Borough of Beach Bradley Beach

Municipal Public Access Plan



Submitted by: Borough of Bradley Beach

Date of Current Submittal: 4/30/2019

Approved by the New Jersey Department of Environmental Protection: Date of NJDEP approval

> Adoption by the City: Date will be added upon adoption

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Introduction

This document is intended to provide a comprehensive public access plan for the Borough of Bradley Beach which lays out a vision for providing access to tidal waters and shorelines within the municipal boundary. This Municipal Public Access Plan (MPAP) was developed in accordance with the Coastal Zone Management Rules at N.J.A.C. 7:7-16.9 (c) through (m). The development and implementation of this MPAP supports the policy of local determination of public access locations and facilities, while safeguarding regulatory flexibility.

The Public Trust Doctrine, first set by the Roman Emperor Justinian around A.D. 500 as part of Roman civil law, establishes the public's right to full use of the seashore. The Public Trust Doctrine states that natural resources, including, but not limited to, tidal waterways and their shores, air and wildlife in the State of New Jersey are held by the State in trust for the benefit of all of the people. Further, the Public Trust Doctrine establishes the right of the public to fully utilize these natural resources for a variety of public uses.

The original purpose of the doctrine was to assure public access to waters for navigation, commerce and fishing. In the past two centuries, State and Federal courts in New Jersey have recognized that public uses guaranteed by the Public Trust Doctrine also include public recreational uses such as swimming, sunbathing, fishing, surfing, sport diving, bird watching, walking and boating along the various tidal shores.

Through various judicial decisions, the right of use upheld by the Public Trust Doctrine has been incorporated into many state constitutions and statutes, allowing the public the right to all lands, water and resources held in the public trust by the state, including those in New Jersey. The New Jersey Department of Environmental Protection (DEP) adopted new rules governing public access on November 5, 2012 that enable municipalities to develop and adopt MPAPs to govern public access within their municipality. This MPAP consists of an inventory of public access locations and plans to preserve and enhance access based on community needs and State standards.

This plan has been developed in collaboration with and presented to the Bradley Beach Planning Board on date and approved for submission to the DEP on date. Upon receiving approval from the DEP on date, the MPAP was incorporated into the **specify element** Element of the Master Plan by resolution on date, (see Appendix 1). All public access decisions made within The Borough of Bradley Beach after this date will be consistent with this plan.

Importance of Municipal Public Access Plans

The premise of the authorization of MPAPs is that public access to tidal waters is fundamentally linked to local conditions. The development of a MPAP enables the municipality to better plan, implement, maintain, and improve the provision of public access for its residents and visitors. It also informs and/or identifies public access requirements associated with any proposed development or redevelopment project. The Borough of Bradley Beach feels strongly that full access to the entire length of the Borough's beach remain open for access by the public to the greatest extent possible.

The Borough of Bradley Beach is responsible for ensuring that public access to the tidal waters within the municipality is in accordance with this plan as approved by DEP and adopted as part of the municipal Master Plan. For each new project that is required to provide public access through a DEP issued Coastal Area Review Act or Waterfront Development permit, The Borough of Bradley Beach will provide DEP with a letter confirming its consistency with this MPAP. Upon adoption of this MPAP into the municipal Master Plan, the DEP public access requirement shall be satisfied in accordance with this plan. The Borough of Bradley Beach will submit a progress report documenting plan implementation to DEP every five (5) years after the date of plan adoption.

I. Municipal Public Access Vision

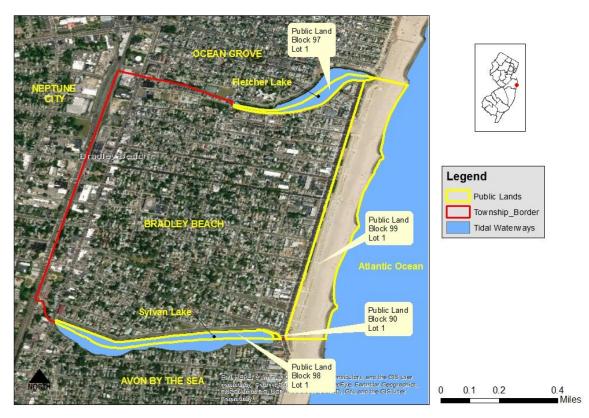
A. Overview of Municipality

The Borough of Bradley Beach is an oceanfront destination community located in the southeast portion of Monmouth County, New Jersey. Its total land mass occupies 0.633 square miles and it contains an ocean-front beach having a length of 0.92 miles. In the early days of the United States, the Borough was formerly known as Ocean Park and originally existed as part of Ocean Township. Later, it became part of Neptune Township. In 1893, by act of New Jersey State Legislature, it formally separated from Neptune Township and was incorporated into the Borough of Bradley Beach. The incorporation was confirmed on March 13, 1925. Named after James A. Bradley, a prominent land developer of that era, it was the first ever New Jersey town to charge for beach badges. Beginning in 1929, the badges were made of tin and minted by the town.

The Borough is adjacent to Avon-by-the-Sea to the south, Ocean Grove (part of Neptune Township) to the north and Neptune City to the west. It's location at the Jersey Shore provides easy access by roadway with nearby connections to New Jersey's Garden State Parkway, Route 18, Route 33, Route 34 and Route 195. The Jersey Shore Rail line from Bay Head to New York City travels along the western boundary of the borough and has a Bradley Beach Rail Station.

Bradley Beach is a vacation destination for the summer beach season. The year-round population is approximately 4,500 and it grows to 30,000 during the summer months. The Borough's beaches are enjoyed by a great number of beachgoers. Bradley Beach remains a popular summer resort at the Jersey Shore.

1. Map 1. Bradley Beach's Tidal Waterways and Lands



Borough Of Bradley Beach

B. Municipal Public Access Goals and Objectives

1. Goals & Objectives

- i. A primary goal of the Borough is to demonstrate interest in, and encourage efforts by the State of New Jersey, The County of Monmouth and the (Federal Government) US Army Corps of Engineers to develop and fund remedies to control beach erosion. This is essential to the local economy specifically because the beach is the primary attraction for the town. Without the beach and access to the beach, there would not be population of 30,000 in the summer months and commerce would suffer greatly.
- **ii.** Another significant goal of the Borough is to make reference to the regulations and land use/development policies contained in the latest NJDEP/CAFRA Regulations.

In addition to those goals outlined within the Master Plan, The Borough of Bradley Beach affirms the following:

- iii. All existing public access shall be maintained to the maximum extent practicable.
- iv. Maintain safe and adequate access locations for fishing in those areas where fishing is safe and appropriate.
- v. Provide clear informative signage for access locations.

The Borough of Bradley Beach's Municipal Public Access Plan embraces and reflects these goals and will help preserve, protect, and enhance the public's ability to access the Public Trust lands which surround the municipality. The previous goals are compliant with the New Jersey Coastal Zone Management Rules broad set of coastal protection goals (see N.J.A.C 7:7-1.1 (c)).

2. Municipal Master Plan Consistency

The goals and objectives provided in this Municipal Public Access Plan have been reviewed and are consistent with The Borough of Bradley Beach Master Plan. Specific Master Plan Goals from the Borough's Master Plan (page 19) include:

The rehabilitation and infill of the housing stock should be encouraged where appropriated, while maintaining the character, scale and privacy of the established residential neighborhoods in the Borough. (Maintaining public access to beaches is consistent with this goal.)

Recognize the need to adapt to the changing dynamics and demands of a diverse and increasingly globalized economy. (Maintaining public access to beaches attracts many visitors from other geographic areas and helps to keep a culturally and ethnically diverse population and is therefore consistent with this goal.)

To encourage land uses with transportation facilities to improve access and encourage alternatives to driving. (Public access is the driving component that draws summer visitors.

The Bradley Beach train station will stay busy, especially during the summer beach season. This active use provides funding for the railroad in order to maintain economic viability.)

Encourage those public and private actions necessary to develop and sustain the long-term viability of key commercial/retail areas. (Public access to beaches attracts thousands of shoppers and spenders to the Borough. Without the beaches, and access to them, the shoppers would not come to Bradley Beach).

Access to the beach and ocean is open with many steps and ramps that are not ever locked, and provide access to the beach. Parking is provided along the entire length of the beach.

II. Existing Public Access

Public Access in The Borough of Bradley Beach is provided by the municipality and consists of a variety of access points and facilities discussed below. Paid parking is available on both sides of Ocean Avenue throughout its length, adjacent to the beach, and also in the municipal parking lot at the north end of the borough. Free curbside parking is available on all other streets west of Ocean Avenue in the beach area.

Public Bathrooms: The borough provides adequate public restroom facilities along the beach. Three public restroom buildings can be accessed directly from the boardwalk without crossing Ocean Avenue. They are located at Lareine Avenue, 3rd Avenue and Evergreen Avenue.

Handicap parking is located at Kent Avenue, Cliff Avenue, Lareine Avenue, Brinley Avenue, 5th Avenue, and Evergreen Avenue.

Handicap ramps are provided at Park Place, Ocean Park Avenue, McCabe Avenue, Lareine Avenue, Brinley Avenue, 4th Avenue, 3rd Avenue, 2nd Avenue and Evergreen Avenue.

Fishing, kayaking, SCUBA, stand up paddle boarding and other recreational uses are permitted along Fletcher Lake and Sylvan Lake without beach badges. During the summer beach season, fishing, kayaking, SCUBA, stand up paddle boarding and other recreational uses are permitted at the designated surfing beach located between 2nd and 3rd Avenues. For those individuals participating in such activities, who walk directly to the ocean, no beach badge is required. Anyone sitting on the beach with or without recreational gear is required to have a beach badges during beach hours. Badges are not required during off - beach hours during the summer season nor are they required during spring, fall and winter months.

Boat Ramps: Due to the nature of the shoreline, ocean waves break directly on the sand. Therefore, no boat ramps are provided.

Beach Walkways: Access to the boardwalk is provided at every perpendicular street. Access stairways from boardwalk down to the beach are provided at; Lake Terrace, Kent Avenue, Cliff Avenue, Newark Avenue, Park Place, south of Ocean Park Avenue, Lareine Avenue, Brinley Avenue, 4th Avenue, south of 3rd Avenue, 2nd Avenue and between 2nd Ave and Evergreen Avenue.

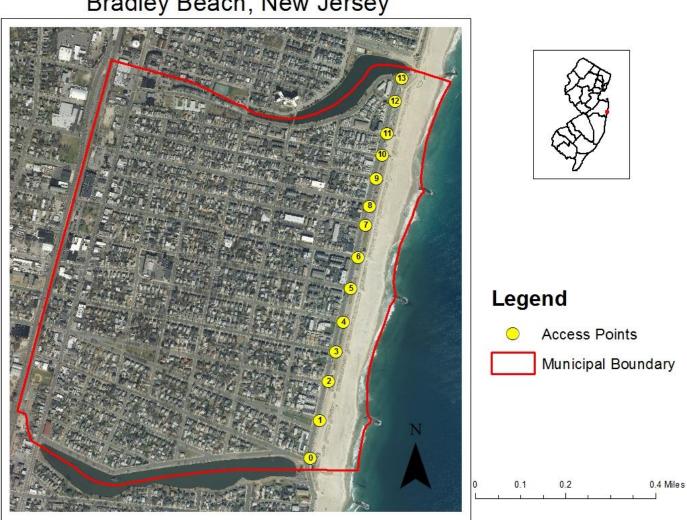
Beach hours are from 9:00 am to 5:00 pm. Beach badges may be purchased at Borough Hall or at various locations along the boardwalk at beach stairway locations.

Lifeguard Protected Beaches: With the exception of the designated surfing beach between 2nd and 3rd Avenue, the entire length of the beach within the borough is protected by lifeguards during typical daytime beach hours.

A. Public Access Locations

Map 2 The Borough of Bradley Beach **Public Access Locations**, identifies an inventory of all public access locations within The Borough of Bradley Beach. There are 14 access points and each is utilized. There are no restrictions at any access point. See Table 1, located in the Appendix, for detailed information for each location.

Public access is provide to the beach in perpetuity because public roadways (ROW's) are adjacent to the publicly owned beach lot. The beach lot is part of the Borough's Recreation and Open Space Inventory (ROSI) which is designated by NJDEP Green Acres Regulations that provide access to Green Acres properties for the public in perpetuity.

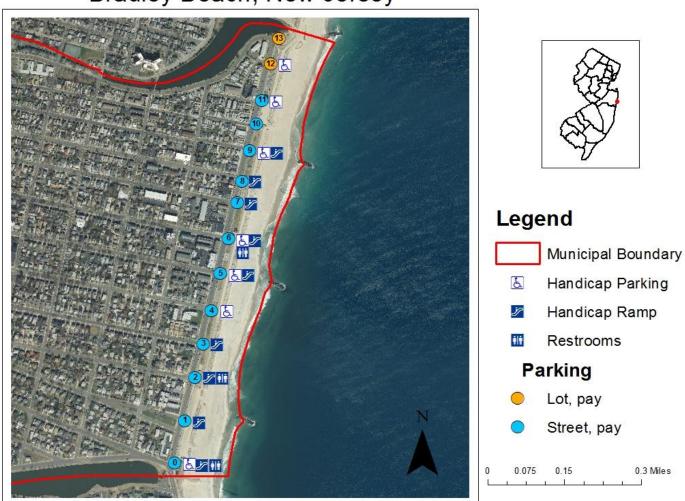


Bradley Beach, New Jersey

B. Improved Public Access Locations

Map 3 The Borough of Bradley Beach **Improved Public Access Locations,** provides an inventory of the existing public access locations that currently provide access to public trust lands and waters. See Table 1, located in the Appendix, for detailed information this location.

Map 3: The Borough of Bradley Beach Enhanced Public Access Locations



Bradley Beach, New Jersey

C. Limitations to Public Access

The following limitations to public access currently exist:

1. Temporary Restrictions

Overnight parking on local streets is not permitted.

2. Permanent Restrictions

No permanent public restrictions to public access are known to exist

III. Community Needs Assessment

The Borough of Bradley Beach Master Plan was re-examined and adopted on July 24, 2014. The adopted plan does not address community needs. However, a recent evaluation of the number of existing access points has determined that 14 access points providing perpendicular access to tidal waters, is an adequate number, given that the borough is less than one mile in length. There is no need for additional perpendicular points of access.

Bradley Beach has been a popular beach destination for many decades and related issues have been addressed, as time has gone by, to satisfy the needs of the beachgoers. Evolution of the beach town, over time, has resulted in a morphed physical beach community that serves the needs of its users. As access, parking and restrooms became necessities, they have been provided by the borough.

In regard to access to tidal waters for water dependant and water oriented uses: all such needs are satisfied by the access provided at the aforementioned designated surfing beach. Any recreational participants in SCUBA, kayaking, stand up paddle boarding or other uses are allow and encouraged. A place in Bradley Beach where recreational participants can gain access to the Atlantic Ocean is provided. There has not been an instance where such recreational participants were denied access or not permitted to use the ocean for recreational uses. For safety reasons, these activities are separated from standard bathing beaches. Parking is located along all streets near the designated surging beach.

In the borough's assessment of practical limitations to public access, the borough concludes that anyone who wishes to access the beach and tidal waters can do so easily and has fourteen opportunities where they can do that. There has not been identified any restrictions to public access of the beach and tidal waters.

IV. Implementation Plan

The Borough of Bradley Beach has created an Implementation Plan composed of Priorities, Preservation of Public Access Locations, Signage, Proposed Access Improvements and Facilities, and Municipal Tools for Implementation as described in the following section:

A. Priorities

The Borough of Bradley Beach developed the following priorities:

1. Maintain Existing Public Access

The Borough has a clear understanding of the importance of the beaches and access to those beaches to the overall economic health of the municipality. Repaving roads and parking areas, utilities and streetscape beautification projects, such as placing hanging flower pots on streetlights, all work together to maintain public access in the Borough.

a. Tools

The tools that the Borough uses to maintain public access include: 'Bradley Beach Ordinance Chapter 270: Land Development', 'Bradley Beach Zoning Ordinances', and 'September 2003 Master Plan Reexamination Report (T&M Associates)' are each utilized, when relevant to development issues in the Borough's effort to maintain public beach access. These ordinance do not include provisions for public access. Preservation of public access is demonstrated in Section2 below.

b. Cost and Funding:

Beach badge sales provided funding for beach related expenses. In addition to beach badge funds, the Borough utilizes the ISTEA funding for other projects, such as rehabilitating the Train Station, upgrading municipal facilities such as streets and providing affordable housing units and programs for residents including the elderly.

2. Preserving Public Access

It is a goal of the Borough to preserve all points of public access to beaches so as to help sustain the town economically and socially.

The street right-of-ways are municipally owned. The beach lot (tax Parcel) is also owned by the Municipality and is contained in the Recreational Open Space Inventory (ROSI), as part of the Green Space Program which requires public access for recreational use in perpetuity.

The street right-of-ways abut the beach lot thereby providing access to the beach in perpetuity.

a. Tools

The fact that beach access occurs on public property greatly enhances the Borough's ability to provide and maintain public access to tidal waters in perpetuity. This Municipal Public Access Plan, once adopted, will become the most important tool in the Boroughs toolbox for public awareness. It will demonstrate the Borough's policy on preserving public access.

b. Cost and Funding

No new improvements to public access are proposed at this time. The beach access elements are 'built-out' and the emphasis is on keeping the access points up to required levels of maintenance. Funding for local ordinances and the development of this documents is provided through the Borough's normal business expenditures and typically is derived by municipal taxes and other fees.

3. Proposed Locations and Facilities

New facilities that the borough would like to see include additional restrooms, additional benches and an extension to the beach bulkhead from 3rd Avenue to the south municipal border with Avon 'by-the sea' to protect properties in that area from storm surge and large waves.

a. Tools

The primary tools that the Borough uses to maintain public access include the new singe ordinance and the Recreation and Open Space Inventory (ROSI) that recognized public right of way adjacent to Green Acres Lands with both being open to the public in perpetuity. Other ordinances include 'Bradley Beach Ordinance Chapter 270: Land Development', 'Bradley Beach Zoning Ordinances', and 'September 2003 Master Plan Reexamination Report (T&M Associates). Each is utilized, when relevant to development issues in the Borough's effort to provide public beach access, however, they do not serve as tools to maintain public access.

No new facilities related to increased public access are proposed at this time, by the Borough. The existing infrastructure of physical access points serves the community well and no improvement is required.

b. Cost and Funding

Since no new projects are proposed, there is no requirement for funding. At such time when new public access projects are proposed, funding arrangements will be provided.

B. Signage

The Borough of Bradley Beach provides clear signage for beach access, parking, ADA Parking, way-finding for the beach-going public.

The Borough has adopted a new Sign Ordinance (# 2019-9, see appendix 4) in February 2019. The new ordinance addresses sign locations, seasonal schedule of when signs are put out and when they are removed for off season storage. Maintenance of the signs and funding for the signs is also addressed in the ordinance. Photos of typical signs and parking meter pay stations are provided herewith.

All access points are clearly marked along with beach rules and regulations meant to promote the health, safety and welfare of the public. Limited activities on boardwalk (skate boarding, bicycling, rollerblading, etc...) are demonstrated through signage. Also, standard traffic signs are in place where required. Hurricane Evacuation Routes and Garden State Parkway signs are provided. No captions are provided to describe the signs because to do so would be redundant. Each photo speaks for itself. Typical signs are shown below:













C. Army Corps of Engineers Requirements for Shore Protection Projects

The Borough of Bradley Beach has met the ACOE Requirements as follows:

The Borough of Bradley Beach has had its beach replenished by the US Army Corps of Engineers after Super Storm Sandy (Approximately 2012-2015) and has cooperated with the Corps' efforts in performing this activity. The sand elevation was replenished to an elevation of ten (10' above Mean High Water). The Borough maintains points of vehicular access to the beach at the south end of town to accommodate the USACOE, when such projects are underway.

V. Relationship to the Other Regional and State Plans

The Borough of Bradley Beach MPAP has been reviewed for consistency and has the following relationship to other Regional and State Plans:

According to the 'New Jersey State Development and Redevelopment Plan', the borough is within a PA1 - Metropolitan Planning Area which extends from Red Bank down through Avonby-the-Sea. Due to the dense population and high concentration of developed lands, this part of the Jersey Shore is in fact, a metropolitan area. To the west lies the 'Suburban Planning Area' where densities lessen as one gets farther from the ocean.

The Bradley Beach Borough strategy is to achieve all the State Planning Goals by coordinating public and private actions to guide future growth into compact ecologically designed forms of development (where achievable) and redevelopment, and to protect the Environs, consistent with the Statewide Policies and the State Plan Policy Map.

VI. <u>Resolution of Incorporation</u>

The Borough of Bradley Beach as approved a resolution for the incorporation of the MPAP. See Appendix 1 for the resolution.

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APPENDIX 1 Model Resolution for Incorporating MPAP into Master Plan

(upon adoption the final resolution will replace this model)

Resolution #_____

Title: A RESOLUTION APPROVING THE MUNICIPAL PUBLIC ACCESS PLAN

WHEREAS, the *{municipality name}* Municipal Public Access Plan (MPAP) was submitted to the Township Council and reviewed at the regular meeting of *{date}*, and

WHEREAS, the governing body has approved the plan as submitted, and

WHEREAS, the governing body recognizes the need to make the MPAP an authorized component of municipal decision-making by incorporating it into the municipal master plan,

NOW, THEREFORE, BE IT RESOLVED by the *{municipality governing body}* of *{municipality name}*, the *"{municipality name}* Municipal Public Access Plan," a copy of which is attached, is hereby approved.

FURTHER RESOLVED, the MPAP shall be incorporated into the municipal master plan within {element}.

FURTHER RESOLVED a copy of the plan shall be sent to the New Jersey Department of Environmental Protection for review and approval in accordance with N.J.A.C.7.7.

I hereby certify the foregoing to be a resolution adopted by the *{governing body}* at a meeting held on *{date}*.

Municipal Clerk

APPENDIX 2 <u>Public Access Table</u> <u>(see next page)</u>

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APPENDIX 3 ROSI - RECREATION AND OPEN SPACE INVENTORY

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The above information is the Recreation and Open Space Inventory (ROSI) on file with Green Acres. Please note that Green Acres relies on the accuracy of the information provided to us by the Local Unit(s) in maintaining the accuracy of our database. Since it is the responsibility of the Local Unit(s) to ensure compliance with Green Acres rules, it is strongly recommended that you confirm this information with the Local Unit(s).

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APPENDIX 4 SIGN ORDINANCE

ORDINANCE 2019-9

AN ORDINANCE TO AMEND AND SUPPLEMENT THE REVISED GENERAL ORDINANCES OF THE BOROUGH OF BRADLEY BEACH, COUNTY OF MONMOUTH, STATE OF NEW JERSEY, CHAPTER 123, MUNICIPAL PUBLIC ACCESS SIGNS

WHEREAS, the New Jersey Department of Environmental Protection requires all communities that contain tidal waters to provide for public access; and

WHEREAS, existing and future signage for public access is required at all public access locations identified in the Municipal Public Access Plan; and

WHEREAS, installation and maintenance of signage is a requirement of N.J.A.C. 7:7-16.9(r).

ARTICLE III

123-16 Municipal Public Access Signs

B. "Public Access Sign" approved by the NJ DEP shall be a posted sign depicting the public access point to, from and along tidal waterways and their shores within the Borough of Bradley Beach. Public access signs shall list the name of the access point as well as any restrictions.

(1) Location

All public access signs shall be installed at the entrance of the designated beach access points as outlined in the Municipal Public Access Plan.

(2) Schedule

All public access signs shall be installed annually by the Department of Public Works on April 15th and removed on October 15th.

(3) Maintenance

All public access signs shall be maintained by the Department of Public Works.

(4) Funding

The Borough of Bradley Beach shall be responsible for the cost of all public

access signs.

BE IT FURTHER ORDAINED, that if any section, paragraph, subsection, clause or provision of this Ordinance shall be adjudged by the Courts to be invalid, such adjudication shall only apply to the section, paragraph, subsection, clause or provision so adjudicated, and the remainder of the Ordinance shall be deemed valid and effective.

BE IT FURTHER ORDAINED, This ordinance shall take effect twenty (20) days after passage by the Mayor and Council and publication according to law.

SO ORDAINED as aforesaid.

an

KELLY BARRETT Municipal Clerk

GARY

Mayor

Introduced 2/26/19 Final Reading & Adoption 3/12/12