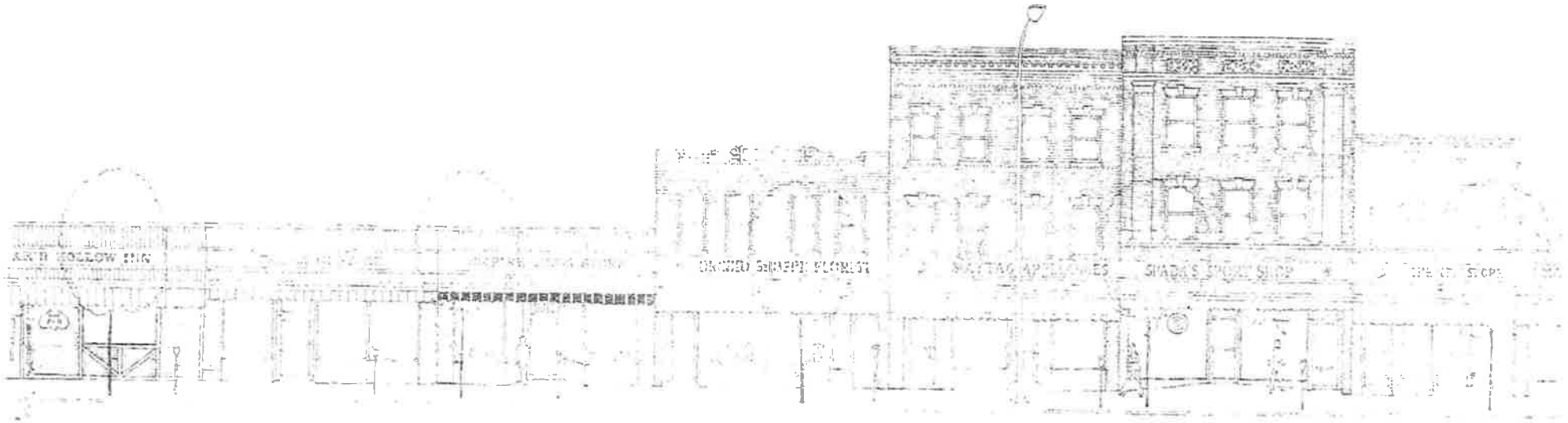
An Improvement Program for
Central Broadway
Kingston, New York

Prepared for the Office of Community Development
by Raymond, Parish & Pine, Inc., Planning Consultants
May, 1976

Central Broadway

Kingston, New York



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Introduction

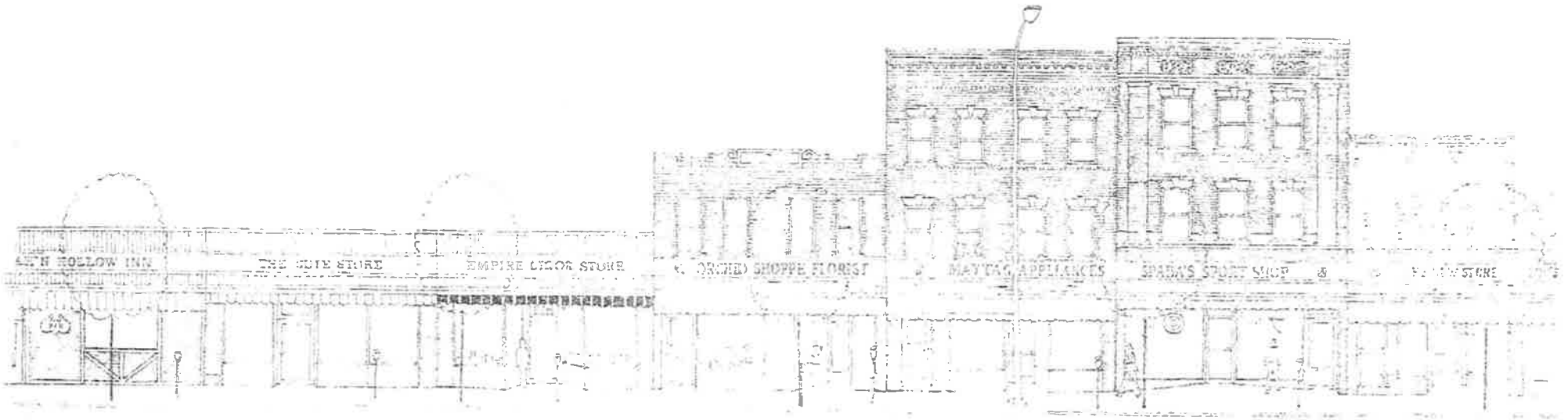
As part of its first year Community Development Program, the City of Kingston allocated funds for the planning and implementation of a revitalization program for the Central Broadway Business Area. The assignment undertaken by the Office of Community Development and the Consultants was to investigate the Central Broadway Area and, with the participation of the business community, to formulate a revitalization plan that could be initiated immediately.

Central Broadway is a narrow strip, over one mile in length, that extends from Albany Avenue to Delaware Avenue. Originally the link between the Villages of Rondout and Kingston, Broadway is still a major transportation corridor. It also provides a wide variety of shopping and service conveniences through over 100 individual businesses. In addition, many public and quasi-public organizations are located along Central Broadway which, combined with the business establishments, contribute to its importance as a distinct functional area of the city.

In recent years, Central Broadway has experienced a decline in both physical appearance and importance. This loss of competitive position can be attributed to many factors, including the development of new convenient shopping centers on the outskirts of the city and the successful renewal of the "uptown business area". Besides these market conditions, other problems have plagued Central Broadway. Congested traffic conditions, inadequate parking, dangerous pedestrian crossings, lack of a concentrated retail core, and generally poor physical appearance are the most significant.

The first stage of the planning program involved surveys and analyses of existing land uses, parking and traffic conditions, urban design elements and appearance problems. Based on this initial reconnaissance, preliminary plans were prepared and reviewed with the Central Broadway Association (CBA). After appropriate modifications to the preliminary plans, the final plan, presented in this report, establishes an order of priorities, including a first stage program for immediate action, and an overall plan geared towards implementation within the cost and time constraints of the Community Development Program.

Survey and Analysis of Existing Conditions



LAND USE

A wide variety of activities are accommodated along Central Broadway. General and neighborhood retail stores, auto dealerships, service stations, industrial and government buildings and residences alternate along the two sides of the street.

Approximately 400,000 square feet of non-residential gross floor area exists along Central Broadway. This figure does not include the hospital, high school and former City Hall. Manufacturing and wholesale floor area located behind the Broadway frontage is also excluded from the calculation.

A total of 155 individual commercial and service establishments front onto Broadway. They represent 56% of the floor area. The remaining 44% floor area is divided between offices (21%), institutions (18%) and automotive and wholesale uses (5%). About 60% of the total inventoried floor area is located south, and 40% north of the railroad overpass.

A major barrier, the railroad over-pass, divides Broadway into two sections. Most of the general retail stores and automotive uses are located in the northerly section; institutions, such as the high school, hospital, YMCA, etc., occupy a major portion of the area south of the bridge. In this latter area the majority of the stores are of a neighborhood character. Manufacturing and wholesale uses are concentrated behind much of the frontage east of Broadway, both north and south of the railroad. The railroad line running parallel with Broadway provided, at one time, an important service to these properties. Elimination of this line, however, is anticipated in the foreseeable future.

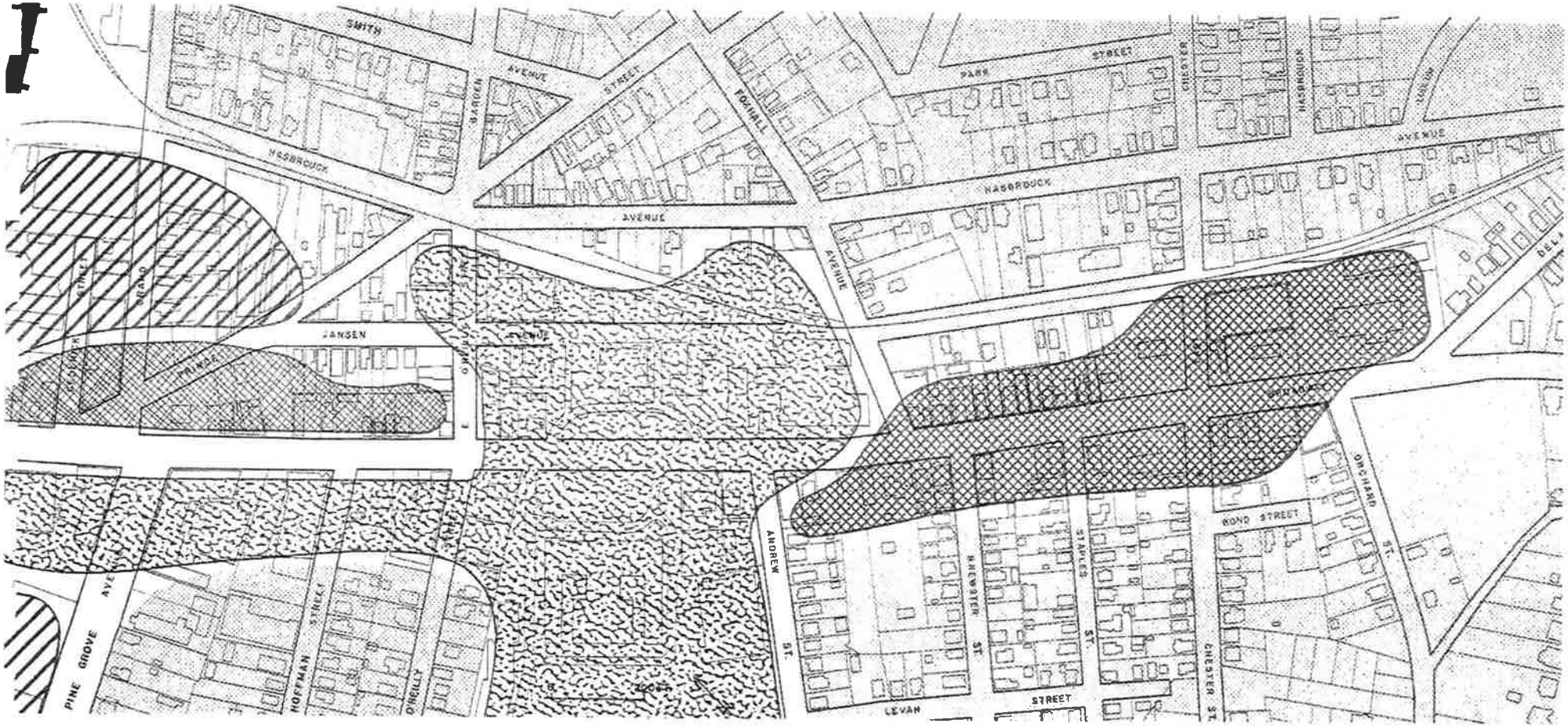
Along the whole length of Broadway, basically sound residential areas adjoin the business district. A large number of people live within walking distance, or just a short drive away. However, no major food store (supermarket) serves this population.

The general land use pattern expresses the fact that businesses along the street are supported by neighboring residences, by those whose destination (for work, entertainment, or shopping) is Broadway, and by people who use Broadway as a major transportation route.

The retail and business role of Central Broadway is not likely to increase substantially in the future, due to both market and physical constraints. However, because of its strategic location and the variety of services available, Broadway can fulfill a role as a centralized convenient commercial center. It is interesting to note that, even though much concern had been expressed about the decline of businesses, the land use survey shows that only 8% of the businesses were vacant.

Land Use Concentrations

- Residential
- Neighborhood Retail
- General Retail
- Mixed Retail
- Automotive and Related
- Manufacture, Wholesale
- Government, Institution



TRAFFIC

The purpose of the traffic analysis was to obtain sufficient data for the development of a preliminary plan to improve traffic flow along Central Broadway, from Albany Avenue to Delaware Avenue. A major objective has been to identify those improvements that can be made at relatively low cost without major reconstruction of the street or acquisition of property. The study concentrated basically on improvements along Broadway itself, although certain improvements on the side streets intersecting Broadway also have been considered to the extent that they affect traffic flow on Broadway.

Traffic Surveys

Traffic data used in this study include listings of traffic volume and accident data obtained from state and local records, traffic counts made by the Consultants at all signalized intersections along Broadway, and physical inventory of the street system and traffic control devices.

The existing traffic count data were obtained from the New York State Department of Transportation. These counts consisted of automatic traffic recorder (machine) counts made in recent years on each of the State highways passing through the City of Kingston. While most of these counts were not directly applicable to traffic flow on Broadway itself, they did establish a general traffic pattern for the area and identified the peak-hour traffic volumes and their relation to the 24-hour volumes. The traffic counts from DOT indicated that the evening peak-hour was the highest hour of the day. This was used in planning the turning movement counts which were made as a part of this study.

Turning movement counts were made at all of the presently signalized intersections along Broadway. These counts were made on various week days during October 1975 between 3:00 p.m. and 6:00 p.m. In addition, at some locations

turning movement counts were also made between 7:30 a.m. and 9:00 a.m. As with the State counts, the highest traffic hours occurred during the p.m. peak period.

Accident data for intersections along Broadway were obtained from the Kingston Police Department. Using the standard that any location which had more than five reported accidents in a 12-month period could be considered a high accident location worthy of further study, virtually the entire length of Broadway qualifies. Both the number of accidents and the types, as determined from the accident diagrams, were used in the analysis and the development of recommended solutions.

Travel time surveys were run on Broadway for the full length of the study section. The results of these surveys showed average travel speeds along Broadway varying between 9 and 18 miles per hour, with the lower speeds recorded during the peak hours. The p.m. peak hour traffic volumes

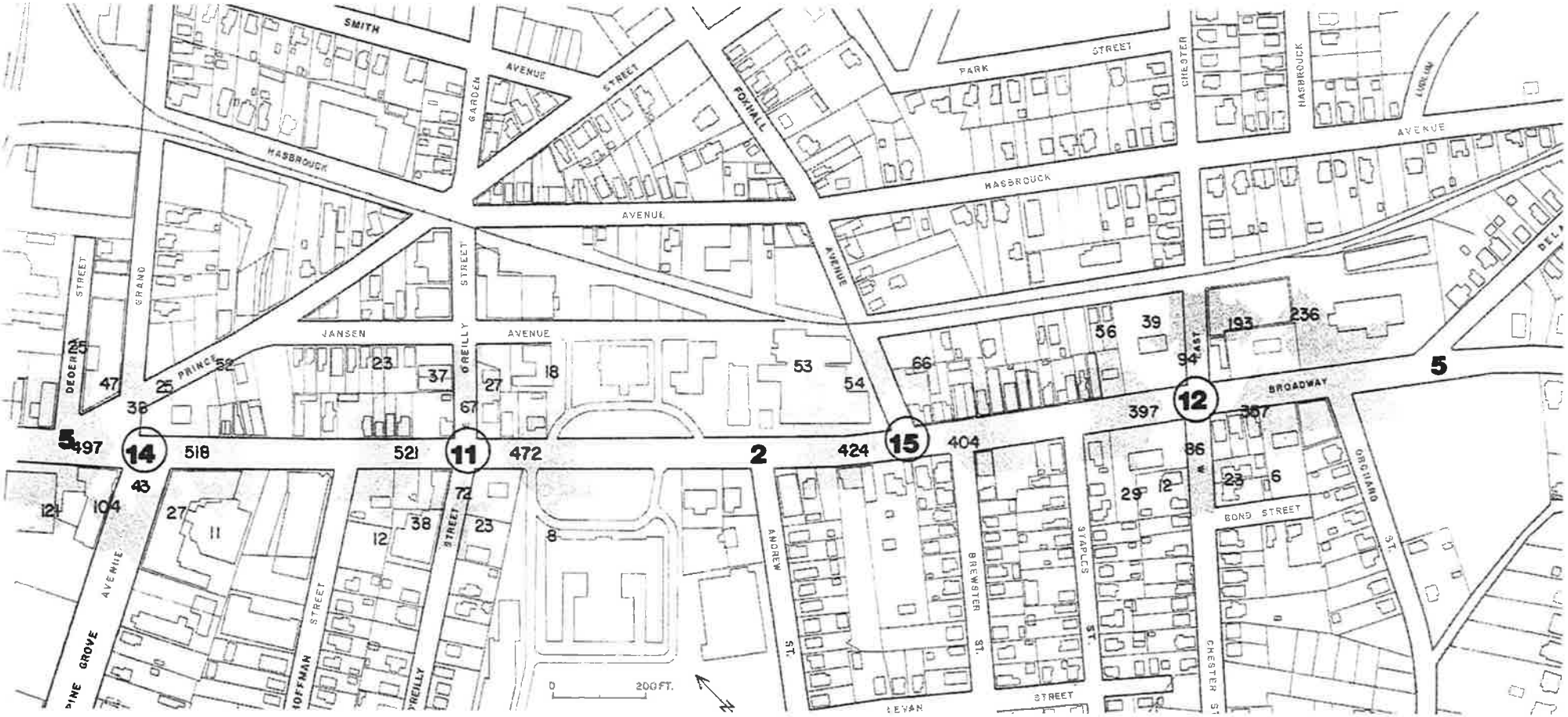
Traffic Inventory

35
40 P.M. Peak Hour Traffic Volumes & Turning Movements

5 Number of Accidents from Jan. 1, 1975 to Sept. 30, 1975

◯ Traffic Signals

○ Pedestrian Signal



north and south of the railway are 1,500 and 1,300 vehicles respectively. These volumes do not justify the slow rate of flow.

Separate inventories were made for each of the signalized intersections along Broadway, as well as the intervening streets and intersections. These inventories included the type of traffic control devices, locations, conformity to standard requirements (*New York Manual of Uniform Traffic Control Devices*), etc. For the signalized intersections, the type and function of the traffic signal, including the numbers and locations of heads, signal timing and phasing, type of controller, locations of stop lines, etc. were recorded.

Based on an analysis of the data and general observations made in the field during the course of the surveys and at other times, the major problem affecting traffic movement along Broadway can be identified as a lack of or incorrect or insufficient traffic control devices and regulations. While there are significant traffic volumes on Broadway, particularly during the p.m. peak hour, they are not of such magnitude that they by themselves would be the cause of the traffic congestion. The cause, rather, can be found at the various intersections and at some mid-block locations where parking, geometrics, or other conflicts reduce the capacity of Broadway below what it properly should be. The travel time runs indicate that a considerable amount of time is devoted to traveling between the two ends of Broadway is spent stopped at lights, or at other mid-block locations due to downstream congestion. The traffic signals are not synchronized, and although they run on the same cycle length, the phasing is not set to allow any sort of progressive traffic flow. The use of Broadway as an arterial, therefore, is significantly limited by the lack of planned synchronization between signals.

Signals, Signs and Regulations

The existing traffic signal equipment was examined to determine whether it was possible to interconnect it to provide for proper synchronization. Of the seven intersections, five were controlled by a Marbelite M-20 controller, and a sixth, O'Reilly Street, by an MY-6. These controllers are single-dial non-expansible, and cannot readily be adapted to any efficient synchronized interconnected or progressive system. The controller at the intersection of Foxhall Avenue is an M-30, which is one-dial but expandable to three dials. This controller could be interconnected into a system, but, as it stands now, there are no other signals capable of being interconnected with it. Therefore, under present conditions, its greater flexibility is of no value. It is therefore apparent that, in order to provide an effective interconnected system, six and possibly seven new traffic controllers would be required at the existing signalized intersections.

The existing traffic signal installations in general do not conform to the requirements of the *New York State Manual of Uniform Traffic Control Devices.* The existing signals consist, for the most part, of one traffic face facing each of the intersection approaches, suspended over the roadway on a mast arm(s). In many cases, these signal heads are located too close to the stop line for clear visibility. The Manual requires that there be two signal faces directed towards each intersection approach, and that at least one of these faces shall be at least forty feet from the stop line. There are, in addition, a number of other requirements, such as the lateral placement of the signal heads, height, spacing, etc. which must be compiled with in order to have a conforming signal installation. Any updating of the traffic signals, therefore, would include bringing them into conformance with the Manual.

There also are a number of traffic signs and other traffic control devices which are misplaced, poorly worded, or otherwise do not meet the standards of the Manual, and which should be replaced or upgraded.

For the purposes of analyzing traffic movements, Broadway can be effectively divided into two sections, the section between the Penn-Central Railroad overpass and Albany Avenue, and the section south of the railroad overpass. In the northern section, the curb-to-curb width of Broadway is approximately sixty feet. This is sufficient for two moving lanes in each direction plus parking on both sides. However, traffic along Broadway often moves in one lane in this section due to a lack of definition of the lanes. A re-striping program to mark both of the moving lanes would improve the capacity of Broadway at this point. It should not be necessary to eliminate parking in general on either side of the street; however, a few parking places near corners or at crosswalks may have to be eliminated. South of the railroad overpass, Broadway averages about 44 feet in width. This is sufficient for one moving lane in each direction plus parking on each side. The lack of a second moving lane plus the inability of cars to pass a vehicle waiting to make a left turn substantially reduces the capacity of this section of Broadway. Improvements in the traffic control system will increase

capacity to some extent, but not sufficiently to provide the free movement of traffic which is desired. One solution in this area would be to eliminate all curb parking on one or both sides of the street. This would provide two moving lanes in one direction, or a center left turn lane in each direction at the various intersections. While this would increase capacity to a significant extent, it would also have a significantly adverse effect on the area by eliminating a substantial amount of curb parking. Furthermore, a total ban on parking and standing vehicles, which also would be necessary, is difficult to enforce when a proven demand for this parking exists, even if sufficient off-street spaces were to be provided. A better solution would be to eliminate parking on each approach for a specified distance back from the intersection to permit through vehicles to pass other vehicles waiting at the intersection to make a left turn. This solution does not provide as great an increase in capacity as the total elimination of curb parking, but it also avoids the adverse effect of the parking elimination. On balance, the selective elimination of parking on one approach probably would be the best solution for Broadway traffic in this section.

Another factor which imposes a restraint on the traffic flow is the poor physical alignment of three of the important intersections along Broadway. At the intersections with Henry/O'Neil Streets and with Pine Grove Avenue/Grand Street the offset alignment of the side streets, in addition to creating a high accident potential for turning vehicles, slows down the movement of traffic from these streets and requires a higher percentage of green signal time for the side streets than their traffic volumes alone would warrant. At the intersection with Cedar and Cornell Streets, the reduction in width of Broadway and the resultant offset of the travel lanes slows traffic on Broadway and reduces its capacity.

In summary, traffic along Broadway moves much slower than desirable. The volume of vehicle movement does not justify the existing problems of slow traffic, high accident rate, and difficult pedestrian crossings. The main reasons for the inefficient functioning of Broadway are:

1. An outdated signal system,

2. Poor alignment of some major intersections, and

3. The lack of proper use of such traffic control methods as signing, striping, restriction of street parking, etc.

These shortcomings especially affect the southerly, narrower portion of Broadway.

PARKING

Existing parking conditions were analyzed to determine the amount and type of parking facilities which are presently provided in the Broadway Corridor, the extent to which these existing parking facilities are being used in terms of both utilization rate and duration, and to identify areas where the existing parking supply is inadequate to meet current demands. The study consisted of a complete inventory of all existing curb and off-street spaces and two separate parking surveys, the first a general survey of the entire Broadway Corridor, and the second covering four specific areas in greater detail. The results of these surveys are described below.

Parking Inventory

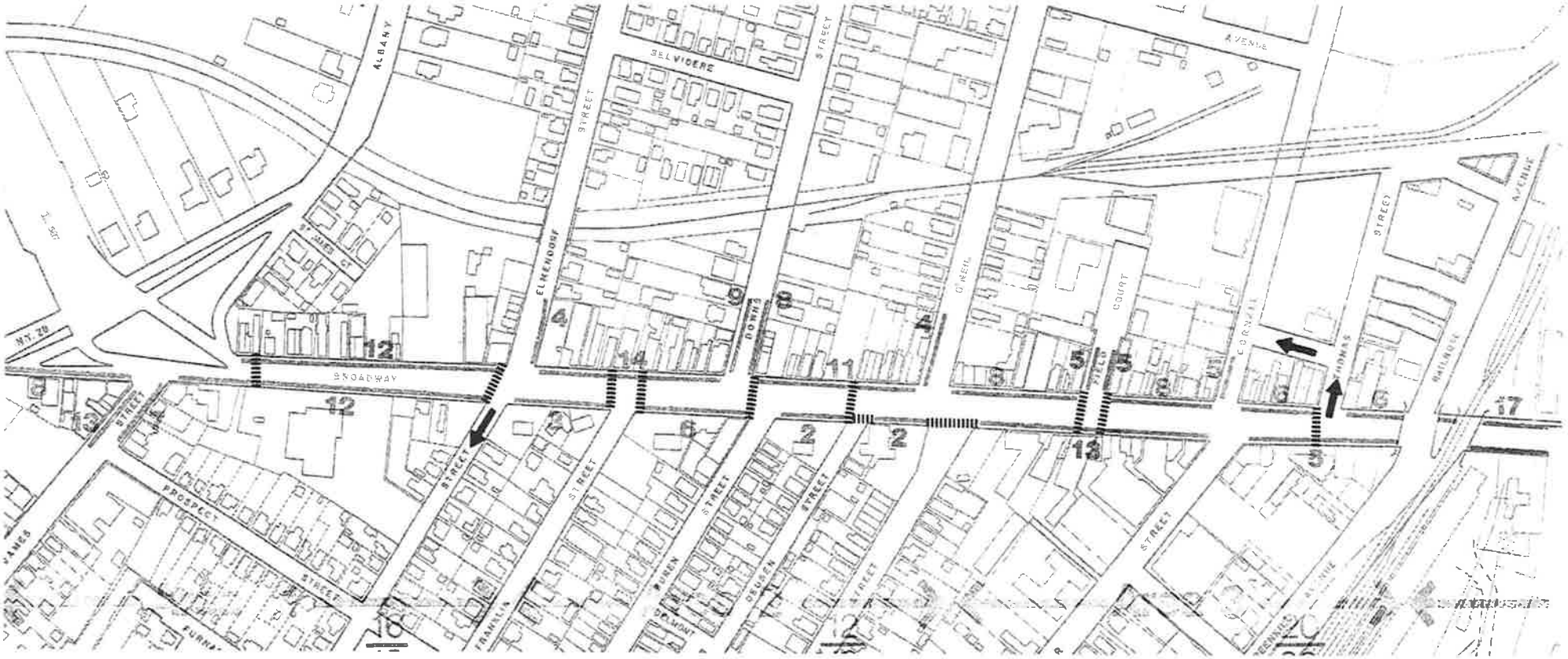
An inventory was made of the type and location of all on- and off-street parking along the Broadway Corridor, including locations of all parking meters, and the posted restrictions on the various parking spaces.

The inventory identified a total of 1,275 parking spaces along Central Broadway; approximately 48% of these spaces are north of the railroad underpass and 52% south of it.

Approximately 353, or 28%, of the spaces are public, 80 of which are located in four off-street municipal parking lots. The remaining 922 spaces, or 72%, are privately owned and are located in over 40 individual lots, most of which serve only one use.

Parking Distribution

An analysis of the distribution of existing parking in relation to non-residential floor area was conducted to help determine new locations for public parking. Broadway was divided into six study areas and the proportion of the total parking spaces in each area was compared to the proportion of total floor area.



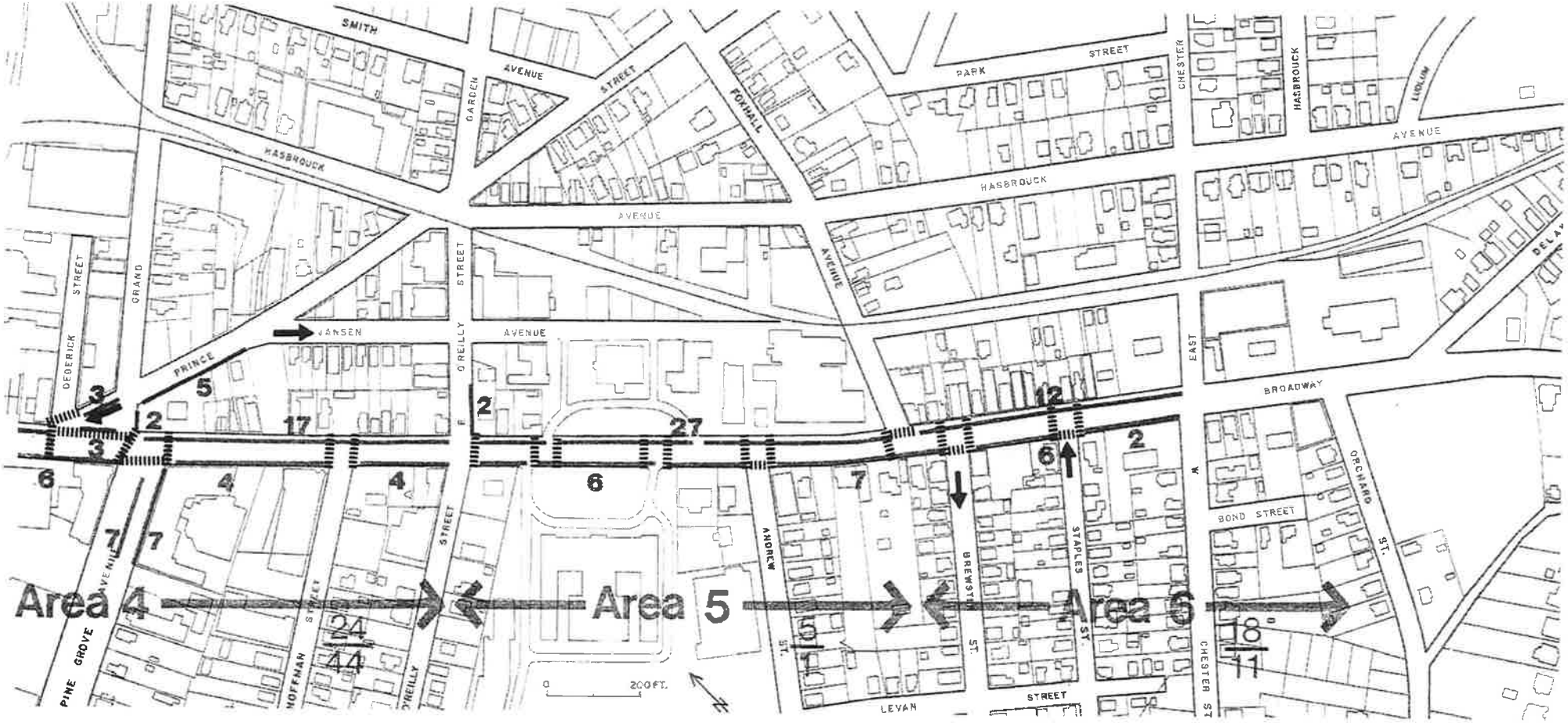
Study Area	Total Floor Area	% of Total Gross Floor Area	Existing Parking Total	Public[1]	Private[2]	% of Total Parking
1	30,000	8	209	52	157	16
2	53,000	13	155	71	84	12
3	93,000	23	256	71	185	20
4	179,000	44	366	115	251	29
5[3]	5,000	1	60	42	18	5
6	43,000	11	229	42	187	18
	400,000 (rounded)	100%	1,275	393	882	100%

[1]The public parking inventory includes 80 off-street spaces in four lots and 313 on-street metered parking spaces.

[2]Private parking lots were included if they serviced commercial uses along or directly adjacent to Broadway.

[3]Area 5 includes many public and quasi-public uses such as the Kingston Hospital, high school, and former City Hall. Only a small amount of commercial floor area is situated in this area. For purposes of this analysis the floor area of these institutional users was discounted as was the large amount of off-street parking which serves hospital employees and visitors.

Study Area
Public Off-Street Parking
Metered On-Street Parking
Pedestrian Crosswalks
One-way Street
12 Percent of Total Parking
13 Percent of Total Gross Floor Area



This analysis illustrates that parking is unevenly distributed throughout the business area; 80% of the total floor area is located between Elmendorf and East and West O'Reilly Streets but only 61% of the total parking supply served these same areas.

Corridor parking surveys were conducted to determine both the numbers of parking spaces that were utilized at various times of the day and the length of time that cars were parking in the corridor. The survey included all of the on-street metered spaces in the study area and the following selected sample of municipal and privately operated public off-street parking lots:

1. A city metered lot between Brewster and Staple Streets.
2. A privately operated lot in back of Esposito's Cleaners/ Tailors, between Foxhall Avenue and East Chester Street.
3. A privately operated lot behind Abel's Market, same block, access from back only.
4. A city lot between O'Neil Street and Field Court.
5. A city lot adjacent to the Municipal Auditorium.
6. A privately operated lot behind Eng's Restaurant between Albany Avenue and Elmendorf Street.

The corridor parking survey consisted of four observations made during the periods starting at 11:00 a.m., 1:00 p.m., 3:00 p.m., and 5:00 p.m. respectively. The license plate numbers of all parked vehicles were recorded at the on-street spaces and the city lot between Brewster and Staple Streets in order to determine both the number of cars parked and their duration. At the other parking lots, only the number of cars parked were recorded. Violations displayed on the meters also were recorded. The results of these surveys are as follows:

Parking Accumulation

The survey results showed a fairly constant parking utilization throughout most of the day, amounting to about two-thirds of the available spaces. Eighty-five percent is considered effective capacity. The demand, however, varies from area to area and from block to block. It also should be noted that the time of the survey, the end of January, normally is a time of relatively low shopping activity. It can be anticipated that parking utilization would be higher in busier periods such as the pre-Christmas and pre-Easter seasons.

	Number of Spaces	Number of Parked Cars 11 a.m.	1 p.m.	3 p.m.	5 p.m.
On-street meters:					
North of railroad	104	69	68	69	52
South of railroad	112	71	79	76	59
Total on-street	216	140	147	145	111
Parking lots:					
Public lots	52	37	41	39	26
Private lots	75	34	25	16	11
Total lots	127	71	66	55	37
TOTAL	343	211	213	200	148

Parking Duration

Parking duration is a measure of the average length of time cars park at the same parking space. In these surveys, the license plate numbers were recorded at two-hour intervals and matched to determine the number of consecutive observations for each car. Each observation represents an average parking duration of two hours.

The parking meters along Broadway are set for one hour parking, intended to serve the short-time parker. In general, this purpose is being met, with only 17 percent of the parkers recorded for more than one observation. These long term parkers, however, accounted for 34 percent of the space-hours parked. Increased enforcement of the meter time limits would make more parking spaces available for shoppers.

	Vehicles Recorded by Number of Consecutive Observations			
Location	1	2	3	4
On-street:				
North of railroad	192	18	3	6
South of railroad	169	35	5	8
Total	361	53	8	14
Metered lot	38	3	4	2

Meter Violations

It was noted during the surveys that there is a substantial number of parking meter violations, both by cars parked

beyond the time limit or where money was not put into the meter at all. The results of this survey indicate that meter violations constitute over one-half of the occupied curb spaces, and 75 percent of the occupied spaces in the metered lot. This indicates a lack of enforcement, either in the initial meter checking or the follow-up steps, and represents both a cause for long term parking and a revenue loss to the City.

	Number of Vehicles Parked	Number of Meter Violations	Percentage Violations
Curb Parking			
11 a.m.	140	63	45
1 p.m.	147	73	50
3 p.m.	145	94	65
5 p.m.	111	86	77
Total	543	316	58
Metered Lot			
11 a.m.	16	8	50
1 p.m.	15	11	73
3 p.m.	17	15	88
5 p.m.	16	14	88
Total	64	48	75

Specific Area Studies

Detailed parking surveys were conducted in four areas on March 8, 1976. These studies were undertaken to provide specific information about areas where parking deficiences were suspected and where new parking facilities were being considered. The four areas in question were the following:

Area 1 from Foxhall Avenue to Chester Street.

Area 2 from Pine Grove Avenue/Grand Street to O'Reilly Street, including Broadway, Prince Street, and Jensen Avenue.

Area 3 from Henry Street/O'Neil Street to Cedar Street/ Cornell Street.

Area 4 from Elmendorf Street to Henry Street/O'Neil Street.

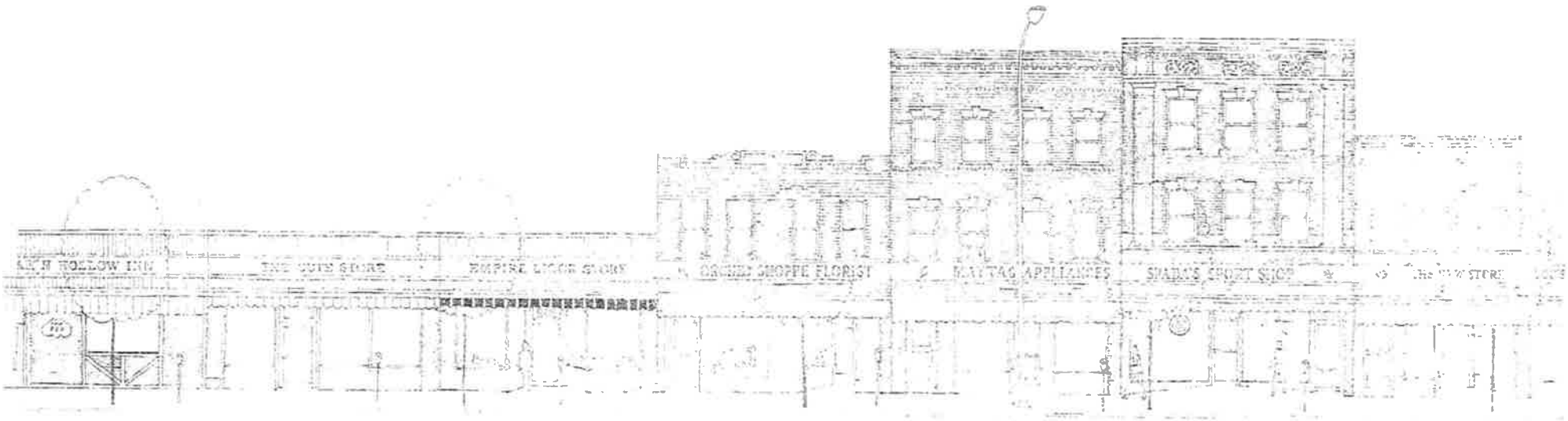
The surveys included all on-street parking, both metered and non-metered spaces, and all of the off-street parking lots, both public and private. In each of these areas, all on-street parking was surveyed on Broadway as well as each of the side streets within a several hundred foot walking distance of Broadway. For each off-street lot and each curb space, the number of cars parked was recorded at two-hour intervals from 9:00 a.m. to 7:00 p.m.

		Total Number of Spaces	Effective* Capacity	Number of Parked Cars 9 a.m.	11 a.m.	1 p.m.	3 p.m.	5 p.m.	7 p.m.
Area 1	Curb	118	100	53	48	45	41	35	42
	Off-street	160	136	102	101	109	99	59	67
	Total	278	236	155	149	154	140	94	109
Area 2	Curb	166	141	142	139	122	113	66	100
	Off-street	189	161	134	128	120	118	44	83
	Total	355	302	276	267	242	231	110	183
Area 3	Curb	135	115	92	88	92	77	42	52
	Off-street	196	167	101	97	87	83	45	30
	Total	331	282	193	185	179	160	87	82
Area 4	Curb	163	139	78	81	73	57	50	37
	Off-street	70	59	40	42	38	40	19	9
	Total	233	198	118	123	111	97	69	46

* Effective capacity is considered to be 85 percent of the total parking space inventory.

The results of these surveys do not show a large over-utilization of existing parking spaces. However, on a block-by-block and lot-by-lot basis, specific areas of heavy utilization were noted. These included both the lots and curb parking spaces near the hospital in Area 1, and the on-street and off-street spaces on and near Pine Grove Avenue in Area 2. It was also noted that a number of the off-street parking areas, while appearing to have substantial excess capacity, are not available to the public for general use, and, therefore, do not represent available public parking space. This is particularly so in the area between Pine Grove and O'Reilly Streets where the utilization of the parking spaces reached 85 percent during the surveys, and the combined on-street and off-street utilization surrounding the municipal auditorium was even higher. In general, many of the lots are small, unmarked, and have their access via alleys and driveways, off of the back or side streets. This further reduces their attractiveness to transient or shopper parkers. Additional parking space also may be required either now or in the future in some of the other developed areas along Broadway such as between Downs and Cornell Streets. Parking capacity for the hospital need not be increased at this time, since the hospital may move out of the area.

Development Program



THE PLAN

Proposed improvements for Central Broadway include projects to be provided within the next few years with Community Development funds, as well as projects that should be undertaken in the foreseeable future, although the method of funding for this latter category has not been established as yet. The Plan indicates the importance and priority of various items; details of the initial action program are spelled out in the last section of this report.

The plan has been formulated to correct or at least improve all major problem areas along the entire length of Central Broadway that can be addressed under Community Development. Proposals are made for improving traffic flow, for increasing the number of parking spaces at key locations, for improving the appearance of the street and buildings, and for the possible creation of a site for new major commercial development. Most of the proposed improvements would be financed by public funds, but some investment by private enterprise is required to fully achieve the objectives for Central Broadway.

The plan also recognizes the existing economic and financial realities. The most vital aspects of the plan are attainable within the next 5-10 years, and the first three years of Community Development activity will produce a recognizable and important improvement to the area.

The plan below illustrates the general nature of the proposed improvements. Specific proposals are described in more detail in the following sections.

To improve traffic flow, the existing outdated traffic signals should be replaced with new ones and an additional signal should be installed at the intersection of Broadway and Elmendorf Street. Other improvements should further increase the street's vehicular capacity.

New parking or expanded lots are indicated in a number of specific areas. Based on the present intensity of use, how-

way. For example, a car turning left from Henry Street north onto Broadway will meet a car coming out of O'Neil Street at right angles on the same green signal phase. This condition not only creates a high accident potential, but also causes delays while the drivers determine who has the right of way, thereby reducing the capacity of the intersection.

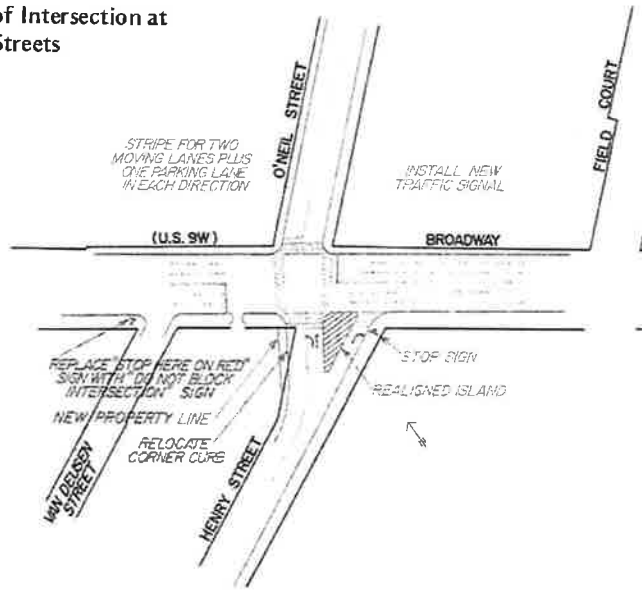
If the geometrics of this intersection are to remain unchanged, a three-phase signal would be advisable. A better solution, however, would be to cut back the northwest corner to provide a more direct alignment of Henry Street with O'Neil Street. This would have only minimal impact on the bank parking lot on the corner, eliminating one or two parking spaces, and would permit the intersection to operate with a two-phase signal.

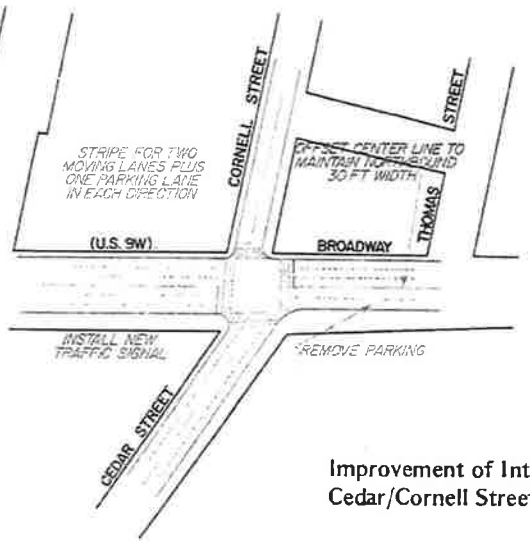
Cedar Street/Cornell Street. This intersection creates considerable congestion on Broadway because the width of Broadway changes from approximately 60 feet north of the intersection to 52 feet south of the intersection. This reduction in width takes place entirely on the west side of the street. However, since the directional dividing lines are located at the street's centerlines, a four-foot offset is created between the north and south side of the intersection. Both the northbound and southbound roadways are 26 feet in width south of the intersection. Since parking is permitted on both sides of the street, these roadways are slightly too narrow to carry two moving lanes adequately. As a result, on the northbound approach, traffic forms either two very tight lanes or one lane, sometimes alternately, creating a back-up of northbound traffic from this intersection down to and under the railroad bridge during the peak traffic hours. Similarly, the reduced width and offset of the southbound lanes causes this traffic to slow down as it passes through the intersection.

The best means to correct this situation would be to maintain the 30-foot northbound roadway between Cornell and Thomas Streets by offsetting the centerline. This will permit two full northbound moving lanes plus one parking lane. On the southbound roadway, which will be 22 feet wide, the four metered parking spaces on the east side of Broadway should be removed. This will permit the two moving lanes to continue southbound, and will eliminate the offsets in these southbound moving lanes. South of Thomas Street the directional dividing line should be shifted back to the centerline of the street.

Pine Grove Avenue/Grand Street. This intersection is the most seriously congested along Broadway due to the six approaches and the poor offset of Pine Grove Avenue and Grand Street as they intersect with Broadway. The narrow width of Broadway, which permits only one moving lane in each direction south of Pine Grove Avenue, also decreases capacity. The intersection is further complicated by the driveways of the Jack-in-the-Box restaurant on the southeast corner which also enter into the intersection.

Improvement of Intersection at Henry/O'Neil Streets





Improvement of Intersection at Cedar/Cornell Streets

The signal at the intersection presently operates on two vehicle phases plus an exclusive pedestrian phase. The problem of left-turning vehicles from Pine Grove Avenue and Grand Street into Broadway is similar to the problem at Henry Street. Because of the 70-foot offset of the centerlines, left-turning vehicles meet opposing cross street traffic at right angles on the same signal phase. In addition, vehicle clearance times are too short and traffic starts moving along Broadway before vehicles from the side streets can pull into the intersection. As a result, the start-up times at the beginning of each phase are slow, and capacity is further reduced.

There are two possible ways to improve traffic flow at this intersection. The first would be to retain the existing intersection geometrics, but to install new signals with three vehicle phases, allowing egress from each of the side streets on a separate phase. These side street approaches would be semi-actuated. The exclusive pedestrian phase would be eliminated, and pedestrians would cross on the same phase as the vehicles. A study of the turning movements and the phasing indicates that pedestrians should not have trouble crossing the street. The diagonal crosswalk between the northwest and southeast corners would be eliminated.

A second solution would realign Grand Street to eliminate the offset of the Grand Street and Pine Grove Avenue centerlines. This requires taking some property from the Jack-in-the-Box parking lot to realign the street. The parking which is presently in the center of Pine Grove Avenue would be relocated to the south curb, so that eastbound traffic on Pine Grove Avenue would be moved further to the north and on a better alignment with Grand Street. Under this solution, only two vehicle signal phases are required, and a separate pedestrian phase can be provided.

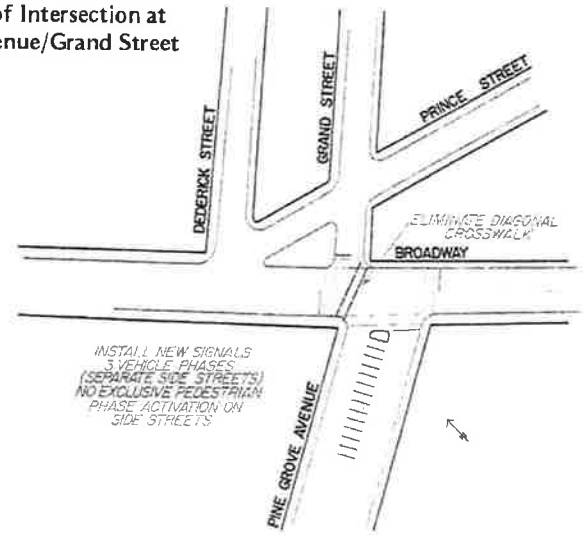
Other Intersections. The pedestrian signal south of Albany Avenue is a non-conforming pedestrian installation which is actuated by pushbutton. This signal should be replaced with conforming signal heads and the pedestrian crossing itself should be moved slightly to the north so that the stop line for southbound traffic is between the west curb and the island.

A new signal should be installed at the intersection of Broadway with Elmendorf and Liberty Streets. The primary purpose of this signal would be to create adequate gaps in the traffic flow for pedestrian crossings and to prevent excessive speeds by northbound traffic. The signal should have both pedestrian and vehicle side street actuation.

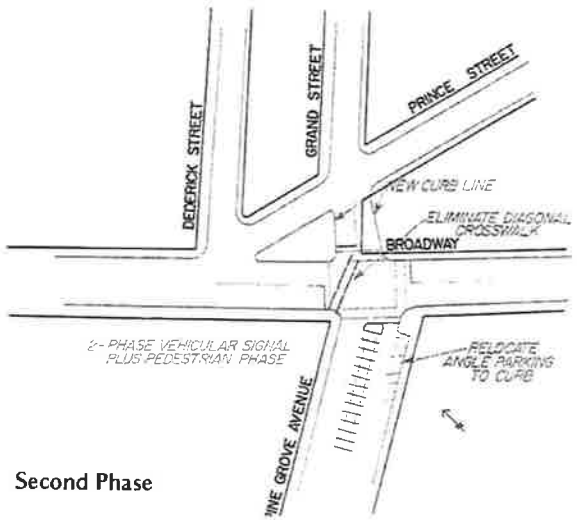
The traffic signal at Foxhall Avenue should be replaced with a conforming semi-actuated signal. The bus stop on the northwest corner is too short and should be lengthened.

The traffic signal at Chester Street should be replaced with a new conforming installation. An exclusive left-turn phase from East Chester Street westbound to Broadway southbound should be provided.

Improvement of Intersection at Pine Grove Avenue/Grand Street



First Phase



Second Phase

Signs and Crosswalks

The existing "Stop Here on Red" signs should be replaced by standard "Do Not Block Intersection" signs at two locations. At Van Deusen Street, a "Stop Here on Red" sign is located on the northwest corner facing the southbound movement. The sign is difficult to identify because of the parking along the west side of Broadway and the lack of a stop line. Furthermore, the signal which controls this regulation is at Henry Street, over 200 feet away, and many drivers do not see this signal and the sign soon enough. As a result, some drivers stop on the red signal, others do not. If Van Deusen Street were to be controlled by the Henry Street traffic signal, 12-inch heads would be required at Henry Street in order to provide sufficient visibility. It is believed, however, that the "Do Not Block Intersection" signs would serve the purpose better.

For similar reasons, the "Stop Here on Red" signs at Hoffman and Andrew Streets also should be replaced with "Do Not Block Intersections" signs.

South of O'Reilly Street, in front of the high school, the crosswalk(s) should be relocated. At present, there are too many crosswalks and they are not well identified or located. At the north side of the school driveway there is a metered parking space right in the middle of the crosswalk.

On the southwest corner of Broadway and Andrew Street, facing the southbound movement on Broadway, there is a sign reading "Hospital Visitors Parking" with a right arrow, directing the parkers to turn right on Andrew Street. This sign is located behind the Route 28 directional sign and is difficult to see. Either the parking sign or the route marking sign should be relocated. On the east side of Broadway, there is a "No Parking Here to Corner" sign which is directly in the middle of a metered parking space. The metered parking space is too close to the corner and should be eliminated.

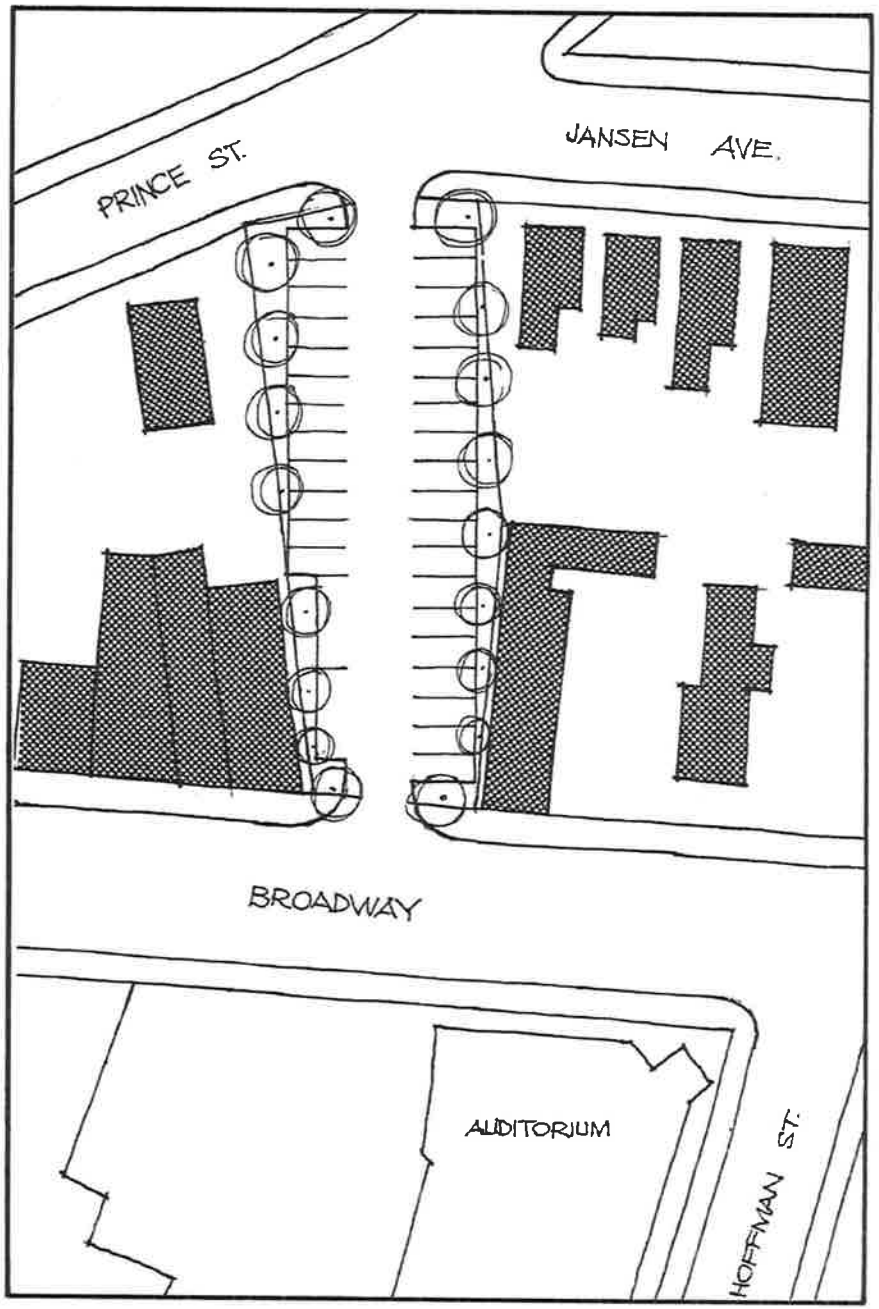
PARKING

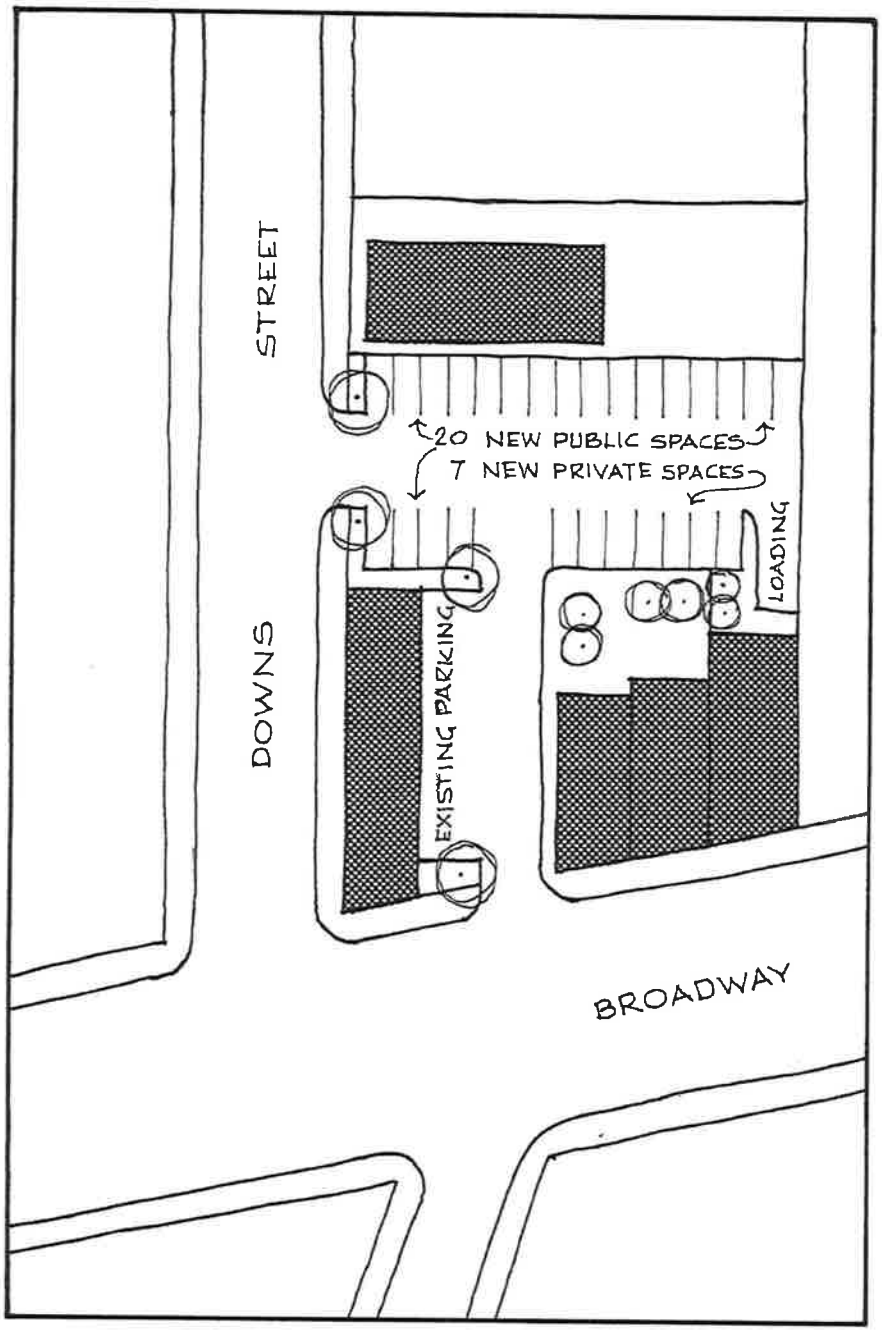
Various aspects must be considered when selecting new parking lot locations. Lots should be provided where the need is greatest, but land must be assembled at reasonable cost. As little Broadway frontage as possible should be used for parking, but the lots should be close to and visible from Broadway. Parking areas must have good vehicular and pedestrian access points.

A number of possible locations for new public parking lots are shown on the generalized plan. Financial limitations, however, dictate that immediate action be restricted to the construction of two parking lots only; one south, and one north of the railroad underpass. Based on current use and demand, these two parking lots should provide sufficient parking for the present.

South of the railroad, a vacant property between Broadway and Prince Street is proposed as a public parking lot for about 30-35 cars. Besides serving retail stores and offices in the area, the additional parking would also benefit the Midtown Center across the street. Development of the parking lot should have sufficient screening and landscaping.

North of the railroad, the area between Elmendorf and Cornell Streets is suggested for an additional parking lot due to the concentration of retail uses there. Four alternate locations were considered for immediate action. While the construction of a parking lot at any of these locations has merit, the site between Downs and O'Neil Streets seems to be the





most suitable. This new parking lot of 20 spaces would adjoin a small existing city lot which has difficult access and, thereby, increase its utilization and efficiency. At a later date, this enlarged parking lot could be further extended to or joined with an existing private lot on the other side. Acquisition of one house is required to create this lot. It should be noted, however, that this house has an undesirable location, between a manufacturing plant and the rear facades of commercial buildings.

For immediate results, improvement of the existing parking spaces on the Field Court right-of-way is recommended. Striping the wide pavement for angle parking, and good lighting will increase the use of these spaces. With the cooperation of the affected property owners, a customer parking area could be created between Field Court and Cornell Street, behind the stores. Should the property owners agree to the desirability of this project, Community Development funds could be used for the development of this lot that would provide about 25 parking spaces. At present, there is room for 15 cars to park there, but the conditions are such that the area cannot be used for customer parking.

The proposed 50-55 public parking spaces at the two new lots and improvement of the spaces at Field Court will have a favorable impact along the Central Broadway area. It is possible to increase the efficiency of other existing public parking facilities as well, by enforcing the parking time limitations. A vigorous enforcement program will preserve short term parking spaces for shoppers.

DESIGN AND APPEARANCE

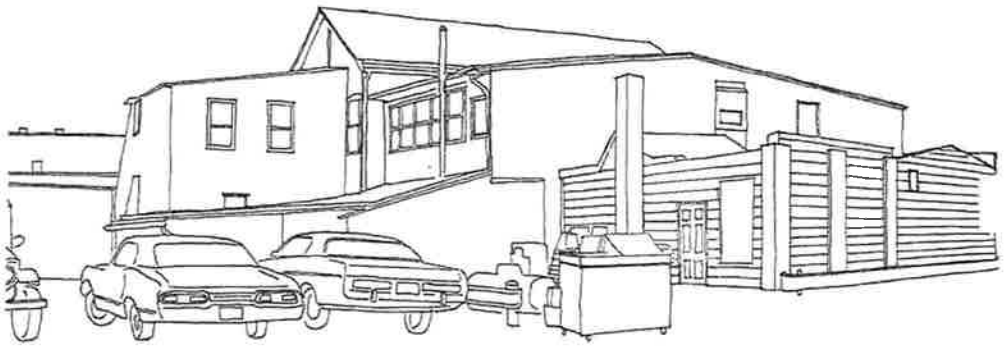
A variety of steps can be taken to enhance the appearance of Broadway.

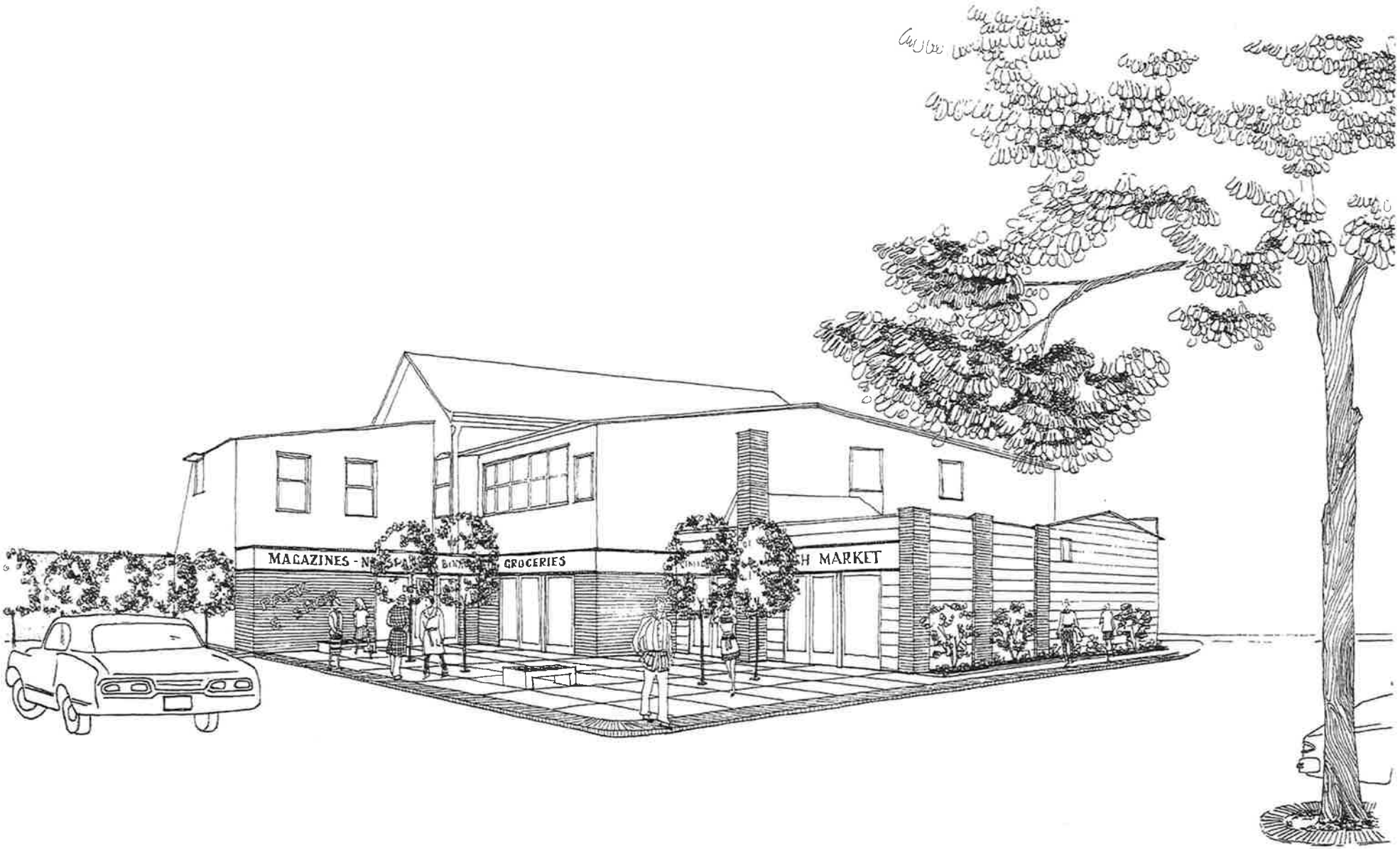
Parking Lot Beautification

New parking areas behind Broadway buildings will provide an opportunity for the owners of these properties. Presently, the rear of many properties cannot be reached by vehicles. The new parking areas could, in some instances, be extended to include these private lots. With a modest investment, merchants can provide prime, well lighted, paved convenient parking spaces for their customers. Owners of these properties should be encouraged to create attractive entrances at the rear of the buildings, since some people will approach the stores through the new parking areas. At some locations there will be sufficient space to create landscaped areas in front of the rear entrances and to redesign loading refuse storage areas.

For example, the new parking lot between Downs and O'Neil Streets will provide such an opportunity. The plan on the previous page shows the relationship between public and private improvements; the renderings on these pages show the existing and possible future view of the rear facades. In addition to the 20 new public parking spaces, about seven spaces could be provided on private lots, but with access from the public parking area. A separate, screened loading bay could also be reached through the public parking area. Storage of refuse would take place at the loading bay. A small paved, landscaped area can provide an attractive rear entrance to the stores.

Should it be possible to construct the parking lot between Field Court and Cornell Street through the cooperation of property owners and the city, similar improvements could take place there as well.




MAGAZINES - N
GROCERIES
H MARKET

Facade Improvements

Design elements on Broadway should strengthen its image as a shopping district, and reduce its appearance as a highway commercial strip.

For example, the drawing on the right shows a recent proposal by an auto dealer for the erection of a typical highway commercial sign at the corner of Elmendorf Street and Broadway. The proposed alternative, shown on the opposite page, maintains the continuity of building frontage rather than creating a distinctly different element. At the same time, the size of the sign is sufficient to accommodate the necessary information.

Suggested design treatment of some typical building facades are shown on the following pages. In most instances, the existing facades are cluttered with signs that are not in harmony or proportion with the buildings. Newer buildings and renovations often ignore the features of adjoining structures or other parts of the same facade. Significant improvement in the appearance of Broadway can be achieved by (a) coordinating color and sign design of facades in the same block or building group, (b) providing signs that complement the buildings and each other, (c) filling in vacant frontages, (d) improving the streets with new sidewalks and trees, (e) consolidating traffic signs on fewer poles, and (f) landscaping the parking lots along Broadway. These recommended changes are incorporated in the suggested facade treatment, improving the street scene considerably. Comparison of the existing and suggested facades reveals the extent of possible improvements that would be enjoyed by pedestrians and motorists as well. It is expected that the facade improvements, financed by the business community, will be coordinated with the improvements to be provided by public funds.

HONDA - PARTS & SERVICE
CAMERA CENTER

MAYTAG
MAYTAG

PEAK'S HOLLOW INN
THE CUTE STORE
EMPIRES LIQUOR STORE
ORCHID SHOPPE FLORIST
MAYTAG-APPLIANCES
SPARKS SPORT SHOP
THE NEW STORE
LOU'S SUBMARINES
SADLER'S JEWELRY
SHOE REPAIR SHOP
PIZZA PIZZA PIZZA PIZZA

X-RAY SHOP

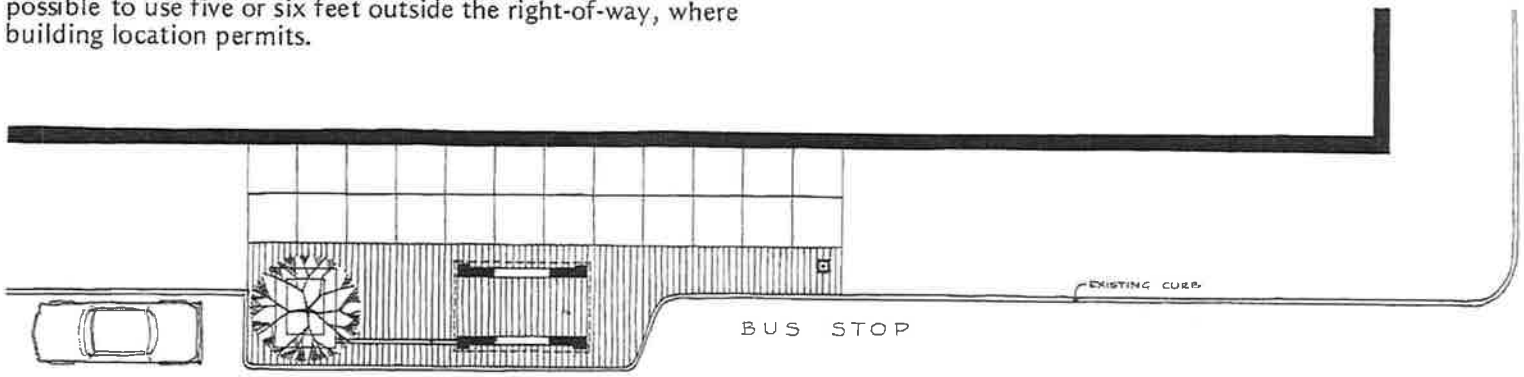
THE X-RAY SHOP
PARKER'S INSURANCE AGENCY
LUNCHONETTE
STATE FARM INSURANCE

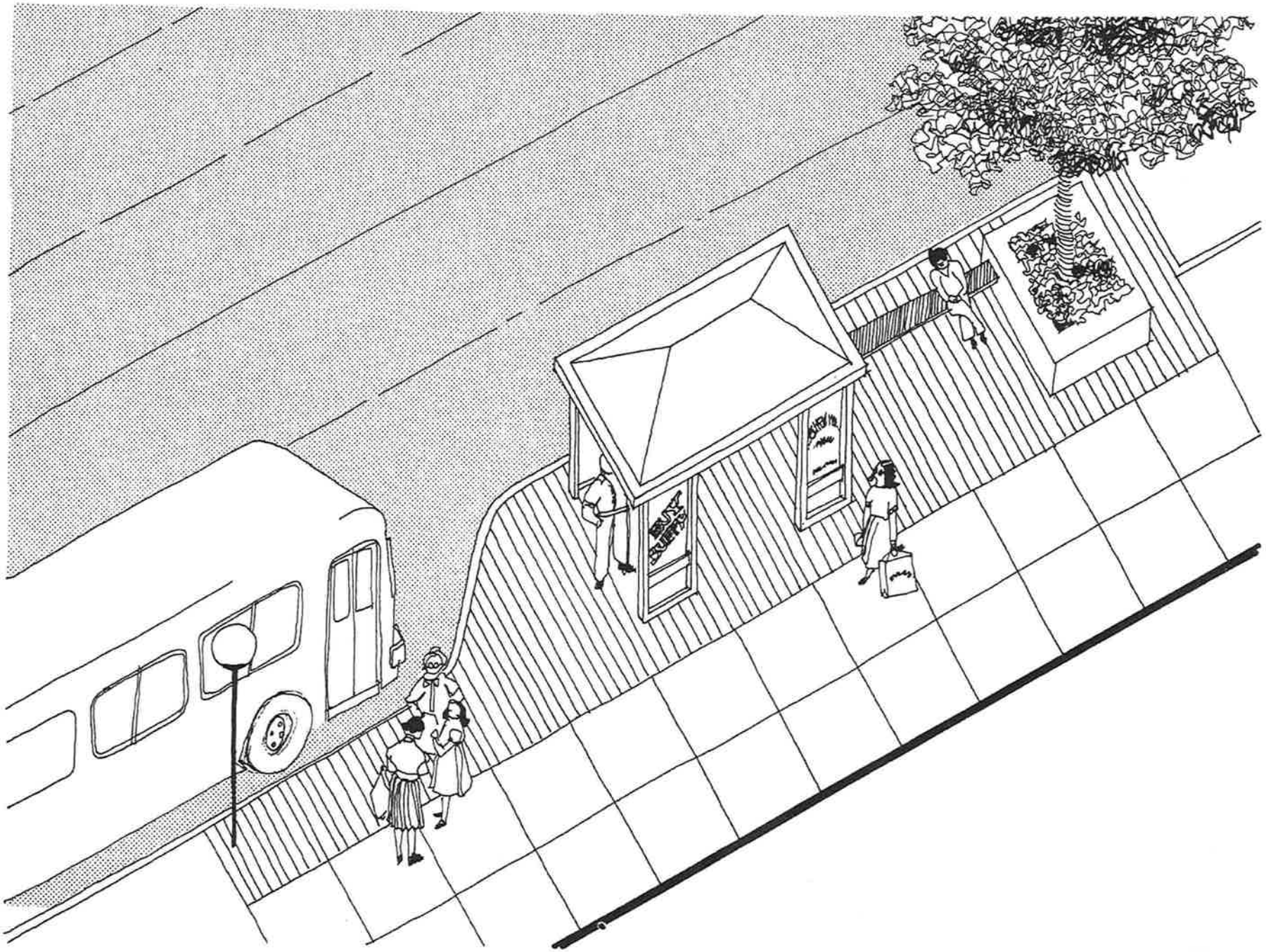
Bus Stops

A new bus system will soon enhance Broadway's role as a transportation corridor. Prototype bus stop shelters and landscaped waiting areas were designed, as part of this study, for the convenience of passengers and as important visual elements on Broadway.

Certain improvements such as new paving, new curbs, and trees can upgrade the appearance of the sidewalks. However, funding limitations are not likely to permit a full scale sidewalk replacement program for the entire length of the Broadway business area in the near future. Attractive bus stop shelters at selected locations, however, present an opportunity to create specially treated areas that will have an important aesthetic impact on the street for a modest investment. At these locations, the sidewalks would be widened to accommodate the shelter and the adjacent sidewalk repaved with brick or paving blocks. Not only trees, but also shrubs and flowers as well can contribute to the landscape effort. The shelter, lamp and signs can be designed to express either a colonial or a contemporary theme.

Narrower pavement width prohibits sidewalk widenings south of the railroad underpass. It is important, however, to accommodate the waiting passengers in this area as well, especially at important loading areas such as the Auditorium, the hospital and transfer points. In some cases, it may be possible to use five or six feet outside the right-of-way, where building location permits.



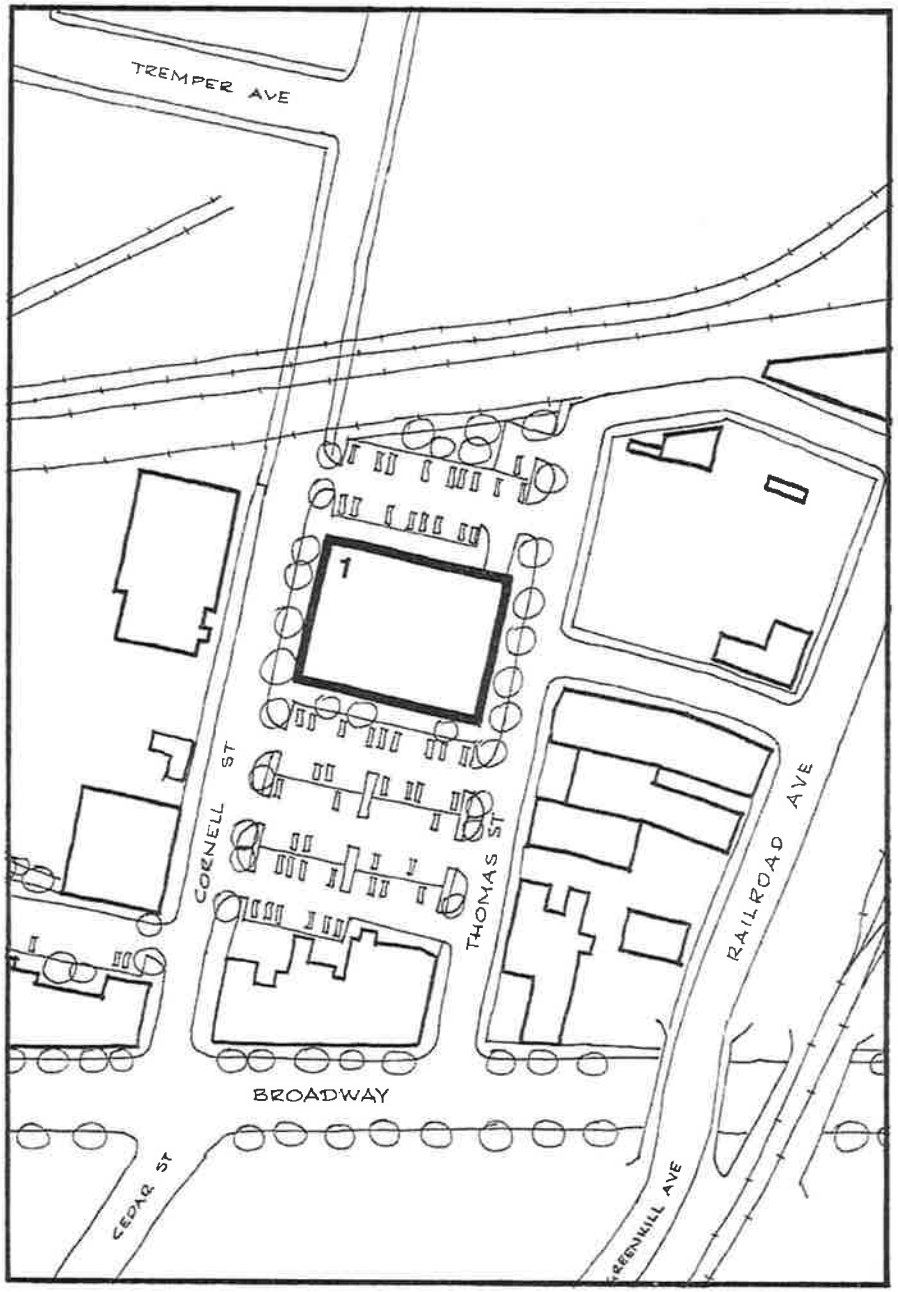


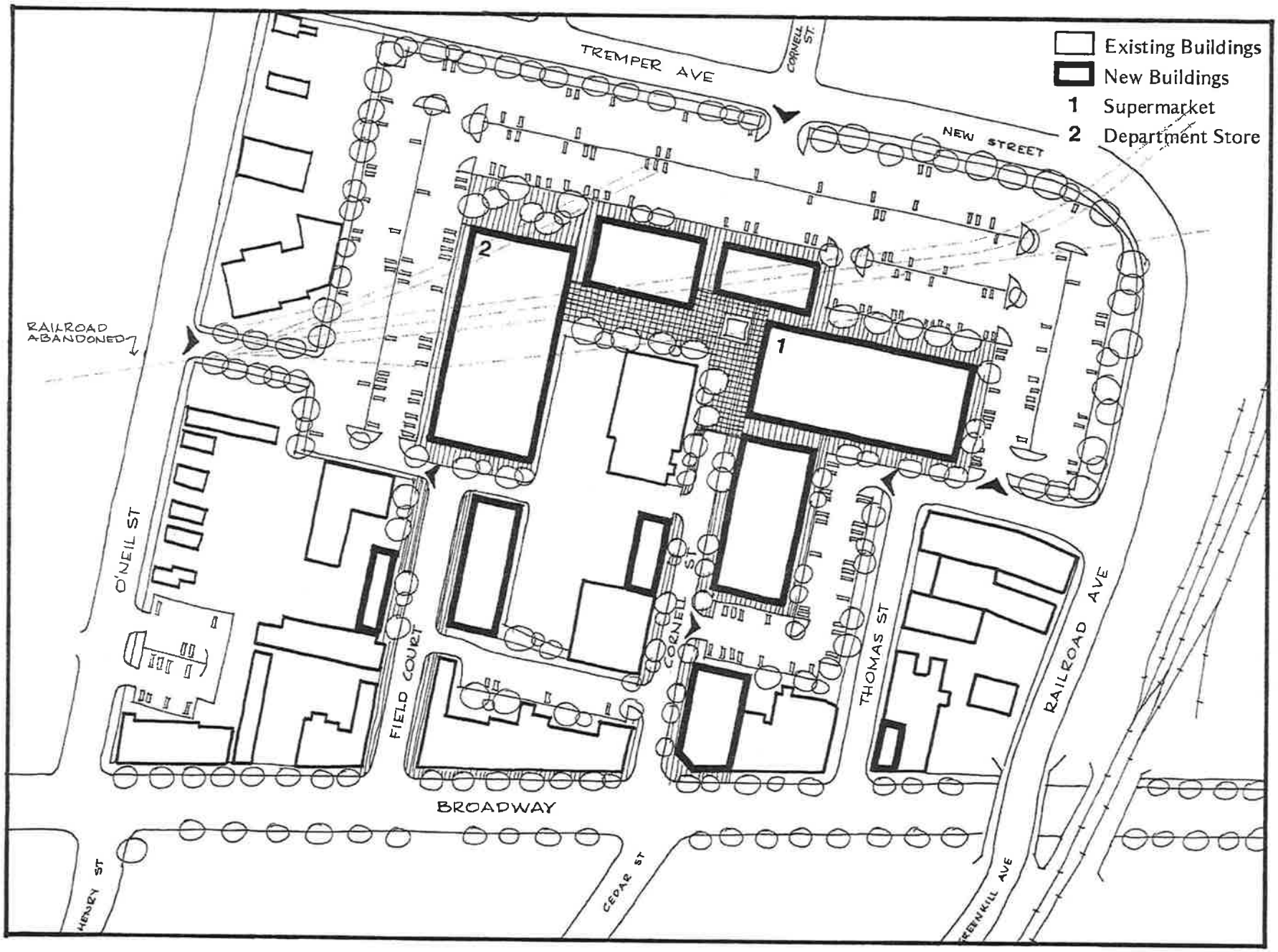
NEW COMMERCIAL DEVELOPMENT

Over the years, there has been periodic interest in locating a new commercial development somewhere along Central Broadway to serve as an anchor for the business area. There is only one area where a suitable parcel can be assembled without major demolition. Bounded by Broadway, O'Neil Street, Tremper Avenue and Railroad Avenue, commercial development in this block would provide important services to the neighboring residential district and, at the same time, increase the importance of the Central Broadway Business Area. Since there is, at present, no specific developer interest in such a project, the following two alternate plans can only be considered as exploratory. The city should not get involved in land assembly, until and unless a definite development proposal is presented. Furthermore, the impact of a substantial new commercial development on other city business areas and traffic patterns should be evaluated prior to any action.

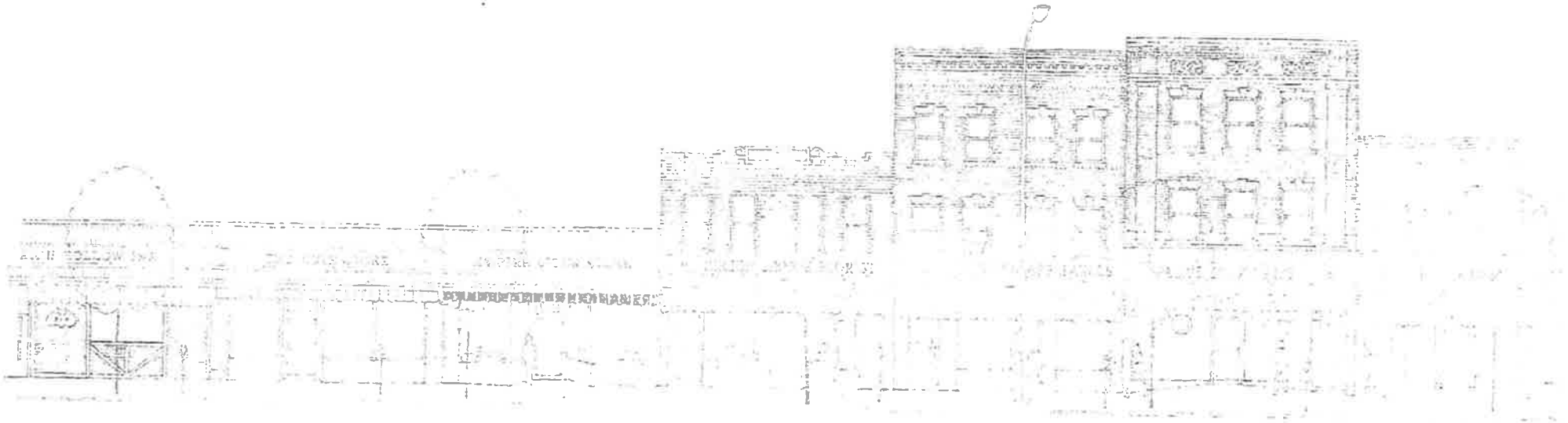
Acquisition of the Kingston Coal Company property would be of sufficient size to allow the construction of a supermarket with necessary related parking. The floor area of the building could be 15-20 thousand square feet. An adequate number of parking spaces (about 110) would serve the supermarket and the existing stores along Broadway as well, as indicated on the drawing at right.

The additional acquisition of railroad property, Majorska sign and other smaller properties, would enlarge the site so that it could support a commercial development of 100-150 thousand square feet. Under this proposal, as shown on the opposite page, a section of Cornell Street would be closed, and Railroad Avenue connected with Tremper Avenue. Major features of the development would be placed to provide maximum possible exposure from Broadway. A department store at the axis of Field Court, a supermarket at the axis of Thomas Street, and a landscaped plaza could be seen from Broadway through Cornell Street. At least one vehicular access is proposed from each surrounding roadway. It would also be desirable to increase the visual impact and identification of the complex by extending it to Broadway, possibly at the intersection of Cornell Street.




Existing Buildings
New Buildings
1 Supermarket
2 Department Store
TREMPER AVE
CORNELL ST.
NEW STREET
RAILROAD ABANDONED
O'NEIL ST
FIELD COURT
CORNELL ST
THOMAS ST
RAILROAD AVE
BROADWAY
HENDEY ST
CEDAR ST
GREENKILL AVE
1
2

Action Program



The revitalization program for Central Broadway will require a substantial investment of public and private funds to be fully implemented.

Public funds are required for traffic, parking, and certain design improvements. The traffic improvements will cost approximately $250,000, new and expanded public off street parking will cost between $200-400,000, and design improvements, including street beautification, will cost about $100,000.

In addition, an estimated $600,000 would be required to repair or replace existing sidewalks and curbs, and to resurface Broadway.

This public expenditure of over $1,300,000 would require a substantial portion of the city's available Community Development funds over the next five years. Also, substantial private investment and cooperation will be needed to rehabilitate individual business properties in conjunction with the public effort.

FIRST PHASE ACTION PROGRAM

An initial action program is recommended that will have the most impact on Broadway's traffic, parking, and design problems within the budget constraints of Community Development.

In the city's first year Community Development Program, $125,000 was budgeted for the Central Broadway improvement program and in the second year application a total of $385,000 has been allocated. Thus, a total of $510,000 can be expended during the next two years for the revitalization of Central Broadway.

The first year allocation of $125,000 is recommended for immediate use on the following items.

Traffic Signalization

Design and specifications for complete new signals and related improvements at eight intersections will allow the city to start improvements during the second year with either Community Development funds or other funds which may become available from the federal or state governments. The cost of this design and engineering is estimated at $35,000.

Parking Improvements

One new parking lot and the expansion of an existing city lot, to produce 57 additional spaces (50 public and seven private), is suggested at two locations.

The new lot, to accommodate 30 cars, would be located on Broadway across from the proposed midtown neighborhood center. Expansion of the existing city lot off Downs Street would add 27 spaces. In addition, it is recommended that the city remark Field Court to increase its capacity and explore the joint development, with private property owners, of additional parking lots behind Broadway businesses.

An initial expenditure of $75,000 is necessary for site acquisition during the first year.

Urban Design and Beautification

These proposals include upgrading the three existing city parking lots, construction of a prototype bus stop to be used by the new mini-bus system and installation of new street trees and benches in selected locations. The cost of these improvements is estimated at $29,000.

The total expenditure for this first phase is estimated to be $160,000, including contingencies of 15%. Although this is $35,000 more than originally budgeted in the first year program, there is sufficient flexibility in the Community Development budget to make such adjustments.

SECOND PHASE ACTION PROGRAM

The second phase program is based on a budget of $385,000 from second year Community Development funds. The actual program depends on the availability of federal or state funds for traffic signal improvements.

If the required $205,000 in outside funds can't be secured within an appropriate timetable, it is recommended that the city use Community Development funds for this purpose. The remaining $180,000 should be used to complete the two parking lots ($75,000) and to continue the site improvements, including the street tree program, new sidewalks, curbs, and bus stops.

If outside funds are secured it is recommended that, besides the parking lot completion, the remaining $310,000 be used to reconstruct sidewalks and curbs, to install additional street trees, and to resurface the street.

ADDITIONAL IMPROVEMENTS

Prior to undertaking additional improvements, it will be necessary for the city to evaluate the impact of its $545,000 investment in Broadway. Nevertheless, it is anticipated that additional Community Development funds should be earmarked for continuation of activities in the third year. The exact nature and magnitude of such activities should be determined on the basis of an evaluation of progress at that time.

Raymond, Parish & Pine, Inc., *Planning and Community Development Consultants*

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