 square feet, real estate signs not larger than 8 square feet placed on properties offered for sale or rent, and signs necessary to the public welfare. No signs other than as permitted in Residence Districts shall be permitted in Business "B" Districts, except signs not larger than 40 square feet advertising a business conducted on the premises, and no place in a Business "B" District shall make exterior display of more than 3 signs of any size. Signs and billboards permitted in Business "A" Districts shall be the same as permitted in Business "B" Districts but without limit as to size. There shall be no restrictions upon signs to be

erected in Commercial and Industrial Districts (other than as provided by the Building Code and State law) except that no free standing sign or billboard greater than 40 square feet in size shall have less than 3 feet of open space along its entire length at the bottom. No sign in any district may extend over a sidewalk more than 3½ feet. Zoning permits shall be required for all stationary signs larger than 40 square feet, and such signs shall be otherwise regarded as buildings or structures within the meaning of this ordinance. Advertising display upon a barn or other building or structure shall be considered as coming within the above regulations.

(e) *Fire Escapes:*

Nothing herein contained shall prevent the projection of an open fire-proof fire escape or stairway into a rear or side yard for a distance not to exceed 8 feet.

(f) *Height Exceptions:*

Nothing herein contained shall restrict the height of a church spire, belfry, clock tower, radio tower, chimney flue, water tank, elevator bulkhead, stage tower, scenery lift, or similar structure.

(g) *Continuance of Non-Conforming Uses:*

On and after the date this ordinance becomes effective, a non-conforming building or use (as defined in Section 2) may be continued, provided no extension or addition shall be made exceeding: (1) twenty-five per cent of the cubical contents of the building or buildings as existing at the time of enactment of this ordinance, or (2) twenty-five per cent of the service capacity of a use conducted all or partially in the open, and provided that subsequent to such extension of or addition to a building or use there shall be no further extensions or additions except in accordance with the regulations of the district in which such non-conforming building or use is located.

(h) *Reversion of Non-Conforming Uses:*

If a non-conforming building or use is subsequently changed to a conforming use, it shall not again be altered except in accordance with the regulations for the district in which it is located. If a non-conforming use is destroyed by fire, explosion, or other cause, to the extent

of 50 per cent or more of either its value or its bulk, it may not be rebuilt or reconstructed except in conformity with the regulations of this ordinance unless reconstructed upon the same plan and with the same cubical content as that of the original structure. The vacation of a non-conforming building or use for a consecutive period of 5 years shall be regarded as a permanent vacation and, thereafter, the building may not be reoccupied or used except in conformity with the regulations of the district wherein it is located.

(i) *Permanence of Yards and Other Required Open Spaces:*

No space applied or necessary under this ordinance to satisfy the yard requirements in relation to any building, whether now or subsequently built, shall be counted as part of a yard or other required open space in relation to any other building.

(j) *Classification of Boundary Lots:*

Where a district boundary line divides a lot held under a single ownership and existing at the time of adoption of this ordinance, a permit may be issued allowing the extension of a building or use permitted in the less restricted district into the lot so divided, for a distance not to exceed 35 feet.

(k) *Temporary Permits:*

Temporary permits may be authorized by the Board of Adjustment for a period not to exceed one year, for non-conforming uses incidental to housing or construction projects, including such structures and uses as a gravel sorting plant, storage of building supplies and machinery, and a real estate office located on the tract being offered for sale, provided that such permits shall be issued only upon agreement by the owner to remove the structure or structures upon expiration of permit. Such permits are annually renewable over a period not to exceed 3 years.

(1) *Alteration of Existing Single-Family Dwellings:*

With due consideration for preserving the general character of the neighborhood, the Board of Adjustment may authorize the issuance of a permit for altering a dwelling existing at the time of enactment of this ordinance, in

a Residence "A" District, from a single-family to not more than three-family occupancy, provided that the gross cubage of the structure when so altered shall amount to an average of 12,000 cubic feet or more per family and provided there is no exterior alteration of building other than as may be required for purposes of safety.

Section 12. Administration

(a) *Interpretation:* In interpreting and applying the provisions of this ordinance, they shall be held to be the minimum requirements for the promotion of public safety, convenience, prosperity, and general welfare.

(b) *Enforcement:* The provision of this ordinance shall be enforced by the Building Inspector, hereafter called the Zoning Officer. It shall be the duty of the Zoning Officer to keep a record of all applications for permits and a record of all permits issued, with a notation of all special conditions involved. He shall file and safely keep copies of all plans submitted and the same shall form a part of the records of his office and shall be available for the use of the Board of Commissioners and other officials of the City of New Brunswick.

(c) *Zoning Permits:* Zoning permits shall hereafter be secured from the Zoning Officer prior to construction, erection, or alteration of any building or part of building, and of any stationary sign or billboard greater than 40 square feet in size. All requests for zoning permits shall be made in writing by the owner of his authorized agent and shall include a statement of the use or intended use of the building or structure and shall be accompanied by a plan drawn to scale and dimensions, showing the proposed building in its exact relation to lot and street lines and by a written statement from the City Engineer, or other satisfactory evidence, to the effect that the line of the bounding street or streets has been accurately located and staked on the ground. A building permit issued in accordance with the Building Code of the City of New Brunswick shall satisfy the purposes of a zoning permit, upon satisfaction of the further conditions and requirements set forth in this ordinance.

(d) *Occupancy Permits:* No building hereafter constructed, erected, or altered, shall be occupied or used in whole or in part for any use whatsoever, and no change of use of any building or part thereof shall hereafter be made, until an Occupancy Permit has been issued by the Zoning Officer, certifying that the building or use complies with the provisions of this ordinance. Such occupancy permits shall be granted or denied within 10 days from date of written application therefor.

(e) *Special Permits:* The Zoning Officer may issue special permits, upon authorization of the Board of Adjustment, in accordance with Paragraphs (a), (b), and (k) of Section 11 of this ordinance.

(f) *Amendments:* The Board of Commissioners may from time to time on its own motion or on petition, after public notice and hearing, amend, supplement, or change the regulations and districts herein established and adopt rules and regulations for the purpose of interpreting and carrying the ordinance into effect. When owners of more than 50 per cent of the frontage within a district or part of district comprising not less than one block, shall present to the Board of Commissioners a duly signed petition for the change, relocation, or revision of said district or part of district, the Board of Commissioners shall act upon said petition within 60 days after the filing of said petition with the City Clerk. Said petition shall be accompanied by a map showing the area for which the change of district is asked and all immediately abutting property and uses thereof, and, further, shall be accompanied by a statement setting forth the grounds or reasons for the proposed change. All such proposed changes of ordinance or relocation of districts or parts of districts shall be referred by the Board of Commissioners to the City Planning Board for study and report. In the event of unfavorable report from the Planning Board; or in case of protest against such proposed change, signed by the owners of 20 per cent or more of the area of the lots included in such proposed change, or of those immediately adjacent in the rear thereof extending 100 feet therefrom, or of those directly opposite thereto extending 100

feet from the street frontage of such opposite lots, such amendment shall not become effective except by the favorable vote of three fourths of all members of the Board of Commissioners.

(g) *Public Notice and Hearing:* Due public notice and hearing as required by this ordinance shall be interpreted as being the same as applies to all other ordinances of the City of New Brunswick.

(h) *Board of Adjustment:* A Board of Adjustment of five members, none of whom shall hold an elective office under the municipality, is hereby created, to be appointed by the Mayor. The initial members shall be appointed for terms of one, two, three, four and five years, respectively, and subsequently members shall be appointed for terms of three years as successive vacancies occur. The members of the Board shall continue in office, but their terms of office shall be readjusted to conform to this ordinance. All members of the Board of Adjustment are removable for cause by the Board of Commissioners upon written charges and after public hearing.

The Board of Adjustment shall adopt such rules and regulations as it may deem necessary to govern its procedure. Meetings of the Board shall be held at the call of the Chairman and at such other times as the Board may determine. The Chairman of the Board or, in his absence, the acting Chairman, shall have power to issue subpoenas for the attendance of witnesses and the production of records and may administer oaths. Upon the failure of any person to answer in response to a subpoena of such officer, application may be made to the Supreme Court or to any Justice thereof, for an order compelling the attendance of such witnesses. All meetings of the Board shall be open to the public. The Board shall keep minutes of its proceedings, showing the vote of each member upon each question, or, if absent, or failing to vote, indicating such fact, and shall keep records of its examinations and other official actions, all of which shall be immediately filed in the office of the Board and shall be a public record.

Appeals to the Board of Adjustment may be taken by any person aggrieved or by any of-

ficer, department, or board of the City of New Brunswick affected by any decision of the Zoning Officer. Such appeal shall be taken within a reasonable time, as provided by the rules of the Board, by filing with the Zoning Officer and with the Board of Adjustment a notice of appeal specifying the grounds therefor. The Zoning Officer shall forthwith transmit to the Board all the papers constituting the record upon which the action appealed from was taken.

An appeal stays all proceedings in furtherance of the action in respect to which the decision appealed from was made, unless the Zoning Officer certifies to the Board of Adjustment after the notice of appeal shall have been filed with him that by reason of facts stated in the certificate a stay would, in his opinion, cause imminent peril to life or property. In such case, proceedings shall not be stayed otherwise than by a restraining order which may be granted by the Board of Adjustment or by the Court of Chancery on application and on notice to the Zoning Officer and on due cause shown.

The Board of Adjustment shall fix a reasonable time for the hearing of the appeal, giving due notice thereof to the appellant. Said appellant shall thereupon at least five days prior to the time appointed for said hearing, give personal notice to all owners of property within 200 feet of the property to be effected by said appeal. Such notice shall be given either by handing a copy thereof to the said property owners or by leaving a copy thereof at the usual place of abode of said property owners, if said owners are occupants of the property affected by such appeal or are residents of the City of New Brunswick.

Whenever said owners are non-residents of the City, such notice may be given by sending written notice thereof by registered mail to the last known address of the property owner or owners as shown by the most recent tax lists of the City. Where the owners are partnerships, service upon any partner as outlined above shall be sufficient and, where the owners are corporations, service upon any officer as set forth shall be sufficient. Said Appellant shall by affidavit present satisfactory proof to the said Board

of Adjustment at the time of the hearing that the said notices have been duly served as aforesaid. Upon the hearing any party may appear in person or by agent or by attorney.

Whenever an appeal shall be taken to the Board of Adjustment, said Board shall render its decision upon such appeal within 60 days from the date of the hearing upon such appeal and, in any event, within 90 days from the date of the filing of the appeal as herein provided and, upon failure to do so, such appeal at the expiration of such time shall be deemed to be decided adversely to the applicant in the same manner as though the said Board had rendered a decision to that effect.

In addition, the Board of Adjustment shall have the following powers:

1. To hear and decide appeals where it is alleged there is error in any order, requirement, decision, or determination made by the Zoning Officer in the enforcement of this ordinance.

2. To authorize upon appeal in specific cases such variance from the terms of this ordinance as will not be contrary to the public interest, where, owing to special conditions, a literal enforcement of the provisions of this ordinance will result in unnecessary hardship, and so that the spirit of this ordinance shall be observed and substantial justice done; but no such variance shall be made to grant or to allow a structure or use in a district restricted against such structure or use unless the lands in respect of which the variance is made about a district in which such structure or use is authorized by the ordinance; and no such structure or use shall be allowed more than 150 feet beyond the boundary line of the district in which such structure or use is authorized by this ordinance.

3. To recommend in writing to the Board of Commissioners upon appeal in specific cases, that a structure or use be allowed in a district restricted against such structure or use where the lands in respect of which such recommendation is made do not abut a district in which such structure or use is authorized by the Zoning Ordinance or where such lands are more than 150 feet beyond the boundary line of the district in which such structure or use is allowed by the zoning ordinance. Whereupon the Board of

Commissioners may, by resolution, approve or disapprove such recommendation; and in case such recommendation shall be approved by the Board of Commissioners then the Zoning Officer in charge of granting permits shall forthwith issue a permit for such structure or use.

In exercising the above mentioned powers, the said Board of Adjustment may, in conformity with the provisions of this ordinance, reverse or affirm, wholly or partly, or may modify the order, requirement, decision or determination appealed from and make such order, requirement, decision or determination as ought to be made, and to that end have all the powers of the Zoning Officer.

The concurring vote of three members of the Board of Adjustment shall be necessary to reverse any order, requirement, decision or determination of the Zoning Officer, or to decide in favor of the applicant any matter upon which it is required to pass under this ordinance, or to effect or recommend any exceptions to or variations from this ordinance.

(i) *Writs of Certiorari*: No writs of certiorari to review any decision of the Board of Adjustment shall issue unless the application thereafter be made within 30 days after filing of the decision in the office of the Board. The allowance of the writ shall not stay proceeding upon

the decision appealed from unless so ordered by the Court.

(j) *Violations and Penalties*: Violation of any provision of this ordinance by any owner or leasee or other person shall constitute disorderly conduct and each twenty-four hours violation shall be deemed a separate offense, punishable by imprisonment not to exceed thirty days or a fine not to exceed one hundred dollars or both such fine and imprisonment.

(k) *Validity*: If any section, subsection, sentence, clause, or phrase of this ordinance is for any reason held to be unconstitutional or invalid, such decision shall not affect the remaining portions of this ordinance. The Board of Commissioners hereby declares that it would have passed the ordinance and each section and subsection thereof, irrespective of the fact that any one or more of the sections, subsections, sentences, clauses or phrases may be declared unconstitutional or invalid.

Section 13. Repeal of Conflicting Ordinances

All ordinances and parts of ordinances of the City of New Brunswick in conflict herewith are hereby expressly repealed.

This ordinance shall take effect immediately upon adoption.

APPENDIX II

Rules and Regulations to Govern the Subdivision of Land

To aid the Planning Board of the City of New Brunswick, New Jersey, in administering the land-subdivision approval authority vested in it by Revised Statutes 40:55—12 to 40:55—15, inclusive, of the Laws of New Jersey, the Board hereby adopts the following rules and regulations which shall hereafter apply to the subdivision of land within the limits of the City of New Brunswick.

Section I. Planning Commission Approval of Plat Maps Required

In accordance with Section 40:55—14 of the Revised Statutes, whoever being the owner or Agent thereof subdivides land lying within the City of New Brunswick into two or more parcels for sale shall, prior to filing his subdivision plat or map in the office of the County Clerk of Middlesex County and before proceeding to sell lots of land so subdivided, submit his plan of street and lot layout to the New Brunswick City Planning Board as provided below, and the same shall have the approval of the said Planning Board before the plat map may be recorded in any public office or accepted for recording by any public official; provided, however, that divisions of land for agricultural purposes, in parcels of more than five acres and not involving any new street or road, shall be exempted.

Section II. General Procedure

Application by the owner, or his agent, for approval of a plan of subdivision of land shall be made in writing to the City Planning Board. The plan of subdivision shall be such as to meet the minimum requirements contained below.

A preliminary plat showing the information specified shall be submitted for examination; and, to receive consideration at the next subsequent meeting of the Board, shall be filed

with the Secretary of the Board not less than five days prior to such meeting.

Before preparing and submitting their preliminary plats, subdividers are invited to discuss their ideas and special development problems with the Board or its authorized representative.

Tentative Approval—The Planning Board shall pass upon the preliminary plat within a reasonable time and, if approving, shall so indicate and, if disapproving, shall express its disapproval, and its reasons therefor.

Approval of the preliminary plat shall constitute approval as to form only and this shall be so noted on the preliminary plat map. The final approval of the final plat required for recording purposes will be considered only after the requirements for final plat outlined herein shall have been fulfilled and after all other specified conditions have been met.

Section III. Preliminary Plat

The preliminary plat shall be at a scale of not less than one inch equals 200 feet.

Three copies of the preliminary plat shall accompany the written application to the Board.

The preliminary plat shall show:

a. Property lines of the land to be subdivided; the names of all owners of all immediately adjacent unplatted land; and the location and right-of-way widths of streets within 400 feet of any part of the property proposed to be subdivided.

b. A key map at a scale of not less than 1 inch equals 800 feet showing the relation of the property to adjoining property and to all streets or roads existing within 1000 feet of any part of the property to be subdivided.

c. Contours at vertical intervals of not greater than 5 feet for land with average natural slope of 10 per cent or greater and at vertical intervals not greater than 2 feet for land of lesser average slope; all existing water courses; tree masses and

isolated trees more than 10 inches in diameter; existing buildings, sewers and water mains, and all other significant existing features. (Contours need not be shown for land subdivisions with a gross area of less than 10 acres or for land subdivisions containing no new streets or roads, except when specifically requested by the Planning Board.)

d. All proposed streets and alleys, parks, playgrounds, and other public areas; proposed building set-back lines for each street; lot lines and approximate dimensions of lots; and all streets and other areas proposed to be dedicated to the public or designed for public use.

e. Name of the owner of the property and of his authorized agent, if any; and the name of the engineer or surveyor responsible for the survey and plan.

The preliminary plat shall be accompanied by tentative center-line profiles for each street shown thereon and by a plan for surface drainage of the tract proposed to be subdivided.

The Planning Board shall give careful study to the preliminary plat, taking into consideration the requirements of the community and the best use of the land to be subdivided, together with its prospective character, whether residential, business, or industrial. Attention shall be given to street widths, arrangement and circulation; surface drainage and sanitation; lot sizes and arrangement; and to such neighborhood and community requirements as those of parks, school and playground sites; and main thoroughfare widths and locations. Prior to action, the property proposed for subdivision shall be viewed in the field by the Planning Board or its authorized representative.

Such modifications of the original layout as may be required by the Board as conditions of tentative approval, shall be noted on three copies of the preliminary plat. One modified copy shall be returned to the subdivider. One shall be retained by the Board and the other shall be filed with the City Clerk.

Section IV. Final (Or Record) Plat

The final plat is the map drawn in final form for purpose of recording.

The final plat shall be drawn on tracing cloth

at a scale of not less than 1 inch equals 100 feet. If the final plat is drawn in two or more sections it shall be accompanied by a key map showing the location of the several sections.

The final plat shall conform to the preliminary plat as approved by the Board and shall show:

a. The full plan of development including street and alley lines, lot lines, building lines, and areas to be dedicated to street, park, and other public purposes. Lot lines may be omitted at the discretion of the Board when adversely affecting a special development scheme, provided a statement is placed on the record plat specifying the minimum size of lot to be sold, and provided other satisfactory assurance of appropriate development is given.)

b. The names of adjoining subdivisions if any and the book and page where recorded.

c. Lengths of tangents, radii, arcs and chords, and central angles for all center-line curves on streets.

d. Tangents, chord, arc, radius, and central angle at all street corners.

e. All interior angles and boundary line dimensions for every lot and for every area proposed to be dedicated to public purpose.

f. Location of all monuments which monuments shall be referenced to at least three permanent coordinated monuments (where such exist within a reasonable distance of the land to be subdivided) and approved by the City Engineer.

g. A title which shall include the name of the subdivision, the name of the owner or his agent, and the name of the certifying engineer or surveyor.

h. A certificate by the engineer or surveyor making such plat, to the effect that the plat is correct; and a statement duly acknowledged before some officer authorized to take acknowledgement of deeds and signed by the owner or owners of the property to the effect that the subdivision shown thereon is made with his or their free consent and in accordance with their desires.

The Final Plat Shall be Accompanied by:

a. A certificate of title showing the owner-

ship of the land to be vested in the subdivider or other applicant for plat approval.

b. A copy of such private restrictions as may be imposed upon the property, conditional to sale.

c. Street profiles for all streets, showing grades approved by the City Engineer.

d. Such performance bonds or other surety as may be required under paragraph (h) of Section V.

Boundary Survey:

The boundary of the subdivided tract shall be determined by an accurate survey which must be balanced, referred to at least 3 permanent monuments (where such exist) and closed within an error of one in three thousand.

Final Plat Checking:

The Board of City Commissioners shall cause the City Engineer to check the final plat for correctness, charging the cost thereof to the subdivider.

Action upon and Approval of the Final Plat:

The final or record subdivision plat shall be prepared and submitted to the Planning Board by the owner of the property or his authorized representative within one year after the approval of the preliminary plat; otherwise the approval of the preliminary plat shall become null and void unless an extension of time is applied for and the application is granted by the Board.

In submitting a final plat to the Board for its approval, the plat shall be delivered to the Secretary of the Board, who will give a receipt therefore and note the date of delivery. For consideration at the next regular meeting of the Board, the final plat must be in the hands of the Secretary of the Board not less than ten days in advance of the date of such meeting.

The Planning Board shall take and report its action to the Board of City Commissioners within thirty days from and after the date of the submission of the final plat to it or approval, or within such further time as may by resolution of the Board of City Commissioners be granted; otherwise such plat shall be deemed to have been approved, and the certificate of the City Clerk as to date of submission of the plat for approval to the Planning Board and of the failure of said Board to report action

thereon within thirty days or within such further time as may have been granted by the Board of City Commissioners, shall be issued on demand of the owner or his agent and shall be sufficient, in lieu of the written endorsement by the Planning Board. The grounds of disapproval of any plat submitted to the Planning Board shall be stated upon the records of said Board.

Endorsement of Approval:

Upon approval of a final plat such approval shall be indicated by a statement to that effect on the original or record map with the signature of the Chairman and the Secretary of the Planning Commission.

Record Copies of the Final Plat:

The subdivider or his agent shall supply the Planning Board with two copies of the final plat on tracing cloth or linaura cloth. One copy will be kept in the Planning Board files. The other copy will be kept in the files of the City Engineer.

Effect of Approval and Recording the Final Plat:

The approval of the final plat by the Planning Board shall be deemed an acceptance of the proposed dedication of all streets and other public areas shown on the plat, and recording the final plat shall have the effect of transferring such street and other public areas in fee simple to the City of New Brunswick. But neither approval of a final plat by the Planning Board nor the act of recording the map shall impose any duty upon the City of New Brunswick concerning the maintenance or improvement of any such dedicated parts until the Board of City Commissioners shall have made actual appropriation of the same by acceptance, entry, use, or improvement.

The owner of the land or his agent may place a notation on the final or record map to the effect that there is no offer of dedication of streets or other public areas to the public, in which event the title to such ways and other lands remains with the subdivider, and the City shall assume no responsibility for the improvement or maintenance thereof, which fact shall also be noted on the final plat.

Section V. Development Standards and Requirements

The subdivider shall observe the following requirements and principles of land subdivision:

a. The plat shall conform to such plan or plans for the City and surrounding area as shall have been prepared and adopted by the City Planning Board.

b. All streets or roads which are designed to become parts of the major street or road system of the City and environs, as shown on the above plan or plans, shall be coterminous with adjoining links in said system and at the same or greater widths.

c. Blocks, or the distance between street intersections, shall not be less than 600 feet nor more than 1200 feet in length except when the Planning Board may deem that existing conditions or special plan provisions warrant a variation from this requirement. Likewise, except where existing conditions or special plan provisions warrant variation, no block shall be less than 200 nor more than 350 feet in width. If a block exceeds 1000 feet in length, the Planning Board may require that a foot path of not less than 10 feet in width shall be provided at a convenient place to extend across the width of the block.

d. Except under special conditions, street grades shall not exceed 4 per cent on main traffic streets nor 10 per cent on residential streets.

e. Lots shall be of such width and depth as to permit conformance with the zoning ordinance and other City regulations.

f. In all rectangular lots, and so far as possible in all other lots, the lot side lines shall be at right angles to the streets on which the lots face, or radial to curved lines.

g. Monuments of such patterns as may be prescribed by the City Engineer shall be set at all boundary corners, at all street intersections, and at such other places as may be indicated by said official.

h. Before proceeding to sell lots in any subdivision approved consequent to this enactment, the subdivider or his agent shall improve or shall agree to improve the street or street upon

which the lots front by: grading and all-weather surfacing of roadways to a width not less than 18 feet, placing curbs and gutters or equivalent provisions for proper drainage, and laying at least one sidewalk when specified by the Planning Board, all in location and at grade given or approved by the City Engineer, and according to specifications indicated by him.

No final plat shall receive final approval by the Planning Board until the completion of the above-specified improvements has been certified by the City Engineer to the Board, unless the subdivision owner or owners shall have filed with the Board a performance bond satisfactory to the City Attorney as valid and enforceable, and in amount sufficient to cover the estimated cost of such specified improvements, assuring their installation by or before an agreed upon date.

i. Building or set back lines of a depth approved by the Planning Board shall be established for each street and shown on the record plat.

j. No subdivision showing reserve strips controlling the access to public ways will be approved except where the control and disposal of land comprising such strips are definitely placed within the jurisdiction of the Board of City Commissioners under conditions meeting the approval of the Planning Board.

k. Street trees of a size, variety, and spacing approved by the Planning Board shall be planted throughout the lengths of all streets.

l. Alleys 16 to 20 feet in width shall be provided at the rears of all lots designed for business purposes, and off-street public parking space may be required in convenient relation to lots intended to be developed or sold for business use.

m. No plat showing more than five lots, with an average area of less than 15,000 square feet per lot, shall be approved if inaccessible to sewers, unless served with public water supply or unless the subdivider or his agent enters into agreement with the appropriate governing body or other authority to make the necessary sewer extension or to provide other sewage disposal facilities, approved by the State Department of Health, and under no circumstances shall the

Board approve a subdivision providing lots with less than sixty (60) foot frontage and less than six thousand (6000) square feet in area, except, in appropriate instances, as in the case of a plan for a large-scale housing development to be constructed as a unit by a single responsible agency.

Section VI. Administration

These provisions shall be considered the minimum requirements for the protection of the public welfare, and the Planning Board reserves the right to modify or to extend them as may be deemed necessary for the public good. If, however, the subdivider of land or his agent can clearly demonstrate that, because of peculiar conditions pertaining to his land, the literal enforcement of these regulations will exact undue hardship, then the Board may permit such variations from their literal interpretation as

may be necessary or within their general purpose.

Section VII. Penalties for Transferring Lots in Unapproved Subdivisions

To be enacted by ordinance of the Board of City Commissioners)

Whoever, being the owner or agent of the owner of any land located within the City of New Brunswick sells land by reference to or by exhibition of or by other use of a plat map of a subdivision before such plat map has been approved by the Planning Board of the City of New Brunswick shall forfeit and pay a penalty of not less than one hundred dollars for each lot or parcel so transferred or sold. The City of New Brunswick may enjoin such transfer or sale or agreement by action for injunction brought in any court of equity jurisdiction or may recover the said penalty by a civil action in any court of competent jurisdiction.