



# City of East Orange Master Plan



City of East Orange, New Jersey

Adopted by the City of East Orange Planning Board on June 6, 2018



2018  
City of East Orange  
Master Plan

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The original of this report was signed and sealed in accordance with N.J.S.A. 45:14A-12.

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# Acknowledgments

Thank you to the residents of East Orange who helped with this Master Plan and to everyone who participated and worked on the [East Orange Master Plan](#) to help [Set the Standard of Urban Excellence](#).

## The Honorable Ted R. Green, Mayor

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# INTRODUCTION

Roosevelt Avenue, tree-lined street

*For East Orange, the word "urban" means a quality style of living.*

## VISION

Setting the Standard for Urban Excellence, attracting new investment, bringing new residents, and empowering the people who live, work, and visit the City of East Orange.

## PURPOSE & AUTHORITY

The Master Plan is a document that sets forth the policies for land development and redevelopment as envisioned by the municipality and adopted by the Planning Board. It serves as a comprehensive approach to planning issues and considers many factors impacting a community's economic development needs. Through its goals and objectives statement, the Master Plan sets out a vision for the community in the coming years.

The City of East Orange adopted its last Master Plan in 2006. In accordance with the Municipal Land Use Law (MLUL) N.J.S.A. 40-55D-28, The City of East Orange updated the Master Plan as required every 10 years. The Master Plan gives the community the legal basis for control over future development, as well as land use planning policy and zoning changes. Most changes are



implemented in the form of zoning amendments and land development ordinances. Recommendations are identified at the end of each Plan Element. In the MLUL at NJSA 40:55D-28, a master plan must include a *"statement of objectives, principles, assumptions, policies and standards upon which the constituent proposals for the physical, economic and social development of the municipality are based."* While these statements are usually expressed as a series of general goals and objectives, the City of East Orange's Master Plan is based on five key planning principles which guides the planning process, directs the policies the City implements, and supports the vision of which the City aspires to be. Each element of the master plan includes specific goals, as well as a background on how the City of East Orange chose strategies for implementing the element goals. The five planning principles are:

**PLANNING PRINCIPLE #1**

Deliver a high **quality of life** for East Orange's residents.

**PLANNING PRINCIPLE #2**

Support **opportunity** for education, employment, and entrepreneurship.

**PLANNING PRINCIPLE #3**

Create a safe, sustainable, and healthy **community**.

**PLANNING PRINCIPLE #4**

Promote **mobility** options of all transportation modes and users.

**PLANNING PRINCIPLE #5**

Become an **equitable** city whose resources are fairly distributed throughout its neighborhoods.

## Approach/Overview

Empowering East Orange is the new Master Plan for the City of East Orange. This Plan is a guiding document for multi-disciplinary planning and investment in the City for the next 10+ years. The plan is built on the City's vision of a dynamic and livable city where culture, entertainment, and entrepreneurship attract new population and raises the quality of life of its current residents.

This East Orange Master Plan was built on a comprehensive analysis of existing conditions and opportunities in the City, documentation of planning efforts and initiatives, and a review of prior studies that lay the foundation for the City's goal to support investment and growth in East Orange.

The development of this plan included a robust community engagement initiative where the City conducted planning workshops in each of the City's wards, met with young professionals, high school students, and other key stakeholders. The City also attended community events, utilized social media, and held citywide meetings to gain feedback from residents and stakeholders. More information on the community engagement can be found in Appendix A.

The East Orange Master Plan is a collection of Plan Elements that have been the culmination of the planning process. These elements include:

**Land Use Element** – Addresses the community form and development pattern of the City. The element inventories the reinvestment in the city, identifies current and potential redevelopment areas, recommends zoning changes to reinforce the urban/suburban fabric, and discusses issues and solutions related to vacant and abandoned properties.

**Economic Development Element** – The Economic Development element provides a qualitative analysis of economic conditions in East Orange, and advances strategies related to strengthening its commercial areas, focusing growth around its transportation centers, improving arts, culture, and entertainment, and identifying opportunities for the City to prepare its residents for the current and future employment needs through training and education.

**Circulation Element** – A multi-modal review of the City's transportation network, the Circulation Element identifies long-time challenges to safety, mobility, and accessibility while providing strategies to make the City a more livable, walkable, and bikeable community through Complete Streets and improved streetscape design. The element also advances "street typologies", which are designed to create a link between the transportation network and the corresponding land use.

**Housing Element** – The Housing Element provides an analysis of housing and demographic conditions in the City of East Orange. The element addresses issues of affordability, types of housing stock found within the City, and includes recommendations to improve housing conditions, provide home ownership, and affordable housing opportunities.

**Community Facilities Element** – This element examines civic facilities and institutions for the City of East Orange. The element reviews the school system, public safety, libraries, community centers, and the innovative actions to return the East Orange Water Commission and East Orange Golf Course to world-class and revenue producing facilities.

**Sustainability Element** – The Sustainability Element provides a brand new look at opportunities for the city to grow in a sustainable manner, increase its resiliency to severe weather events, improve environmental quality of life, and support urban agriculture initiatives. Recommendations are designed to help the City achieve Sustainable Jersey certification.

**Recycling Element** – This element articulates the City’s recycling efforts in accordance with the law.

**Historic Preservation Element** – This Element summarizes the adopted 2013 Historic Preservation Element which remains in full force and effect. It identifies opportunities for new historic designations and programs design to preserve the historical integrity of the City’s buildings and neighborhoods.

**Parks and Recreation Element** – The Parks and Recreation Element is an adaption of the adopted 2013 Parks Plan, which identifies physical and programmatic improvements to the City’s parks facilities, while improving recreational opportunities and quality of life for East Orange residents.

## **Recommendations**

Each Element includes a series of aspirational goals related to the topic and recommendations designed to assist the City in achieving those goals. The recommendations are provided in a checklist format, which provides information on the goal, responsible party or partner, and a space to “check off” a completed recommendation as a way to measure progress. In addition, short (1-2 years), medium (3-5 years), and long-term (5-10+ years) timeframes are provided so the city can prioritize activities, and allocate resources towards longer term actions.

# DEMOGRAPHICS



Public Outreach meeting

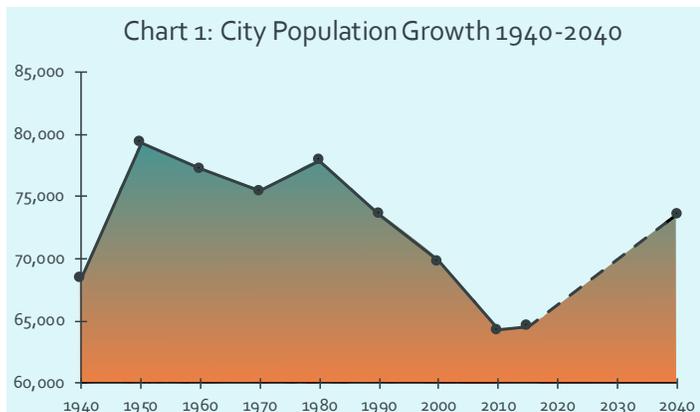
*The following discussion of city demographic conditions relies largely on the latest available data at the time of this report, Census 2010 data, and as such, may not accurately reflect current conditions in the City. Most current data, 2015 American Community Survey 5-year Estimates data (collected from years 2011-2015), is used where possible instead of using Decennial Census data.*

## POPULATION CHARACTERISTICS

It is important to understand demographic conditions and population trends in order to identify and enhance East Orange population's unique characteristics, to identify and address growing problems or potential areas of concern, and to comprehensively plan for East Orange's future.

### Population

In the past four decades (1980-2010), East Orange has experienced population decline. The City has also experienced the greatest population loss over the past two decades ('90-'10) compared to other Essex County municipalities. However, the City remains the 2<sup>nd</sup> highest populated municipality in the County and is the second densest (even more dense than Newark). Census data from 2015 indicates, that the City's population is increasing, and the North Jersey Transportation Planning Authority (NJTPA) population forecasts indicate that population in East Orange will continue to grow into the year 2040. This forecast establishes the need for a range of development activities, including additional housing, infrastructure, and transportation improvements in order to meet the needs of all current and future residents.



Source: US Census 1940-2010, 2015 5-year ACS, and NJTPA Population Forecast by County and Municipality 2010-2040

## Age

### *Millennials*

One of the largest generations in the United States is the Millennial Generation (generally, people born between 1980 and 2000). As of 2017, the age of this group ranges between 17 and 37 years old. The Millennial population is estimated to be over 86 million people nationwide, which represents over one-quarter of the United States population (~27%, 2015 ACS). In East Orange, Millennials make up nearly 28% of the City's population (2015 ACS). Millennials represent the new generation of workforce, renters or homeowners, and consumers.

Generally, Millennial living preferences tend to align to East Orange's strengths. A 2014 Urban Land Institute (ULI) survey of Millennials found that 50% are renters (635 of 1,270), and two-thirds of respondents reported that they are very satisfied or satisfied with being a renter.<sup>1</sup> The ULI's Millennial report also notes that one-third rent in an urban area (419 of the 1,270 survey respondents). The abundant and growing number of rental units in the City certainly plays to this overall desire to rent in urban areas. Additionally, home-ownership rates of people in these age cohorts have declined.<sup>2</sup> Nationally, the 2015 home ownership rate for households under 35 was 35%, 8% less than it was ten years ago in 2005.<sup>3</sup>

Millennials also tend to use public transportation and other modes at a higher rate than previous generations. In a survey of Millennials from the Rockefeller Foundation and Transportation for America<sup>4</sup>, 54% of respondents said that they would consider moving to another city if it had more and better transportation options, and two-thirds identified access to high quality transportation as one of their top three criteria when choosing a place to live. Eighty percent (80%) said that it is important to have a wide range of transportation options, such as public transportation, bike- and car-sharing, and pedestrian-friendly streets.

An unknown about the long-term impacts of Millennials is whether the preferences to rent and use public transportation will stay consistent across their lifetime. Some of their preferences may be more of a matter of financial considerations. The average student-loan debt for a person who graduated in 2016 is \$37,172<sup>5</sup>, over double the average debt of someone who graduated in 2013 (\$18,271). The higher than average debts may impact a person's ability to afford a car, save for a down payment on a home, or start a family. As their incomes increase, they marry, and save more money, the question remains on whether Millennials will continue to prefer to rent and eschew car ownership, or whether they will look to move to more suburban areas to own homes and drive an automobile to work.

28.6%

of population are Millennials  
(born 1980-2000)

24.6%

of population are Baby Boomers  
(born 1946-1964)

### Baby Boomers

Using 2010 Decennial Census data, just under one-quarter of East Orange residents are Baby Boomers (born between 1946 and 1964), which is similar with the percentage of Baby Boomers throughout the nation. The first Baby Boomers reached the age of 65 in 2010, and by 2030, the entire generation will reach the typical age of retirement. As they retire and age, there will be an increased demand to provide transportation, housing, recreation, and social services that cater to their needs.

The overall preference for aging adults is to stay in the current community or home in which they live. A survey<sup>6</sup> by the American Association of Retired Persons' (AARP) Public Policy Institute revealed that 87% of individuals age 70 and above who responded to the survey wanted to stay where they lived, while those between 50 and 64 of age shared the same preference at 71%. This concept is known as "Aging in Place." A key factor in aging in place is the ability to downsize in home if needed and continued mobility even without access to an automobile. AARP identified some policies<sup>7</sup> to promote aging in place related to transportation, including transit-oriented development (TOD), "complete streets", and human services transportation (such as municipal dial-a-rides). East Orange's public transportation system, development around transit stations, and the ability to address a person's "household lifecycle and housing choices", provide some of these characteristics. In reality, East Orange may become a desirable space for other Baby Boomers looking for such amenities if their current communities cannot provide for their needs.

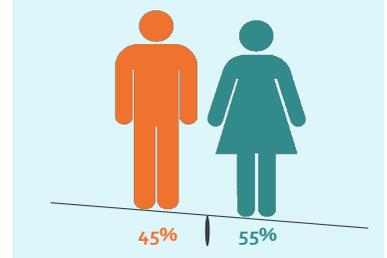
### "Household lifecycle and housing choices"

The ability to address a person's housing needs throughout their lifetime. Movement through lifecycle stages brings characteristic changes in the size and composition of households and in their housing requirements  
-HUD

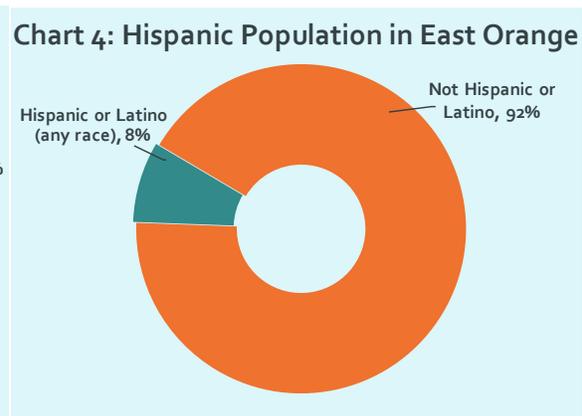
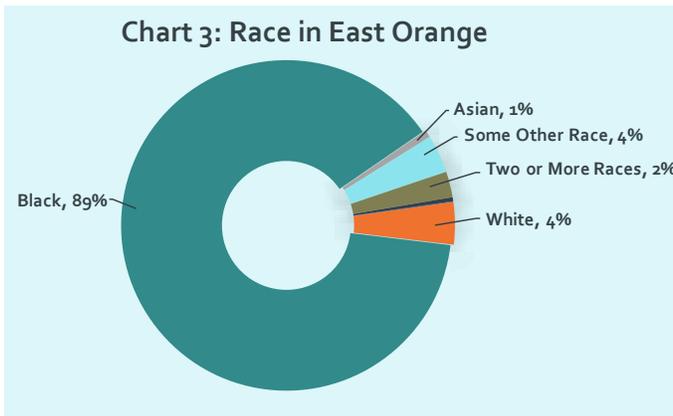
### Gender

East Orange has more females (55%) than males (45%). Although Essex County shows that there are also more females living in the County as a whole, the gap between the two genders is greater in East Orange.

Chart 2: Gender In East Orange



Source: US Census Bureau, American Community Survey, 2011-2015 5-Year Estimates



Source: US Census Bureau, 2010

## Race

Nearly 89% of the population in East Orange is black. East Orange remains the highest Black populated municipality in Essex County (89.48%), followed closely by Irvington (85.35%), Orange (73.95%) and Newark (50.14%). Given East Orange’s racial composition, it is important to continue efforts to provide equal access to City land uses and amenities while catering to the diverse needs of City residents.

## Hispanic Population

There are more people living in East Orange who identified themselves as being Hispanic or Latino in the 2010 Census than the 2000 Census. Persons of Hispanic origin can be any race; origin is defined as ancestry, nationality, group, lineage or country of birth of the person or the person’s parents or ancestors before their arrival in the United States. East Orange has a lower percentage of people identifying themselves as Hispanic or Latino than the state average.

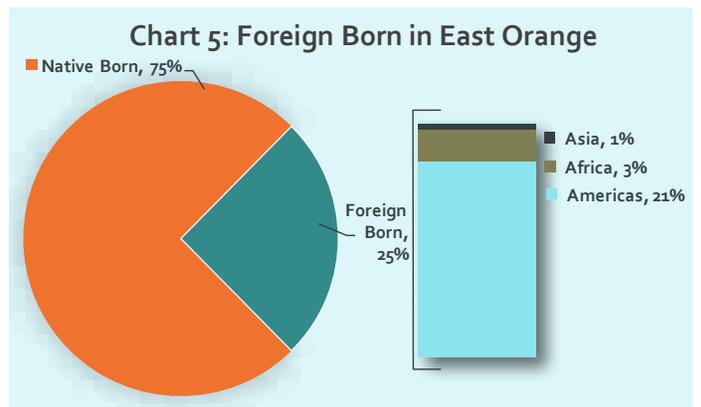
## Foreign-Born

The foreign-born population makes up one quarter of the total population in East Orange. Of the foreign born population, 3.5% were born in Europe and Asia, approximately 13.5% in Africa, and approximately 82% born in the Americas. More than half (58.56%) of the foreign-born population living in East Orange was born in the Caribbean, primarily Jamaica (25.62%), Haiti (16.77%), Trinidad and Tobago (6.89%), and the Dominican Republic (4.82%). Of those born in South America, most came from Guyana (19.12% of the 21% from South America). Of those born in Africa, most were born in Western Africa (8.43%) including Nigeria (2.82%), Ghana (2.33%), and other western African countries not listed (2.2%). 2<sup>nd</sup> Ward has the highest concentrations of foreign-born residents in the City (29.7%) with particularly high concentrations of foreign born residents born in Asia, Africa, and the Caribbean.

East Orange is a “Sanctuary City,” which is a city that limits its cooperation with federal efforts to enforce immigration law. Despite this, of all foreign-born residents who have entered the U.S. and are living in East Orange, 52% have become naturalized citizens, greater than the percentage for both the County and the State.



Source: wny.org



Source: US Census Bureau, American Community Survey, 2011-2015 5-Year Estimates

# LAND USE

Main Street, East Orange

## GOAL #1

Preserve and strengthen neighborhood commercial retail and services.

## GOAL #2

Spur the growth of employment centers and anchor institutions along key corridors and centers.

## GOAL #3

Leverage available financial (PILOT, RABs, etc.) and development incentives to attract investment.

## GOAL #4

Enhance East Orange as a destination city with a balance of urban and suburban character.

## GOAL #5

Align action on vacant and abandoned properties with redevelopment goals.

## GOAL #6

Providing opportunities for entrepreneurs to collaborate and grow.

## GOAL #7

Focus high-density transit-oriented development around the City's two train stations.

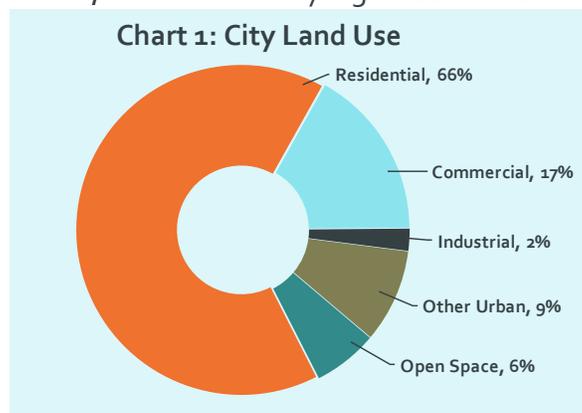
## INTRODUCTION

The Land Use Element provides an inventory and analysis of land uses in East Orange. It is important to promote a variety of land use options throughout the City that support economic activity, opportunity, and the protection of human health and the natural environment.

The City of East Orange has begun undergoing transformational developments in recent years, represented by major projects around the City's two train stations. Many of these projects are taking place within the Transit Village District Redevelopment Area, which was recently established in 2015. As a result, the guiding land use and regulations are well established for this district. This Land Use Element generally addresses redevelopment areas and other existing land uses outside of the Transit Village District, areas where growth and development can further bolster the activity taking in the Transit Village.

## EXISTING DEVELOPMENT PATTERN

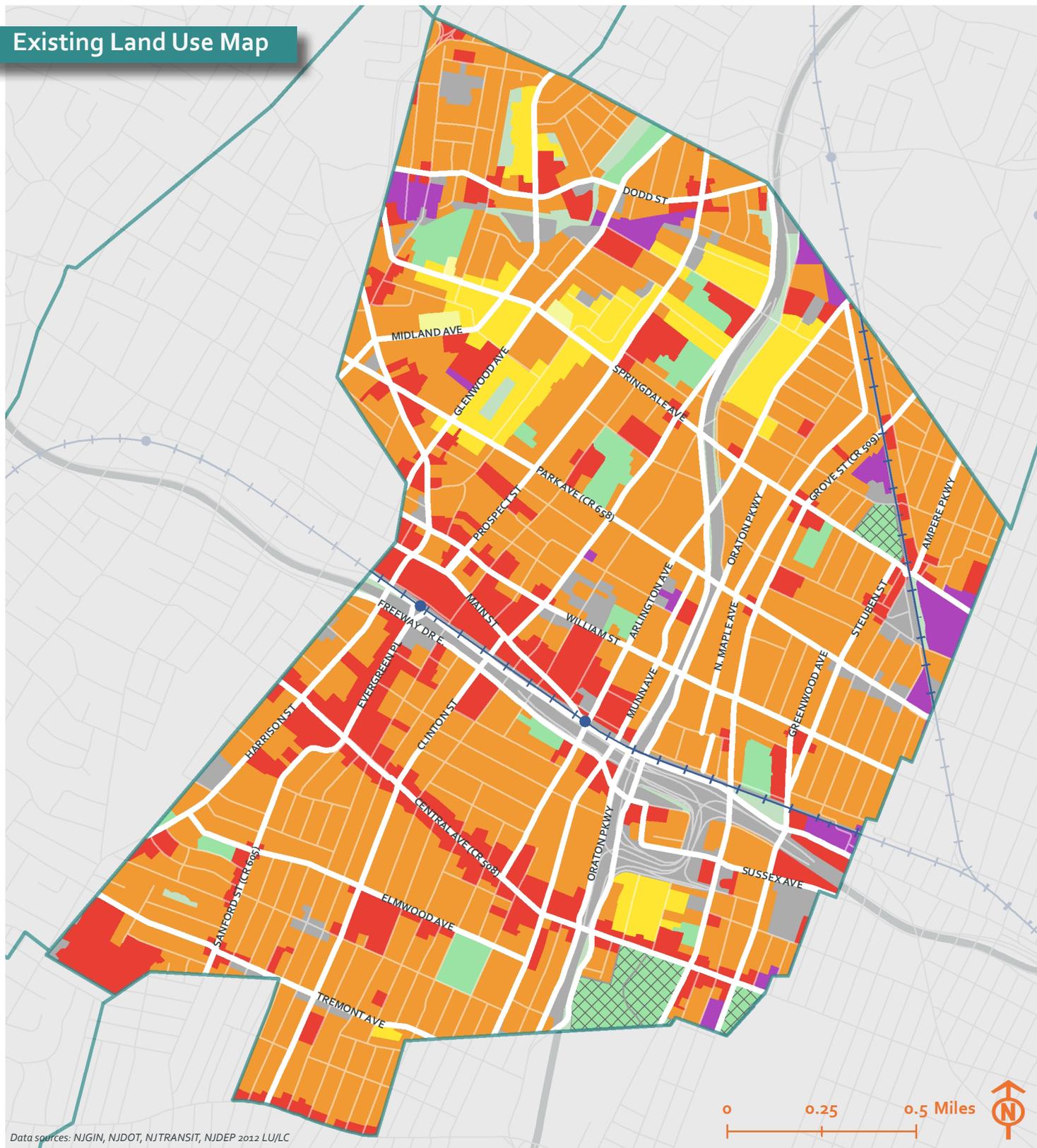
The first apartment building in East Orange was constructed in 1911. However, prior to 1940, East Orange was known for its spacious homes and tree-lined streets. Between 1940 and 1950, the City experienced a population surge, and with it, a boom of luxury high-rises and commercial businesses along Main Street and Central Avenue.



Source: 2012 DEP Land Use Land Cover (LU/LC)

Today, the City combines the best of urban and suburban living, from single-family housing to high-density residential and everything in between. The City is home to a diverse housing stock, two hospitals, two main commercial corridors, and historic green spaces and cemeteries.

# Existing Land Use Map



Data sources: NJGIN, NJDOT, NJTRANSIT, NJDEP 2012 LU/LC

## Existing Land Use

- |   |  |
|---|--|
|  Residential, Rural, Single Unit                |  Industrial                 |
|  Residential, Single Unit, Low Density          |  Urban                      |
|  Residential, Single Unit, Medium Density       |  Cemetery                   |
|  Residential, High Density or Multiple Dwelling |  Athletic/Recreational Land |
|  Commercial/Services                            |  Natural Lands              |
|  Industrial and Commercial Complexes            |  |



## New Development

Over the last several years, there has been a development boom in East Orange, most of which has been reinforced residential growth. Private developers have invested more than \$750 million into redevelopment projects in East Orange since 2014. The immediate result has been a growth in the City's population, new cultural, civic, and economic activity, for residents, businesses, and owners. The following discussion provides details on some of the City's most significant initiatives. Importantly, these developments have taken place in vacant and underutilized properties, rather than displacing established business and residents through gentrification. A comprehensive list of the current and planned developments can be found in Appendix B.

### ***Multi-family Luxury Apartments on South Harrison Street***

During the late 19<sup>th</sup> and early 20<sup>th</sup> century, East Orange was well known for a high quality of life, and a range of luxurious housing choices. The apartments on South Harrison Street typified the multi-family grandeur that made the City a desirable place to live. Modern demographic trends and the street's proximity to Brick Church train station has led to a renaissance on South Harrison Street in recent years. It is once again becoming the ideal location for multi-family apartment buildings in the City. Buildings such as Indigo 141 and Aura 240 have been constructed in the past few years, replacing dilapidated, and vacant buildings, and providing more than 200 modern luxury apartment units to East Orange's residential market. The reinvigoration of the area includes more than just new buildings, however. Recent renovations to East Orange Towers at 106, 111, and 120 South Harrison Street have led to 249 units being reintroduced into the community and the tax rolls. In addition, 125 South Harrison Street (103 market-rate) is expected to be completed in the near future, and other buildings like the Lotus @ 315 (151 age-restricted units with ground floor retail) and The Essence (130 units at 144 South Harrison Street), are complete.

These new and rehabilitated high-rise luxury apartments are economic drivers for the City of East Orange – attracting new population and their spending power to East Orange, strengthening the City's tax base, and supporting the City's commercial base, while further attracting additional new investment and being an economic driver for the City.



*Rendering of 125 South Harrison Street, residential*



*Rendering of the Essence @ 144*



*Rendering of 315 South Harrison Street, Lotus 315*

### ***Reclamation and Rehabilitation of Vacant Buildings***

Not far from the East Orange Train Station, another area of the City has struggled with vacant and deteriorating multi-family residences. The buildings and land along North Walnut Street and Summit Street are beginning to experience new investment similar to South Harrison Street, as developers are taking advantage of the location's proximity to the train station, City Hall, Rowely Park, and Cicely Tyson School Community School of Performing and Fine Arts.

Buildings seeing new investment include 93-111 North Walnut Street, which is a rehabilitation project of 71 1,2-, and 3- bedroom units, and 75 units (66 studio apartments) at 18 Summit Street. Similar investments are being leveraged on Prospect Street (413 units), Halsted Street (288 units, including a mixed-use project at 160 Halsted Street by the East Orange Housing Authority), and Park Avenue (203 units).

### ***Restoring and Preserving Neighborhoods***

The Greenwood neighborhood, located in the City's 5<sup>th</sup> Ward has struggled with vacant and abandoned properties. This area, north of Lower Main Street/I-280, and east of the Garden State Parkway is also the location of the Greenwood Redevelopment Area. Much of the area contains low-density residential homes (single or two-family), with intermittent pockets of neighborhood commercial. The highways that create a barrier for residents in Greenwood to access key areas of the City have made it less desirable for the investment taking place throughout the City. As a result, a more grass-roots strategy is required to fill in the gaps found in the neighborhood. A successful illustration of what the focus on in-fill development can accomplish can be seen at Eaton Place, where non-profit housing developers, La Casa de Don Pedro, have constructed four new three-bedroom townhouse units for low-income households on the southern edge of the Greenwood Neighborhood. Aided by a variety of funding mechanisms, including \$25,000 grants for new homeowner provided by the City, these units provide quality affordable homes to own, while helping to stabilize the neighborhood. The response and demand has been overwhelming, such that more than 150 potential homeowners have been added to a waitlist. In addition, this kind of investment has spurred new capital to build on the development, as the East Orange Housing Authority is planning to construct six additional units on adjacent properties.

### ***Improving Gateways***

Gateways announce the entries and exits to the City of East Orange, creating a first and last impression for its resident and visitors. As a result, these areas require particular attention to the allowable land uses and quality of the buildings. The Fantin Showroom and Supply Building, manufacturers of building materials are constructing a new facility on Main Street between North Grove Street and Greenwood Avenue near the City of Newark. The development will provide new jobs to the City. Nearby, the former public housing development formerly known as Arcadian Gardens is planned to be rehabilitated, creating new market rate units there. The 247 units there are located along Sussex Avenue, another critical visual and transportation gateway into the City of East Orange.



93-111 N. Walnut Street



Townhomes in Greenwood Neighborhood

### ***Establishing Single-Family in Opportunity Areas***

One of the true strengths of East Orange is its organic mix of urban and suburban living characteristics. Much of the investment taking place has been located in the more urban part of the City, within proximity of the train stations. Still, there has been opportunity to re-establish single-family homes in neighborhoods where the surrounding area has similar characteristics. There is no better exhibition of the careful consideration of urban form and density than at the former location of Upsala College between Glenwood Avenue and Prospect Street. The Woodlands at Upsala was a new lower-density development of 51 single-family homes and 17 townhouse units on 20 acres. Importantly, the City assured that development incongruous to the surrounding neighborhoods (which are also primarily single-family homes) did not take place. As further opportunities arise in the City, like the potential Elmwood Redevelopment Area, the characteristics of the community surrounding the development should continue to be a significant consideration.



*The Woodlands at Upsala*

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*Vacant Residential*



*Vacant Office*



*Eaton Place Townhomes*

## VACANT AND ABANDONED PROPERTIES

While East Orange has experienced growth in some parts of the City, there has also been a lingering issue of vacant and abandoned properties in some of its neighborhoods. Vacant and abandoned properties in East Orange make up 4.87% of the City's acreage. Vacant and abandoned properties can have a deleterious effect on neighborhoods - lowering property values, harming quality of life, discouraging investment, and increasing the likelihood that more properties will be abandoned.

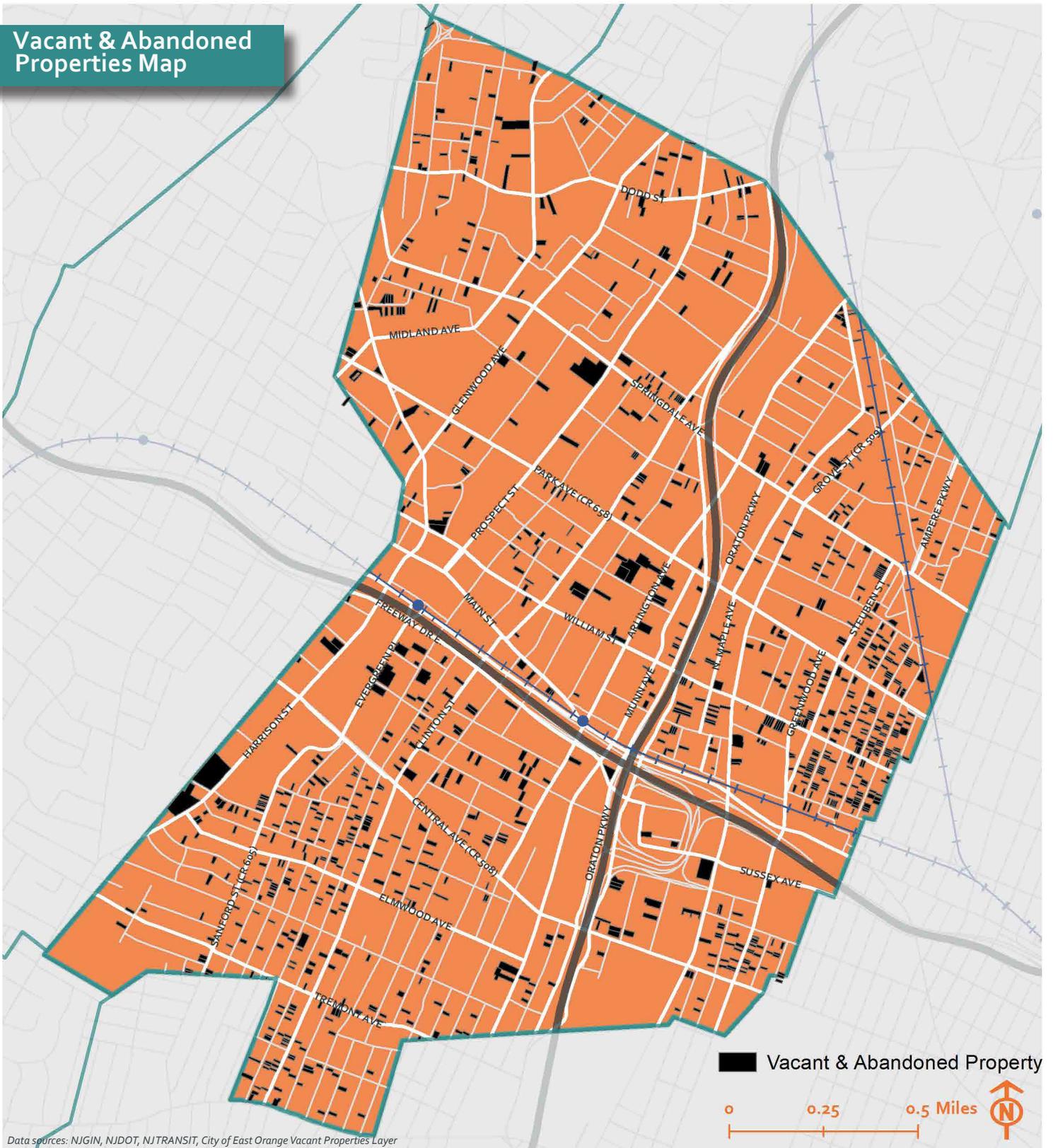
East Orange's Vacant & Abandoned Properties Division has sought solutions and enacted programs to address these problem properties. In New Jersey, there are several Abandoned Property Tools that municipalities can utilize, of which East Orange has already enacted many: a vacant property receivership program, a vacant property registration program, and the out-of-state creditor law. Reinstated in 2014, the vacant property registration program resulted in a decrease in resident complaints by 15% between 2014 and 2015 and the number of vacant property violations dropped 27% during the same time period. A \$50,000 grant received from Community Development Block Program (CDBG) helped fund the "Neighborhood Cleanup Initiative" in Summer 2015, which hired 12 city residents to clean up these problem properties.<sup>8</sup> Although the City of East Orange is already taking productive steps, the City can build on its actions and further address vacancy and abandonment issues. Importantly, these strategies can have significant benefits to community character and neighborhood stability without displacing existing residents.

Inventorying vacant and abandoned property characteristics, such as property size, environmental concerns, and economic issues, can help inform land-use decisions that may help address properties, and also solve other neighborhood issues. Narrow vacant lots may be best suited for subdivision to be split equally with next door neighbors to increase lawn areas and side yards, or generally repurposed as neighborhood pocket parks or community gardens. Medium to larger sized properties may be well suited for temporary parking arrangements for streets with on-street parking issues. Still, other lots may be suited for consolidation with other surrounding vacant and abandoned properties for in-fill development. Eaton Place is a successful example of in-fill development taking place in the Greenwood neighborhood, where there is a concentration of vacant and abandoned properties.

The City should also routinely track the financial costs undertaken when handling these problem properties. When costs associated with maintaining a property would exceed the cost of demolition, demolition should be considered. Tracking these financial costs will help the City make sound financial and sound land-use decisions for these properties.

One way to attack problem properties is through the promotion of property maintenance. In combination with the "Neighborhood Cleanup Initiative," the City should enact regulations that support maintenance, such as an anti-dumping program, regulations governing garbage disposal, sidewalk maintenance requirements, strategic code enforcement, fire safety inspections, health inspections, and nuisance abatement.

## Vacant & Abandoned Properties Map



Another strategy for dealing with vacant and abandoned properties is to maximize one of the tools already in the City’s toolbox: the vacant property registration program. The City should target efforts by using the registration list as a way to identify properties that have failed to comply with the ordinance, but are current or almost current with their property taxes. Identifying these properties and targeting City resources towards these properties will maximize compliance with the ordinance.

## REDEVELOPMENT & REHABILITATION INITIATIVES

Over the years, East Orange has used Redevelopment Studies and Plans, pursuant to the Local Redevelopment and Housing Law, as a solution for land use and economic development problems. Since 2012, however, many of the redevelopment plans have been superseded by more recent redevelopment plans, including the Transit Village Redevelopment Plan and the Sussex Avenue Redevelopment Plan. Today, East Orange has eight (8) active redevelopment plans.

### Completed Redevelopment Plans

#### ***Muir's Berkley for the Brick Church Urban Renewal Project, a.k.a. Village Core (1970)***

The Brick Church Urban Renewal Redevelopment Area was designated in 1970. This Plan underwent five amendments. The most recent amendment in 1997 added a three-block area known as the Muir's Berkley Redevelopment Area to the Urban Renewal Plan. The City's recent Transit Village zones, however, supersedes the Urban Renewal Plan and the Muir's Berkley Redevelopment Area. Portions of the Central Business District (CBD) replace the former redevelopment area zone, previously known as the UR-1 District.

#### ***Multiplex Concrete Area (2002)***

The Multiplex Concrete Area was designated an area in need of redevelopment in 2002 and contained the vacant Multiplex industrial building, vacant land, and portions of an abandoned railroad track to the north. The property sold in 2004 and today, the redevelopment area is fully developed as the County Concrete Corporation and meets the Redevelopment Plan Goals as a light manufacturing business and employment opportunity of residents in the City. A Certificate of Completion should be issued, effectuating the termination of the Redeveloper Agreement, if one has not already been issued.

#### ***Upsala (2003)***

Designated as an area in need of redevelopment in 1997, the subsequent 2003 Upsala Redevelopment Plan encompasses the former West Campus of Upsala College and creates the UR-5 Zone District, which permits single-family detached dwellings, parks and playgrounds, and conditional uses including Planned Unit Development (PUD) and professional home offices. In PUDs, townhouses and Neighborhood Service Establishments (NSE) are additionally permitted. Upper-middle class single-family homes and townhomes were constructed in 2006 and 2007, known as the Woodlands at Upsala. The City should determine whether the Upsala area has been completed and whether a Certificate of Completion should be issued, effectuating the termination of the Redeveloper Agreement.

## Current Redevelopment Plans

### *Transit Village District Redevelopment Plan (2015)*

The recently adopted Transit Village District Redevelopment Plan represents one of the most ambitious and catalyzing actions to promote redevelopment the City has ever taken. The District encompasses a 1/2-mile radius around the Brick Church train station, which covers key areas of the City including the Main Street commercial district, upper Central Avenue business district, City Hall, East Orange train station, and key neighborhoods like South Harrison Street and Prospect Street.

The City's recent Transit Village zoning supersedes several older Redevelopment Plans including the 2003 Walnut Street Redevelopment Area, replaced with the North Walnut Redevelopment Zone, a Transit Village Sub-District. Both generally share the same boundaries with minor expansions and reductions.

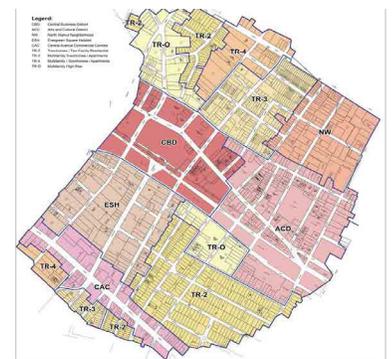
The City's Transit Village zoning also supersedes The Lower Main Street Redevelopment Area (Phases 1 and 2), designated in 2004 and 2005. Portions of the Central Business District (CBD) and the Central Arts and Cultural District (ACD) replace the former redevelopment area sub-districts: Commercial Business District (CBD), Educational and Residential District (ERD), Residential and Commercial District (R/C), and the Residential District (R).

The Evergreen/Halsted Commercial District, designated in 2002 as an area in need of redevelopment was superseded by Transit Village District Zoning in 2015, replaced by the Evergreen Square Halsted (ESH) sub-district.

East Orange was designated as a Transit Village in 2012, and has since been able to access various financial and technical tools to serve the City's vision for redevelopment. The Village Core (VC), located within a half-mile radius around Brick Church Station, includes eight (8) sub-districts, including:

- North Walnut Neighborhood (NW)
- Arts and Cultural District (ACD)
- Evergreen Square Halsted (ESH)
- Central Avenue Commercial Corridor (CAC)
- Transit Area Medium Density Residential (TR-2)
- Transit Area Multifamily Structures, Townhouses, Garden Apartments (TR-3)
- Transit Area Multifamily Structures, High-Rise Apartments, Hotels (TR-4)
- Transit Area High-Rise Multifamily Structures (TR-O)

The Central Avenue Commercial Corridor (CAC) zone is written to encourage new development, redevelopment, and high intensity uses, but the depth of some of the lots along Central Avenue is not sufficient to encourage redevelopment. For instance, parking structures cannot be constructed behind development due to the depth of the zone in some areas. Landscape buffers for the neighboring residential zones also limit the area for development and redevelopment. The Master Plan recommends expanding the CAC zone boundaries to the north and south for deeper zone boundaries. This will allow developers to more easily adhere to the requirements in the development regulations.



*Transit Village District Sub-Zones, 2015*

Transit Village sub-districts are written in the Zone Ordinance as building on the regulations of the regular zone districts. The Master Plan recommends that redevelopment zone districts not rely on regular zone district language, and instead redevelopment zones should explicitly state regulations without references.



Greenwood Redevelopment Sub-Zones

### ***Greenwood (2002, amended 2011)***

A Redevelopment Plan for the Greenwood Area was adopted in 2002. Known as the “Teen Streets”, the area is generally bounded by Greenwood Avenue to the west, Fourth Avenue to the north, the Newark boundary to the east, and Main Street to the south. The area’s sub-districts are identified as the Greenwood Residential District (RES), the Fourth Avenue Commercial Corridor (CC), and the Lower Main Street District (MAIN), where the area is additionally controlled by the UR-3 District Zone.

Since 2002, little development has occurred as a result of the redevelopment designation and may warrant several Plan amendments. For instance, as a gateway into East Orange with very few remaining single-family and two-family residential uses, Park Avenue is distinctly separate from other streets in the Greenwood Area. Therefore, the portion of Park Avenue in the Greenwood Area should be its own sub-district. The Fourth Avenue Commercial Corridor (CC) sub-district of the Greenwood Area should also be amended. This corridor is more directly related to Ampere Plaza than to the rest of the Greenwood Area, and this sub-district should be amended to better relate to the uses in Ampere Plaza. The Greenwood Residential District (RES) should be amended to eliminate professional home office as a conditional use. In addition to permitting single-family detached dwellings and two-family dwellings, the (RES) sub-district should additionally allow one-family and two-family townhomes with individual units.

Generally, the off-street parking requirements of the Greenwood Area should be reviewed and amended where applicable. Parking in the Fourth Avenue Commercial Corridor (CC) should be reduced or eliminated. Stacked parking should be removed as a permitted use in the Greenwood Area.

### ***Rutledge Avenue (2002, amended 2007)***

The Redevelopment Plan zones the Rutledge Area as the Rutledge Avenue Redevelopment District (UR-8). The land has since been cleared of any structures and remains vacant, located adjacent to the rail line, across the street from St. Mary’s Cemetery, and at the end of a single-family and two- and three-family residential block. It is recommended the City re-examine this redevelopment area again for necessary changes. One-family and two-family townhomes with individual units should additionally be permitted in the UR-8 district. As such, bulk regulations should be amended to include townhome-type development. Professional Home Office uses should be eliminated as a permitted use as well. Overall, the City should review the Rutledge Avenue Redevelopment Plan for possible updates.

### ***Sussex Avenue (2012)***

The Arcadian Gardens Redevelopment Area, designated in 2004, was superseded by the Sussex Avenue Redevelopment Plan in 2012. The Sussex Avenue Area was designated as an area in need of redevelopment in 2012 and superseded the Arcadian Gardens Redevelopment Plan. In 2015, the area was amended to additionally include Block 48, Lot 1 and Block 181, Lot 1 and in 2016, Block 185, Lot 2 was additionally included as an area in need of redevelopment within the Sussex Area Redevelopment District. Today, the vacant area of the ARC-3 sub-district is being redeveloped as a light industrial construction warehouse and grocery use, as the zone intended.

### ***Freeway Drive East (2012)***

The Freeway Drive East Redevelopment area is located at the confluence of Interstate 280 and the Garden State Parkway, Freeway Drive East and North Oraton Parkway. Sub-districts include Highway Commercial/Mixed-Use/Residential/Office/Lofts (FE-1) and Residential/Office (FE-2). Both districts are required to include Crime Prevention Through Environmental Design (CPTED) standards, which emphasizes the physical environment, behavior of people, productive use of space, and crime/loss prevention. Today, a portion of the redevelopment area is developed with a new 7-11 convenience store.

### ***Central Core Healthcare Campus (2016)***

In 2016, the Planning Board prepared a Redevelopment Plan for the Central Core Healthcare Campus Area. As an anchor institution in the City of East Orange, the East Orange General Hospital and similar medical related uses should be supported by the City. Locally, Central Avenue is already considered to be a Med. & Ed. Corridor (medical & educational). The New Jersey Institute of Technology (NJIT) and Saint Michael's Medical Center are located on Central Avenue in Newark, just over 2 miles away from the East Orange General Hospital. By expanding the Central Core Healthcare Campus across Central Avenue and additionally permitting medical office uses in other zones along Central Avenue, the City recognizes the hospital and associated medical uses as having a future home in East Orange. The City should continue to coordinate with the East Orange General Hospital and incorporate their long-range planning strategies as part of the City's overall revitalization.

LEGEND

	ARC-1 RESIDENTIAL
	ARC-2 MIXED USE RESIDENTIAL / RETAIL
	ARC-3 HEAVY RETAIL / LIGHT INDUSTRIAL
	ARC-3A HEAVY RETAIL / LIGHT INDUSTRIAL (RESIDENTIAL OVERLAY)
	ARC-4 LOFTS
	ARC-5 INSTITUTIONAL / RESIDENTIAL
	ARC-6 MULTI-FAMILY MIX
	REDEVELOPMENT ZONE BOUNDARY



*Sussex Avenue Sub-Zones, 2012*

## Potential Redevelopment Areas

### *Ampere Plaza, Worthington Pump Station, Hoffman Boulevard*

Located along the Montclair-Boonton Line, the Ampere neighborhood's focal point is the Plaza area around the former NJ TRANSIT Ampere passenger rail station. While the station has long since closed, the area continues to be a uniquely vibrant neighborhood within the City. The City has identified the reactivation of the station as a long-term goal as a way to add new economic activity to the area. At the same time, there must be a sufficient density of population that will use train service to warrant NJ TRANSIT



to consider returning service to a new station. The City should be proactive in taking steps to support new investment in this area by first conducting an Area in Need of Redevelopment Study for the former Worthington Pump Station (along the east side of the tracks), Ampere Plaza (to the west), and sections of Hoffman Boulevard, which can be better integrated into the Ampere neighborhood itself. A new redevelopment area which includes transit supportive development and enhances the economic health of the neighborhood could be the necessary catalyst that East Orange needs for Ampere Station to be considered for the reactivation of train service.

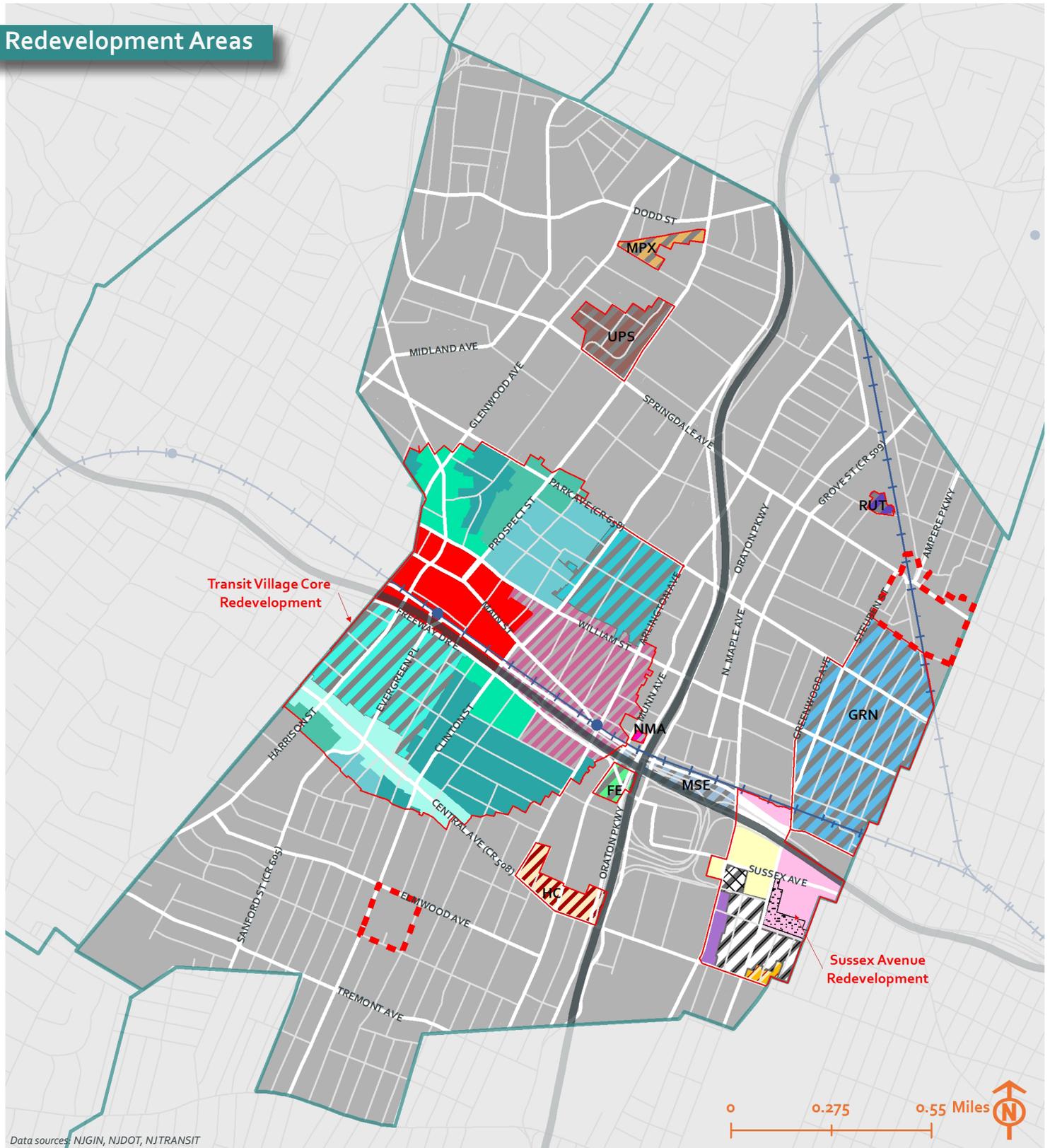
### *Elmwood*

Located in the 3<sup>rd</sup> Ward, the one square block is bound by Elmwood Avenue, South Clinton Street, Eppert Street, and Rhode Island Avenue. Most of the potential redevelopment area consists of an 8.18-acre property owned by the East Orange Board of Education. This parcel includes the current Langston Hughes Elementary, the former Langston Hughes Elementary, and former Cicely Tyson School of Performing and Fine Arts. The area also includes an auto repair shop, single-family homes and multi-family buildings. The area's location



in the neighborhood and proximity to Elmwood Park may make it particularly suitable to new single-family homes. The City should conduct an Area in Need of Redevelopment Study, and work with the Board of Education and other City stakeholders to determine a long term vision for the site.

# Redevelopment Areas



Data sources: NJGIN, NJDOT, NJTRANSIT

## Traditional Zone Districts

2016 Zoning Limits All Traditional Districts

## Redevelopment Districts

- FE Freeway Drive East Redevelopment Area
- GRN Greenwood Redevelopment Area
- HC Healthcare Campus Redevelopment Area
- MPX Multiplex Concrete Redevelopment Area
- NMA North Munn Avenue
- UR-8 Rutledge Avenue Redevelopment Area
- UR-5 Upsala Redevelopment Area

## Transit Village Redev. Sub-Districts

- CBD Central Business District
- ACD Arts and Culture District
- ESH Evergreen/Halstead Redevelopment Area
- MSE Main Street Entertainment - Phases I & II
- CAC Central Avenue Commercial Corridor
- TR-2 Transit Area Medium Density Residential
- TR-3 Transit Area Multifamily Structures, Townhouses, Garden Apartments
- TR-4 Transit Area Multifamily Structures, High-Rise Apartments, Hotels
- TR-O Transit Area High-Rise Multifamily Structures; Office
- NW North Walnut Street Redevelopment Area

## Sussex Ave. Redev. Sub-Districts

- ARC-1 Residential
- ARC-2 Mixed Use Residential/Retail
- ARC-3 Heavy Retail/ Light Industrial
- ARC-3A Heavy Retail/ Light Industrial (Residential Overlay)
- ARC-4 Lofts
- ARC-5 Institutional/Residential
- ARC-6 Multi-Family Mix

## Proposed Redev. Zone Districts

- Ampere Area
- Elmwood Area



# ZONING

## Residential

There are six (6) regular residential zoning districts, ranging from lower density (R-1) to high-rise multi-family structures (R-4) to Continuing Care Communities (CCC). Residential districts preserve neighborhood character and guide residential development at the appropriate location and density.

East Orange is unique in that it provides its residents a diverse housing stock, with nearly every type of residential typology available; from detached single-family to attached single-family, to 2- and 3-family homes, townhomes, stacked townhomes, garden apartments, mid-rise apartments, and high-rise apartments. Every resident has the choice of which housing type they would prefer to live in.

The residential zones of the Zoning Code currently use a cumulative or pyramid approach. That means that the R-2 zone builds on what is already permitted in the R-1 zone, and that the R-3 zone builds on what is permitted in the R-2 zone, and so on. This 'Russian Doll' of permitted uses in the zone code results in a confusing use structure. It also does not help to preserve neighborhood character in some instances. The Zoning Code should be updated to state only what is permitted in each zone without reference to other zone district permissions.



Single-Family homes



Two-Family home



Garden Apartments



Mid-Rise Apartments

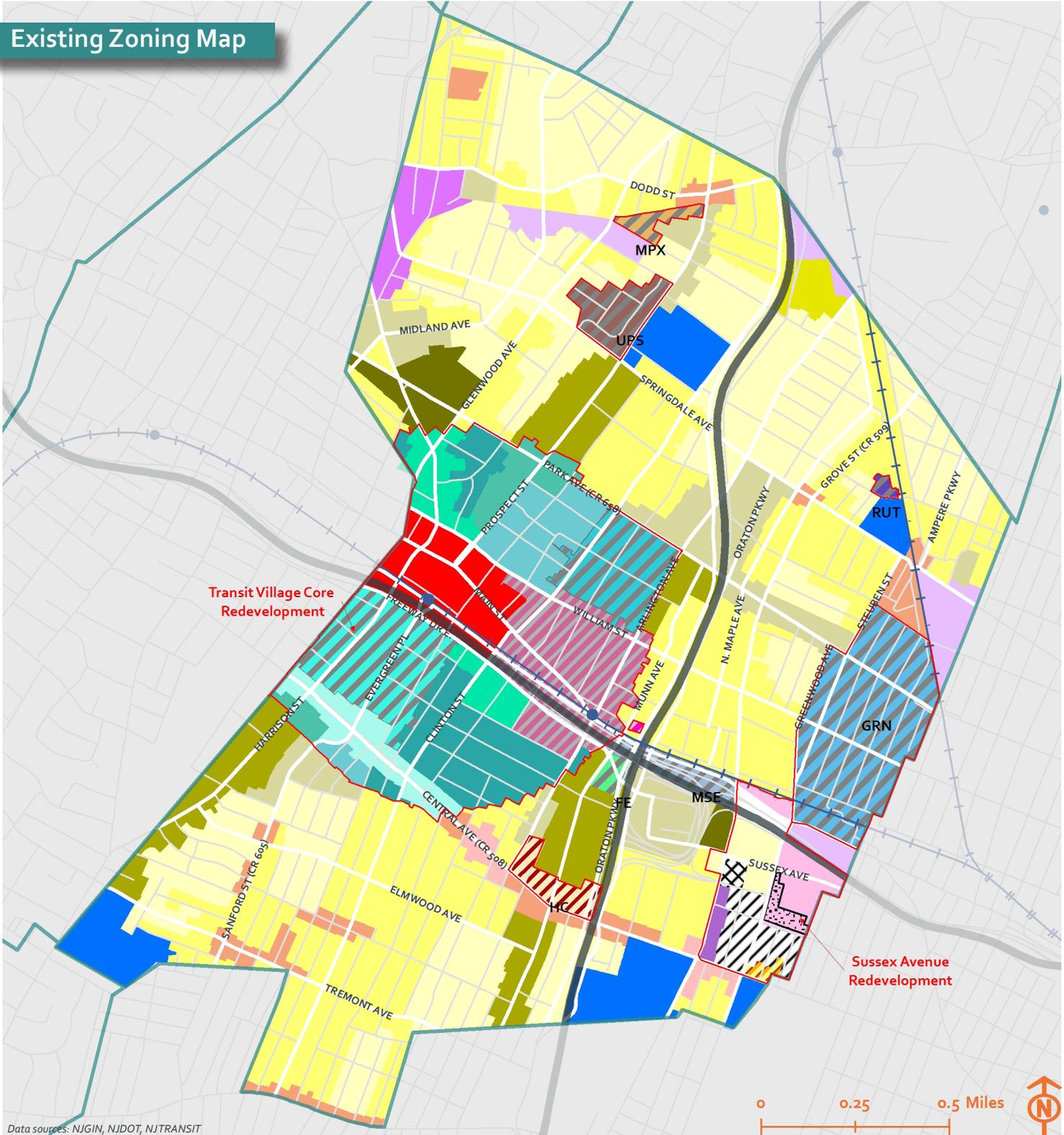


High-Rise Apartments

**Table 1: City's Residential Zones, Existing and Proposed**

Zone	Existing	Proposed
R-1	Single-family detached dwellings Home professional office	Single-family detached dwellings
R-2	Everything permitted in R-1 Two-family dwellings One-family townhouses	Single-family detached dwellings Two-family dwellings One-family townhouses Home professional office
R-3	Everything permitted in R-2 Two-family townhouses with individual units Garden Apartments 3-family dwellings Multifamily structures not to exceed five stories	Two-family dwellings One-family townhouses Two-family townhouses with individual units Garden Apartments 3-family dwellings Multifamily structures not to exceed five stories
R-4	Everything permitted in R-3 High-rise multi-family structures	Garden Apartments High-rise multi-family structures
R-O	Everything permitted in R-4 High-rise business, professional and governmental offices	High-rise multi-family structures High-rise business, professional and governmental offices
CCC	Everything permitted in R-3 Senior Care Community (SCC) Continuing Care Retirement Community (CCRC)	Garden Apartments Multifamily structures not to exceed five stories Senior Care Community (SCC) Continuing Care Retirement Community (CCRC)

# Existing Zoning Map



Data sources: NJGIN, NJDOT, NJTRANSIT

## Traditional Zone Districts

- R-1 Single-Family Residential
- R-2 Two-Family Residential, Townhouses
- R-3 Multifamily Structures, Townhouses, Garden Apartments
- R-4 Multifamily Structures, High-Rise Apartments, Hotels
- R-O High-Rise Multifamily Structures; Offices
- CCC Continuing Care Community
- C-2 Gateway Commercial
- C-1 Neighborhood Commercial
- IND-1 Mixed Industrial/Commercial
- IND Industrial
- INST Institutional, Medical Related, Cemeteries

## Redevelopment Districts

- FE Freeway Drive East Redevelopment Area
- GRN Greenwood Redevelopment Area
- HC Healthcare Campus Redevelopment Area
- MPX Multiplex Concrete Redevelopment Area
- NMA North Munn Avenue
- UR-8 Rutledge Avenue Redevelopment Area
- UR-5 Upsala Redevelopment Area

## Transit Village Redevelopment Sub-Districts

- CBD Central Business District
- ACD Arts and Culture District
- ESH Evergreen/Halstead Redevelopment Area
- MSE Main Street Entertainment - Phases I & II
- CAC Central Avenue Commercial District
- TR-2 Transit Area Medium Density Residential
- TR-3 Transit Area Multifamily Structures, Townhouses, Garden Apartments
- TR-4 Transit Area Multifamily Structures, High-Rise Apartments, Hotels
- TR-O Transit Area High-Rise Multifamily Structures; Office
- NW North Walnut Street Redevelopment Area

## Sussex Ave. Redevelopment Sub-Districts

- ARC-1 Residential
- ARC-2 Mixed Use Residential/Retail
- ARC-3 Heavy Retail/ Light Industrial
- ARC-3A ARC-3 Residential Overlay
- ARC-4 Lofts
- ARC-5 Institutional/Residential
- ARC-6 Multi-Family Mix

### ***General Zone Change Recommendations***

Accessory dwelling units in accessory buildings are conditionally permitted in residential zones. To preserve the character of single-family dwellings and neighborhoods. It is recommended that accessory dwellings not be permitted in R-1 zones. Any currently existing accessory dwellings would be grandfathered in under a new zoning code. These accessory dwellings should only be permitted for single-family detached dwellings in R-2 zones.

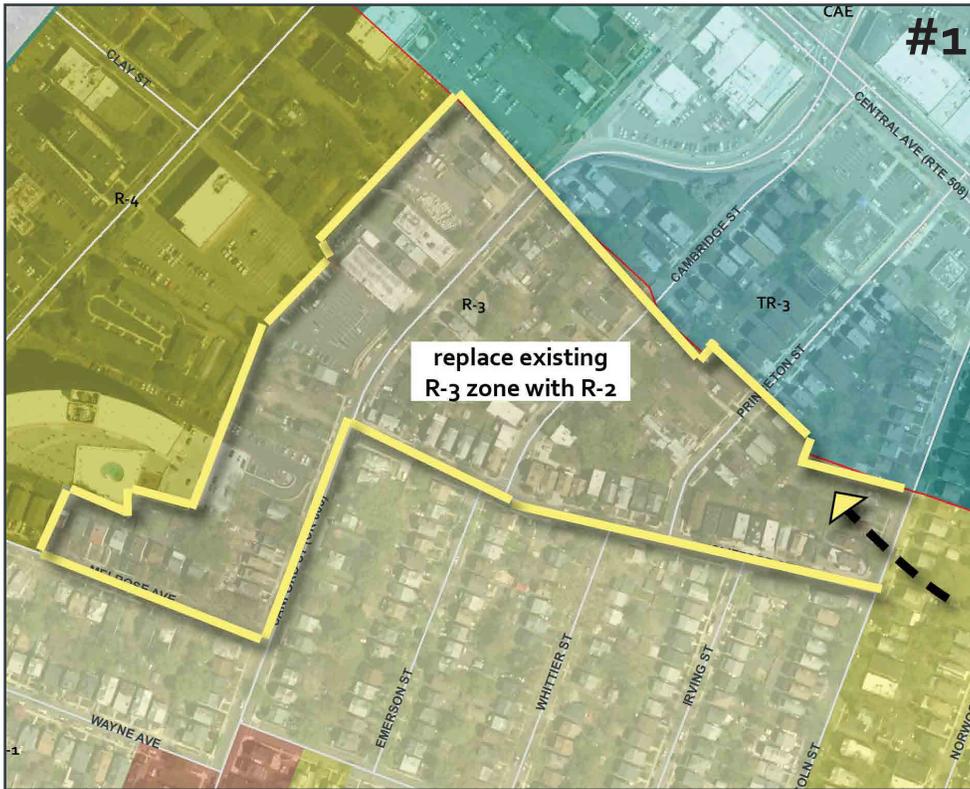
Home Professional Offices are currently permitted in all Residential Districts. In addition to not permitting home professional offices in the City's R-1 zone, the Master Plan recommends preserving neighborhood character by adding additional regulations for home professional offices. Such regulations include the limitation on business signs, number of visitors, storage of commercial vehicles, and using vehicles as a means of advertisement.

Neighborhood Commercial uses, as permitted in the C-1 zone, are conditionally permitted in all residential districts. This regulation has resulted in 'stand-alone' corner commercial uses, of which some are actively used and some that are often shuttered or closed. The Master Plan recommends eliminating neighborhood commercial uses as conditional uses in residential districts. This land use decision will serve to protect the character of existing residential neighborhoods. These commercial nodes are addressed in further detail in the commercial zone discussion of this Element.

## Down-Zone

Some areas in East Orange have zoning remnants that do not currently reflect the land use vision for the City. These residential areas are recommended to be down-zoned to better reflect the existing and future conditions.

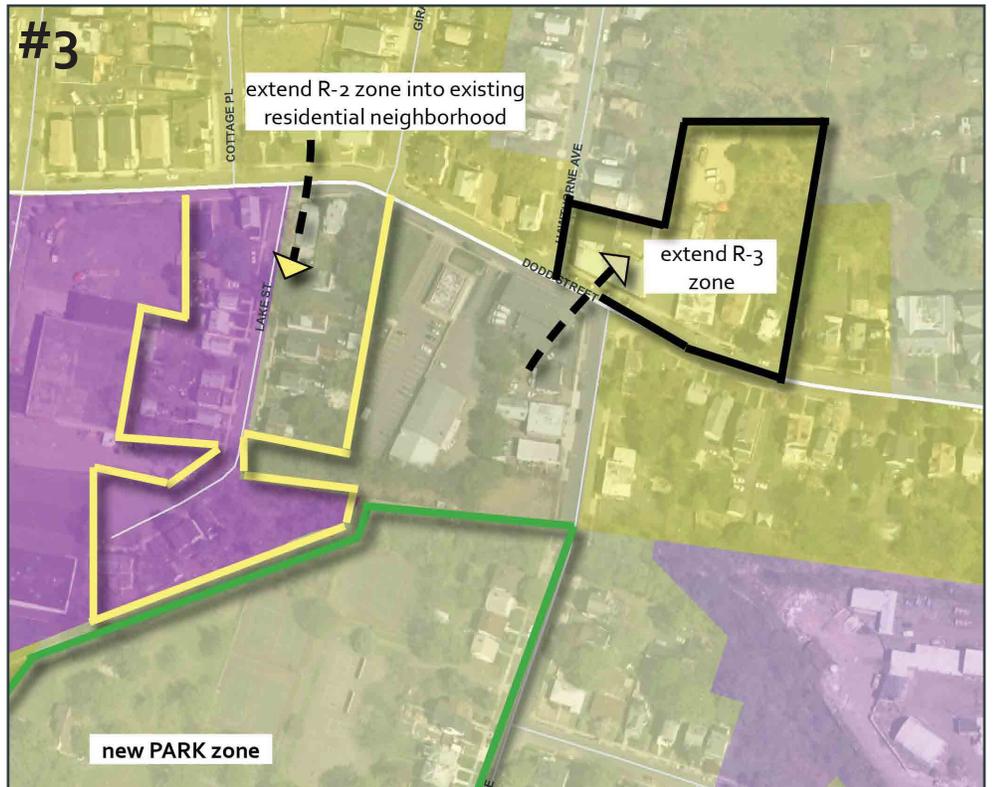
*"Down-zone"  
a change in zoning  
classification that permits  
development that is **less**  
intensive or dense*



The area generally north of Melrose Avenue and Clifford Street and to the west of Halsted Street is an existing R-3 zone, which allows for single-family, 2-family, 3-family, townhomes, garden apartments and apartment buildings not more than five stories tall. The existing land uses of this zone, however, better reflect those uses permitted in the R-2 zone, which permits single-family, 2-family and single-unit townhomes. The R-3 zone is recommended to be down-zoned to an R-2 zone, to better reflect the existing conditions of the area and to act as a transitional buffer between the higher intensity uses on Central Avenue and South Harrison Street and the single-family neighborhoods below.



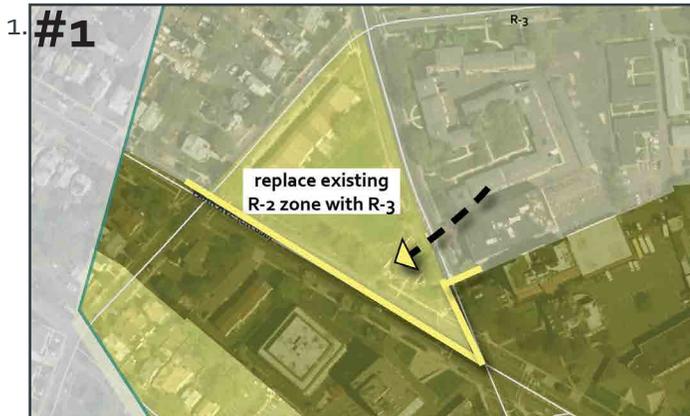
2. The area generally south of Park Avenue and between Arlington Avenue and the Garden State Parkway is an existing R-4 zone, the most intense residential zone district. The existing uses in the zone, however, better reflect the uses permitted in the R-3 zone, since no buildings exceed five stories. The R-4 zone is recommended to be down-zoned to an R-3 zone to better reflect the existing uses.



3. The western area of Dodd Street near North Park Street and Brighton Avenue is zoned as IND-1, R-3, and R-2. There is a residential neighborhood located within the IND-1 zone, which is better suited as an R-2 zone, and is therefore proposed to be down-zoned. The existing adjacent R-3 zone is proposed to expand across the intersection of Dodd Street, since lot depths in that location are well-suited for higher density development.

## Up-Zone

The following residential areas are recommended to be up-zoned to better reflect the existing and future conditions of the City.



On the northern side of Park Avenue West, there is small residential area currently zoned as R-2, which allows for single-family, 2-family and single-unit townhomes. The R-2 zone is located next to an R-3 zone, which additionally allows for 3-family, stacked townhomes, garden apartments, and apartment buildings not more than five stories tall. The R-2 zone is also located next to an R-O zone, which permits high-rise residential buildings and high-rise offices. Park Avenue is a large thoroughfare that accommodates a lot of traffic, and can handle higher intensity uses. A recent apartment building developed in the R-2 zone, which is reflective of the existing higher intensity uses in the surrounding area. The R-2 zone is recommended to be up-zoned to an R-3 zone for higher intensity development.



The 'Spaghetti Bowl' of East Orange, where the ramps for the Garden State Parkway and I-280 intersect, is currently zoned for R-3. Single-family homes, multi-family, commercial and religious properties are all located within this area. The R-3 zone is recommended to be up-zoned to an R-O zone, allowing for high intensity uses that will benefit from easy access to major state highways and regional connections.

*"Up-zone"*  
*a change in zoning classification that permits development that is **more** intensive or dense*

**Neighborhood Commercial Establishment Use:**  
*a commercial use established within a predominantly residential area in a structure that is non-residential in its construction or original use.*

*Uses can include:*

- *art gallery*
- *arts studio*
- *day care center*
- *office*
- *personal service*
- *retail*
- *specialty food*
- *restaurant*

## **Commercial/Mixed-Use**

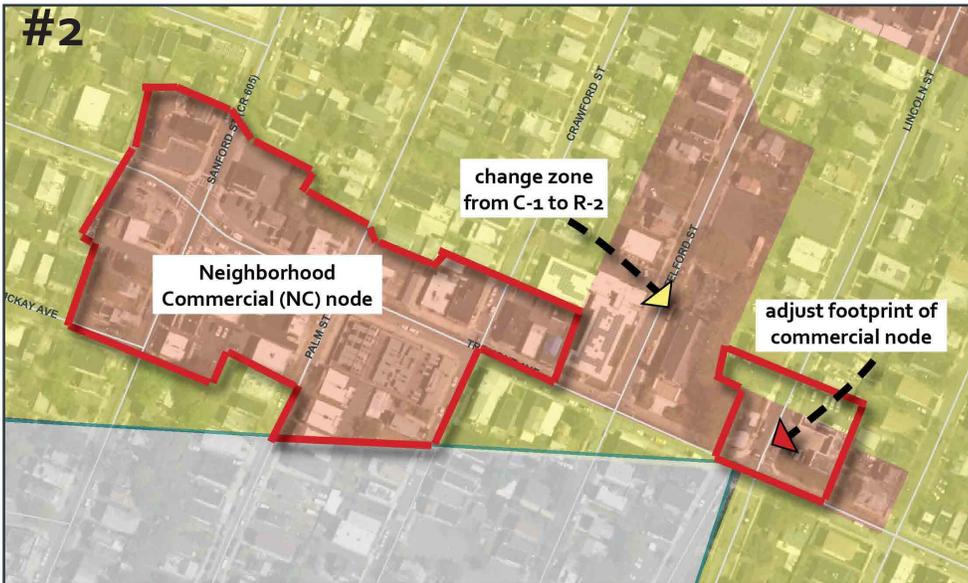
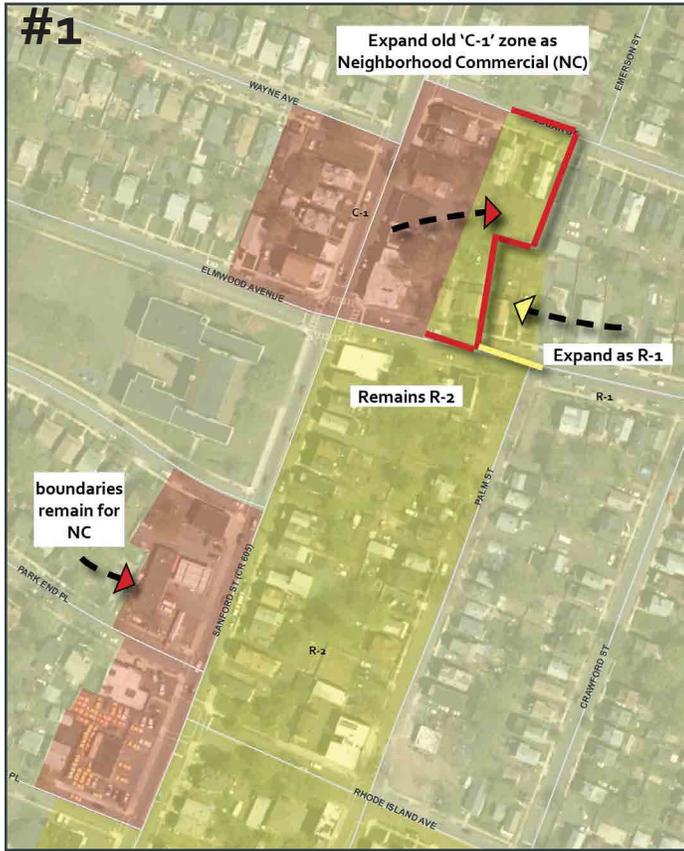
There are two (2) commercial/mixed use regular zoning districts including C-1 Neighborhood Commercial and C-2 Gateway Commercial. Evergreen Avenue connects the original business corridor along Main Street to the historic business corridor on Central Avenue, forming a “horseshoe” configuration of commercial activity in the City.

The Neighborhood Commercial (C-1) zone district should be renamed to N-C. The new NC zones are intended to permit local businesses that serve the immediate neighborhoods, such as beauty salons, corner stores, small neighborhood restaurants, cafes, etc. These commercial nodes are not intended to compete with the commercial uses that exist on Central Avenue and Main Street, but are created to promote walkable neighborhoods with access to corner stores for the residents that live nearby. Bulk regulations and permitted uses should be reviewed and amended to better serve the local neighborhoods that surround them. Bulk standards should be revised to allow for 4-story buildings on corners, and property line setbacks should be reduced. Parking requirements should be eliminated in these areas, to ensure walkability. If parking does exist, it should be consolidated to the rear of the property, to create a continued line without ‘building gaps’ at the street front. Design standards should be created for N-C zones, that will ensure a consistent character and aesthetic within the zone.

The following seven (7) areas (as shown on the Future Land Use Map on page 47) of the City are recommended to be zoned for Neighborhood Commercial:

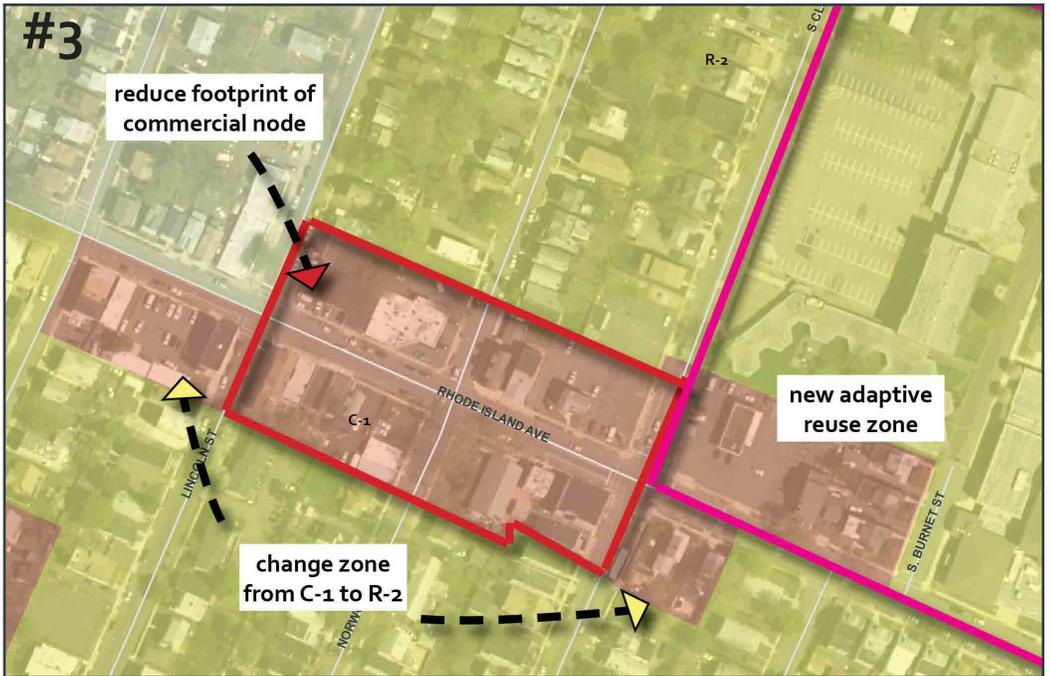
1. Sanford Street
2. Tremont Avenue
3. Rhode Island Avenue
4. Springdale Avenue and Grove Street
5. Springdale Avenue and Clinton Street
6. Park Avenue and Clinton Street
7. Dodd Street and Prospect Street

Right:  
Sanford Street  
Neighborhood  
Commercial  
(NC) nodes



Above: Adjustment of Neighborhood Commercial (NC) node on Tremont Avenue

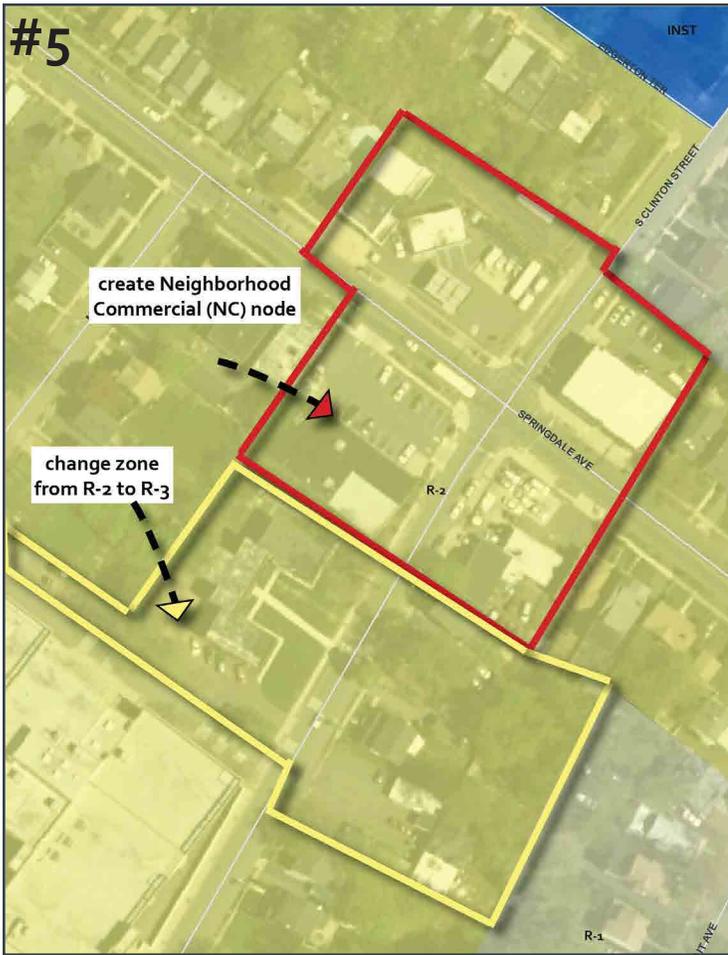




Above: Reduced Neighborhood Commercial (NC) node on Rhode Island; New Adaptive Reuse Zone



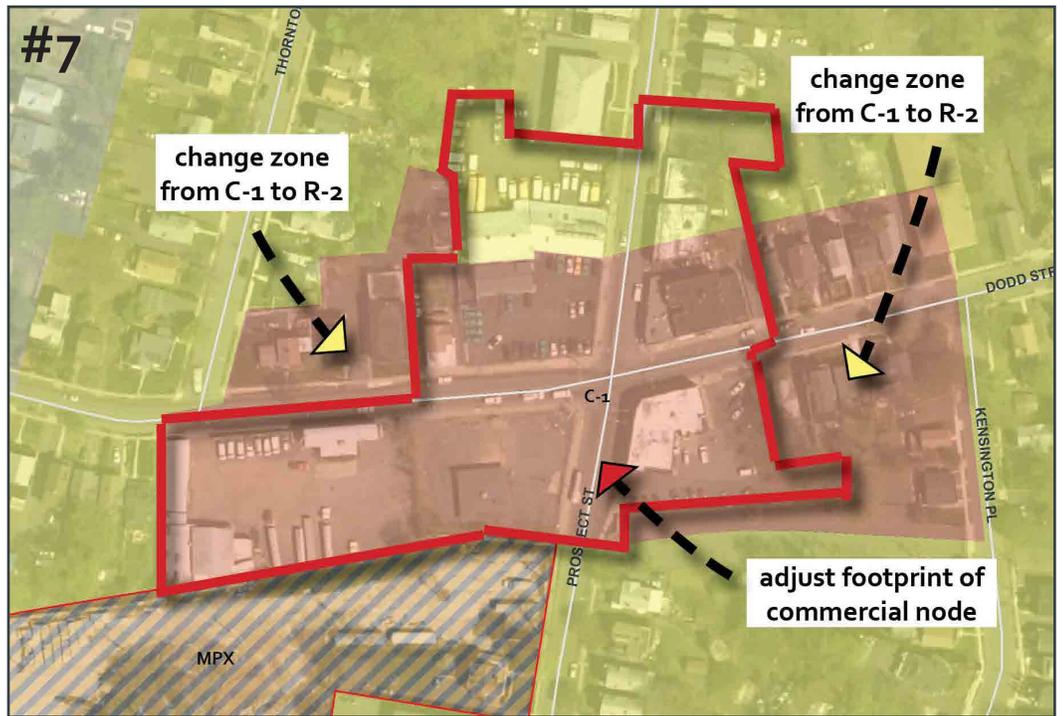
Above: Reduced Neighborhood Commercial (NC) node at Springdale and Grove



Above: New Neighborhood Commercial (NC) node at Springdale and Clinton; R-3 upzone



Above: New Neighborhood Commercial (NC) node on Park

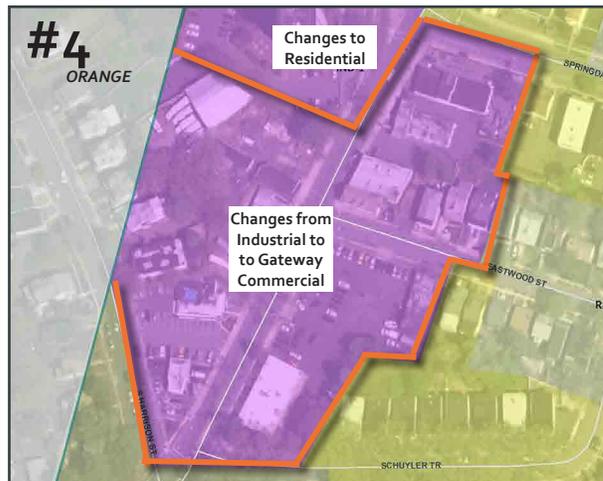
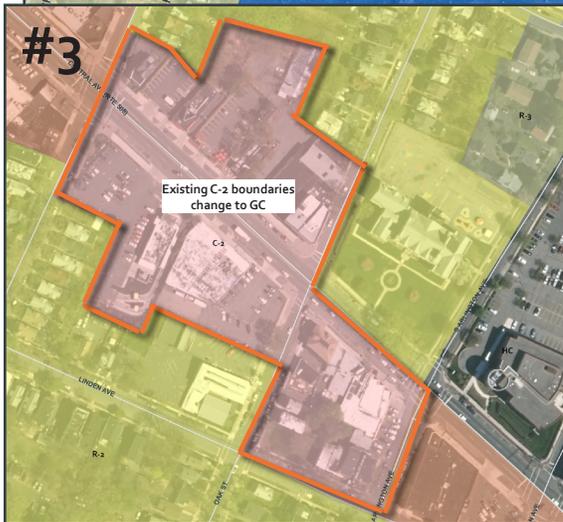
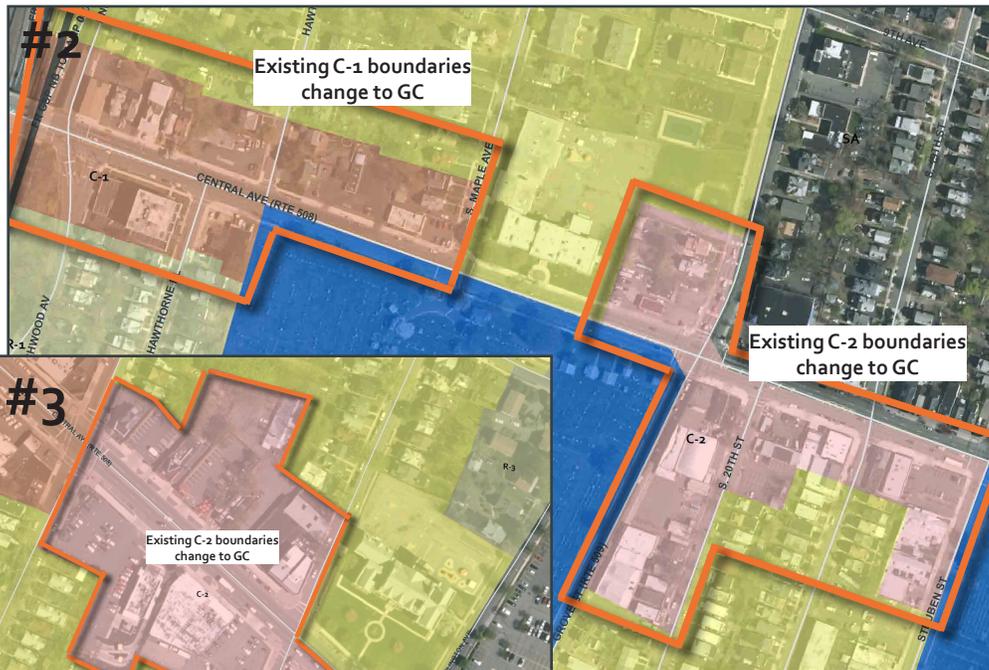
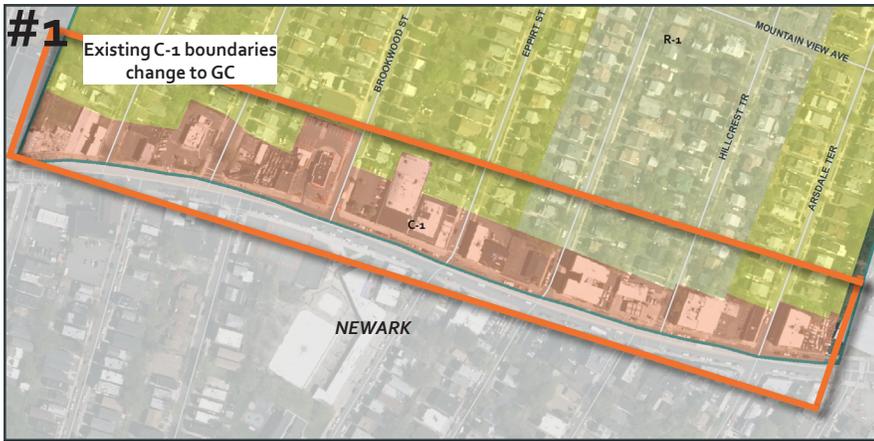


Above: Adjustment of Neighborhood Commercial (NC) node on Dodd

The Gateway Commercial (C-2) zone district should be renamed to (G-C). East Orange is a unique place where there is a strong sense of culture and belonging. Despite this, residents and visitors have a hard time figuring out when they've crossed into East Orange from one of the neighboring municipalities. The Master Plan recommends that the City zone these gateways into East Orange as Gateway Commercial (G-C). The Gateway Commercial zones will allow small-scale shopping plazas and eliminate drive-thru as a permitted use. It is recommended the Gateway Commercial zone includes design standards to promote consistent architectural, streetscape, and signage in key entrances into East Orange.

The following areas of the City are recommended to be zoned for Gateway Commercial:

1. S. Orange Avenue
2. Central Avenue, east of Garden State Parkway
3. Central Avenue, between East Orange Hospital and Shepard Avenue
4. Washington Street and N. Park Street



Above #s 1-3: Gateway Commercial districts take form of existing C-1 & C-2 district boundaries.

Right: Gateway Commercial district newly created from Industrial zoning district.

## Industrial

There are two types of industrial zones scattered throughout East Orange: Industrial (IND) Zone and Mixed Industrial / Commercial (IND-1) Zone districts. The Industrial Zone located between the Garden State Parkway and the Montclair-Boonton line along the Bloomfield border is in transition, having been recently developed into luxury apartments known as Parkway Lofts. Adjacent is Bloomfield's recent zone change from General Industrial to a Commuter Oriented Residential District (CORD). The area should be rezoned to better reflect the existing Parkway Lofts use and capitalize on potential adjacent development in Bloomfield.

Other industrially zoned areas in East Orange remain industrial in nature, including the area of land below Springdale Avenue between Ampere Parkway and the Newark border, as well as East Orange's municipally owned Public Works Yard located on Midland Avenue.

The only Mixed Industrial/ Commercial (IND-1) Zone District, located along the border of Orange and North Park Street, is mixed with high-rise residential, commercial and light industrial uses. The district permits high-tech industrial and similar uses as well as senior housing for those aged 62 and older. Portions of this IND-1 district should be incorporated into the Continuing Care Community (CCC) Zone District, and transition areas between the two land uses and districts should be added.

## Institutional

Institutional uses are generally considered to be medical, educational, and governmental, and can often have a campus-like setting. Institutional uses in East Orange are described as semi-public institutional, medical related uses or cemetery lands. The major uses in the Institutional (INST) Zone District in East Orange include the VA Hospital, the Cemetery of the Holy Sepulchre, Fairmount Cemetery, St. Mary's Cemetery, and the East Orange Campus High School.

The Zoning Code and the Zone Map show inconsistencies, since public and private schools are not listed as a permitted conditional use for the INST zone but the East Orange Campus High School is within the INST zone boundaries. The East Orange Campus High School should instead be zoned into the Residential (R-1) zone, remaining consistent with the zoning for other school locations in East Orange.

The East Orange General Hospital was previously included in the Institutional (INST) Zone District, but has been newly zoned into the Healthcare Center (HC) Redevelopment Zone. The VA Hospital now remains the only hospital in the INST zone. As such, the INST zone, specifically *Article XX, Section 51-106(E) Additional Requirements for Hospitals* of the City Code, should be reviewed and possibly revised to better reflect the VA Hospital use.



## Parks

It is recommended that a new zone be created, called PARK. This zone would encompass all the existing City and County Parks in East Orange to protect them from potential development. In addition, vacant land which is potentially suitable for new parks should be added to this zone.

## Adaptive Reuse

In many older cities, there are opportunities to revitalize existing structures by permitting uses different than what the building was originally constructed for. This is referred to as Adaptive Re-Use. While this strategy may typically be employed with vacant or under-utilized industrial buildings, older churches or schools have also been adapted for new uses. Rather than determine the use based on the type of building it is, the goals of an Adaptive Re-Use (ARU) zones instead provide flexibility in serving the needs of the surrounding community while preserving the character and scale of the structure to ensure it continues to blend within the neighborhood.

ARU zones provide for a variety of uses based on what the market may determine is the highest and best use for the site. This may include residential, commercial, collaborative working spaces (co-work), niche manufacturing, tech incubators, art studios, schools, or a mix of any of them. Where there are opportunities for the City to adapt vacant or under-utilized buildings, creating ARU zones are a recommended approach.

Two potential locations that have been identified through the Master Plan process as particularly well-suited for designation as an ARU zone are located near Norman Towers and Parkway Lofts on North Arlington Avenue at the border with Bloomfield, and in the heart of the Elmwood Avenue District at the site of the former Langston Hughes Elementary and Cicely Tyson School of Performing Arts. The North Arlington Avenue site, which was originally constructed as a factory by U.S. Pipes in 1920 is a 4-story industrial building that includes a one-story addition to its east. In this instance, the relatively residential character of the surrounding area, proximity to new residential developments in Bloomfield near Watsessing Station, and Moon Palace Restaurant across the street may make this building desirable for conversion into loft-style apartments. The Elmwood Avenue “campus” area is also the location of the new Langston Hughes Elementary School, and near several important civic uses including a firehouse, one of the City’s inactive branch library locations, several churches, and is only a few short blocks from Elmwood Park. If the former school buildings can be rehabilitated, they lend themselves to a number of economic uses, including apartment lofts, co-work office space, niche manufacturing, and other uses, while maintaining the scale and character of the neighborhood.



*Potential conversion of industrial building to loft-style apartments*



*Potential conversion of school buildings to various economic uses*

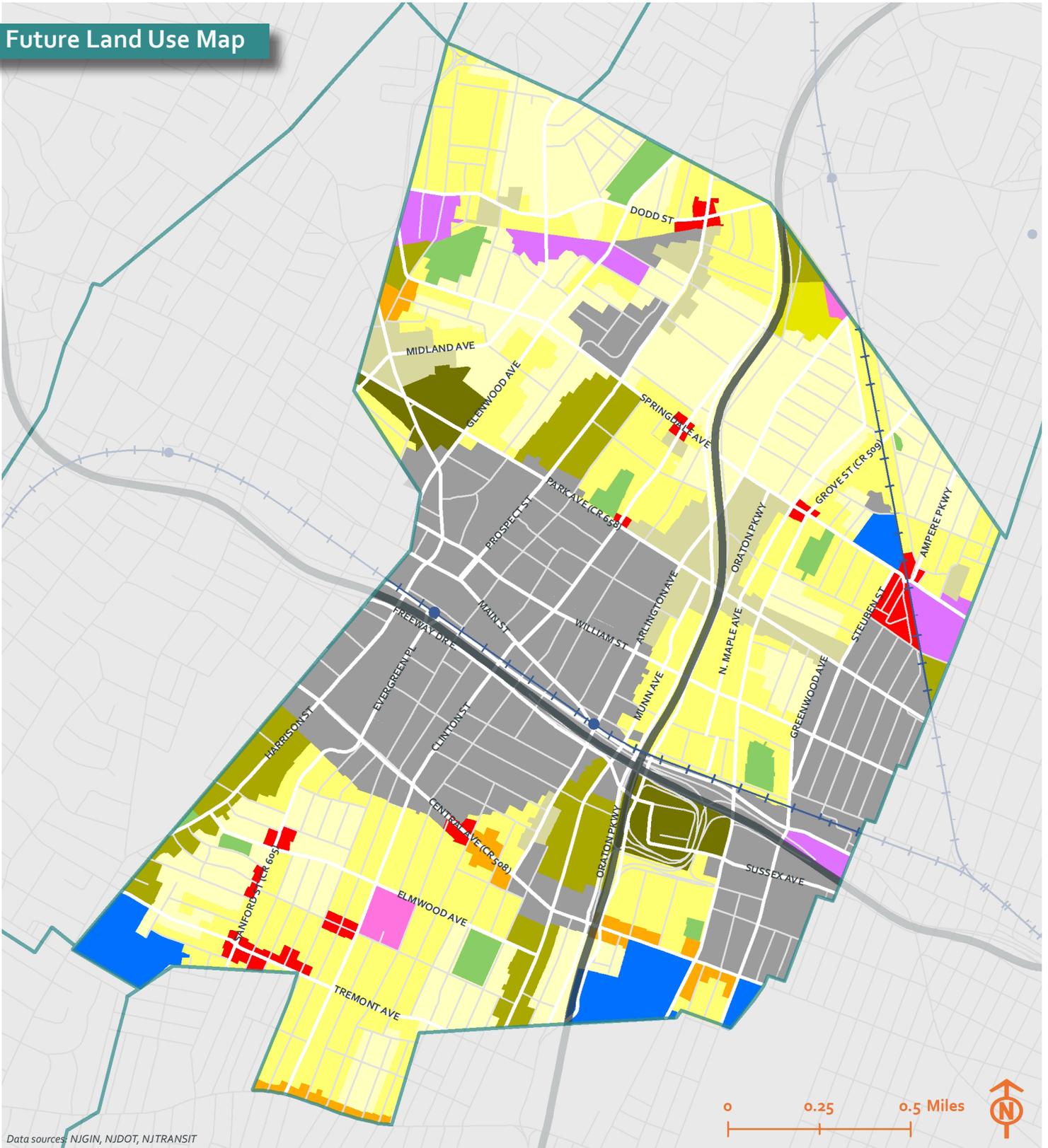
## FUTURE LAND USE PLAN

The future land use plan map, shown on Page 47, is the recommended development pattern for the City of East Orange. The map takes into account the detailed zoning and land use analysis conducted in this element and the recommended zoning changes.

**Table 2 :**  
**Existing and Proposed**  
**City Zone Districts**

<b>Use Category</b>	<i>Existing</i>	<i>Proposed</i>
Residential	R-1 R-2 R-3 R-4 CCC	R-1 R-2 R-3 R-4 CCC
Commercial	C-1 C-2	N-C G-C
Industrial	IND IND-1	IND
Other	INST Redev. R-O	INST Redev. R-O ARU PARK
Overlays	Central Avenue	Central Avenue S. Munn Presidential Heights

# Future Land Use Map



Data sources: NJGIN, NJDOT, NJTRANSIT

## Traditional Zone Districts

- |  |     |   |   |      |                     |
|--|-----|---|---|------|---------------------|
|  | R-1 | Single-Family Residential                             |  | ARU  | Adaptive Reuse      |
|  | R-2 | Two-Family Residential, Townhouses                    |  | PARK | Parkland            |
|  | R-3 | Multifamily Structures, Townhouses, Garden Apartments |  | INST | Institutional       |
|  | R-4 | Multifamily Structures, High-Rise Apartments, Hotels  |  | IND  | Industrial          |
|  | R-O | High-Rise Multifamily Structures, Offices             |  | RDV  | Redevelopment Areas |
|  | CCC | Continuing Care Community                             |   |      |                     |
|  | N-C | Neighborhood Commercial                               |   |      |                     |
|  | G-C | Gateway Commercial                                    |   |      |                     |

## STORM RESILIENCY, SMART GROWTH, ENVIRONMENTAL SUSTAINABILITY

The requirements of the Land Use Element of the Master Plan (MLUL, N.J.S.A. 40:55D-28(b)(2)) was recently amended to include "a statement of strategy concerning:

- *Smart growth which, in part, shall consider potential locations for the installation of electric vehicle charging stations,*
- *storm resiliency with respect to energy supply, flood-prone areas, and environmental infrastructure, and*
- *environmental sustainability."*

In the past five years, New Jersey municipalities have been impacted by severe weather. East Orange and other New Jersey municipalities need to understand the potential impacts of floods, hurricanes, tropical storms, and climate disruption on their localities to be more resilient and protect against these natural hazards before they hit. Two recent storm events that affected East Orange and almost every other municipality in the state of New Jersey, Hurricane Irene and Superstorm Sandy, provide valuable lessons learned. By analyzing the local impacts from these storm events and incorporating potential solutions for future storm events into this Master Plan, East Orange will be better prepared for what may come.

Hurricane Irene, which occurred on August 28, 2011, severely impacted the City and its residents as many were without power for an extended period of time. Approximately one year later on October 29, 2012, East Orange was affected by Superstorm Sandy with power outages occurring citywide. Outside these hazard events, flooding often occurs in the City along the Second River Tributary and along the Nishuane Brook. The City may experience power outages, falling trees, basement flooding throughout the entire City, and flooding at Police Headquarters and Fire Headquarters.

*The Hazard Mitigation Plan Update for Essex County* analyzed the City's community resiliency, publishing the findings in January 2015. According to the Plan Update, the Second River channel should be reconstructed, flooding of the train station underpasses should be looked at in coordination with NJTRANSIT, the tree maintenance program should be enhanced, and there should be an evaluation of stormwater capacity Citywide. Other critical facilities in the City require sufficient back-up power (generator).

The City of East Orange will need to address resiliency in the upcoming 10-year period as these storm events may become more frequent.

*"Resilience is the ability to prepare and plan for, absorb, recover from, and more successfully adapt to adverse events."*

-Source: National Academies of Science

One strategy to combat against the effects of natural hazards is Smart Growth. Smart Growth plans for development that attempts to curb urban sprawl and lessen the negative impact on the environment. East Orange's historical land use pattern has largely been compact development and infill redevelopment, key strategies for promoting smart growth. However, the City can take additional steps to discourage sprawl and can take proactive steps to better environmental conditions.

One such environmental consideration is to identify potential locations for electric vehicle (EV) charging stations in the City, to prepare for the new wave of alternative fuels. Charging stations are already located in South Orange, West Orange, Bloomfield, and Newark. With easy access to the Garden State Parkway and I-280, East Orange has an opportunity to encourage electric vehicle drivers to make a pit-stop and patron East Orange businesses while their vehicle charges. Potential locations for these charging stations include Brick Church and East Orange train station parking lots, around the key commercial centers of Main Street and Central Avenue, and at civic facilities, such as City Hall or the library. *The Alternative Fuel Vehicle Readiness: A Guidebook for Municipalities*, published by the NJTPA in December 2017 may be a useful resource for the planning and siting of EV stations in East Orange.

Other environmental sustainable strategies are discussed in the Sustainability Element.

# LAND USE RECOMMENDATION CHECKLIST

The following recommendations provide a checklist of the strategies discussed within the Land Use Element in order to prioritize actions, identify the responsible department(s) and to keep track of accomplished tasks.

Strategy	Implementing Party	Timeframe	Check Box
<b>GENERAL</b>			
1 Update the City zoning code to reflect recommendations in the Land Use Element.	Planning Department	Short	
2 Ensure new development promotes accessibility and visibility from the street as well as from parking areas.	Planning Department	Short to Long	
3 Work with existing auto-oriented land uses to reconfigure properties to encourage non-motorized accessibility and safety.	Planning Department	Medium to Long	
4 Promote the set-aside for public art and plazas that can be accessed and viewed by the general public.	Planning Department	Short	
5 Promote clustering of desirable land uses at key commercial nodes with targeted microgrants and small business assistance.	Planning Department	Short to Long	
6 Ensure new development at edges of a zoning district appropriately transitions to the adjacent zone.	Planning Department	Short to Long	
7 Streamline the permitting process with an easy-to-use step guide to planning approvals, and integrate into the City's website for easy reference.	Planning Department	Short	
8 Encourage development that maximizes the City's scenic vistas to New York City.	Planning Department	Short to Long	
9 Leverage and maximize the City's designation as a Transit Village to attract high-density development around the train stations.	Planning Department	Short to Long	
10 Utilizing funds from PILOT agreements, hire or contract a redevelopment planner for the Planning Department. Their primary responsibility will be coordinating active and potential redevelopment projects between developers and City agencies.	Planning Department	Short	
<b>VACANT &amp; ABANDONED PROPERTIES</b>			
11 Categorize vacant properties as either small or large. The size of the lot may inform what can potentially occur on the lot.	Planning Department/ Property Maintenance	Short	
12 Consider routinely tracking the financial costs of demolition, fire, and nuisance abatement of vacant and abandoned properties.	Property Maintenance	Medium	
13 Consider selling or giving vacant lots as side yards to adjacent properties.	Planning Department	Ongoing	

Strategy	Implementing Party	Timeframe	Check Box
14 Design and adopt a strategic, multi-year revitalization and blight removal plan.	Planning Department/ Vacant & Abandoned Properties Division	Medium	
15 Utilize code enforcement personnel strategically (field vs. paperwork)	Property Maintenance	Short	
16 Create regulations for property maintenance through the establishment of anti-dumping programs, regulations governing garbage disposal, sidewalk maintenance requirements, strategic code enforcement, fire safety inspections, health inspections, and nuisance abatement.	Property Maintenance/ Vacant & Abandoned Properties Division	Medium	
<b>ZONE CHANGES - REDEVELOPMENT AREAS</b>			
17 Conduct an Area in Need of Redevelopment Study in the area of Ampere Plaza, Worthington Pump Station, and portions of Hoffman Boulevard.	Planning Department (Phase II - Zoning)	Short to Medium	
18 If determined to be an Area in Need of Redevelopment, develop a redevelopment plan for the Ampere Plaza, Worthington Pump Site, and portions of Hoffman Boulevard.	Planning Department/ Planning Board (Phase II - Zoning)	Short to Medium	
19 Expand the Hospital Campus zone across Central Avenue to encourage medical office and institutional growth.	Planning Department (Phase II - Zoning)	Short to Medium	
20 Overhaul the existing Sussex Avenue and Greenwood Redevelopment Plans to reflect current development trends.	Planning Department (Phase II - Zoning)	Short to Medium	
21 Continue to review Redevelopment Areas within the City. Pursue Redevelopment Plan amendments in Redevelopment Areas that have resulted in little to no development and keep track of those Redeveloper Agreements that may soon or should already result in Certificates of Completion (i.e. Upsala (UPS) and Multiplex Concrete (MPX)).	Planning Department/ Planning Board (Phase II - Zoning)	Medium	
22 Conduct an Area in Need of Redevelopment Study for the site of the former Langston Hughes and Cicely Tyson schools.	Planning Department	Short	
23 If determined to be an Area in Need of Redevelopment, partner with the Board of Education to development a redevelopment plan for the Elmwood Avenue complex.	Planning Department/ Board of Education	Medium	
24 Conduct a scattered-site redevelopment study and plan focused on areas with high concentrations of vacant and abandoned properties.	Planning Department	Short	

Strategy	Implementing Party	Timeframe	Check Box
<b>ZONE CHANGES - GENERAL</b>			
25 Eliminate the cumulative or pyramid approach of use permissions in the zone ordinance and state only what is permitted in each zone.	Planning Department (Phase II - Zoning)	Short	
26 Consider creating a maximum impervious lot coverage for each zoning district.	Planning Department (Phase II - Zoning)	Short	
27 Improve the land development review process and procedures.	Planning Department (Phase II - Zoning)	Short	
28 Create an Adaptive Reuse zone district, permitting reuse in districts, with specific design standards and parking flexibilities.	Planning Department (Phase II - Zoning)	Short	
29 Rezone the existing Industrial (IND) zoning at JFK Drive N. and Lawrence Street/Parkway Drive along the Bloomfield border to Adaptive Re-use (ARU).	Planning Department (Phase II - Zoning)	Short	
30 Provide for more flexible zoning techniques that allow for trending uses, such as “maker spaces”, “technology incubators”, and “co-work spaces”.	Planning Department/ Property Maintenance (Phase II - Zoning)	Short	
31 Explore the development of a form-based code within specific districts such as the Arts and Culture District.	Planning Department/ Property Maintenance (Phase II - Zoning)	Short to Medium	
32 Develop parking standards that are specific to each district, rather than a general ratio established citywide.	Planning Department/ Property Maintenance (Phase II - Zoning)	Short	
33 Establish maximum and minimum bulk standards to provide a uniform character of development in zones where there is a consistent pattern of development typology.	Planning Department/ Property Maintenance (Phase II - Zoning)	Short	
34 Permit new school and civic uses within residential zones, but establish design and bulk standards to ensure new buildings are consistent with community character.	Planning Department (Phase II - Zoning)	Short	
35 Support the growth of key employment sectors by providing more flexible zoning in strategic growth corridors.	Planning Department/ Property Maintenance (Phase II - Zoning)	Short	
36 Within the Transit Village and other areas where walkability is promoted, ensure parking is situated to the rear of the development, with appropriate access and lighting back to the street.	Planning Department/ Property Maintenance (Phase II - Zoning)	Short	
<b>ZONE CHANGES - RESIDENTIAL</b>			
37 Eliminate Neighborhood Commercial (C-1) uses in residential zones.	Planning Department (Phase II - Zoning)	Short	
38 Prohibit the conversion of homes in Single-family (R-1) residential zones to professional office use.	Planning Department (Phase II - Zoning)	Short	
39 Limit the types of allowable professional office conversions on Park Avenue.	Planning Department (Phase II - Zoning)	Short	

Strategy	Implementing Party	Timeframe	Check Box
40 Eliminate single-family detached dwellings as a permitted use in (R-3) and (R-4) zones.	Planning Department (Phase II - Zoning)	Short	
41 Language should be added to the zone ordinance stating, <i>"no access to a parking or loading area in a business or industrial district shall be located within a residential district."</i>	Planning Department (Phase II - Zoning)	Short	
<b>ZONE CHANGES - COMMERCIAL</b>			
42 Eliminate the Neighborhood Commercial (C-1) Zone.	Planning Department (Phase II - Zoning)	Short	
43 Create a Neighborhood Commercial (N-C) Zone at key retail/service nodes, permitting a select number of uses compatible with residential neighborhoods, with specific design standards and parking flexibilities.	Planning Department (Phase II - Zoning)	Short	
44 Rename the (C-2) zone district to the Gateway Commercial (G-C) zone district.	Planning Department (Phase II - Zoning)	Short	
45 Create Gateway Commercial zones in important entrances into East Orange with design and streetscape standards that reinforce the unique character of these areas.	Planning Department (Phase II - Zoning)	Short	
46 Increase the boundary depth of the Central Avenue Commercial (CAC) district in the Transit Village.	Planning Department (Phase II - Zoning)	Short	
<b>ZONE CHANGES - INDUSTRIAL</b>			
47 Review permitted uses in Industrial (IND) zones and revise, as necessary.	Planning Department (Phase II - Zoning)	Short	
48 Eliminate the Mixed Industrial/Commercial (IND-1) Zone District. Rezone portions of the existing IND-1 zone as Gateway Commercial (G-C), Continuing Care Community (CCC), and Industrial (IND).	Planning Department (Phase II - Zoning)	Short	
<b>ZONE CHANGES - INSTITUTIONAL</b>			
49 Rezone the East Orange Campus High School from Institutional (INST) Zone District to the Residential (R-1) Zone District. Revise Zone Map and Zoning Ordinance accordingly.	Planning Department (Phase II - Zoning)	Short	
50 Revisit the Additional Requirements of Hospitals in the Institutional (INST) Zone District of the City Code for possible changes since the East Orange General Hospital is no longer located in this zone district.	Planning Department (Phase II - Zoning)	Short	



## ECONOMIC DEVELOPMENT

### GOAL #1

Establish East Orange as a destination where individuals come for a culturally rich experience.

### GOAL #2

Provide opportunities for residents to start their own local businesses.

### GOAL #3

Create an environment where the shopper's experience is greatly enhanced and people want to be.

### GOAL #4

Connect the labor force with the larger employment sectors locally and regionally.

### GOAL #5

Strategically attract and retain businesses within the City.

### GOAL #6

Leverage the City's Transit Village status as an economic development engine.

## INTRODUCTION

The Economic Development Element provides an overview of East Orange's economy and economic development potential. It looks at various aspects including the labor force, employment trends, the retail and service base and identifies existing State and local resources that are available to the City. Throughout the Element, there is discussion about opportunities and constraints that exist in addressing the City's economic development challenges. The Element concludes with an identification of the primary issues and concerns related to the City's economic status expressed by residents, and recommends goals and strategies that may be implemented to address them.

## ECONOMIC PROFILE

### Labor Force Characteristics

The resident labor force is comprised of East Orange residents aged 16 years old and over, who are employed or unemployed but actively seeking employment. This excludes children, retired and institutionalized individuals, or anyone not actively seeking employment. Based on statistics compiled by the NJ Department of Labor and Work Force Development, there was a 3% decline in the City's labor force between 2000 and 2016, going from 30,755 in 2000 down to 29,840 in 2016. Within the same period, there were 2% and 6% increases in the labor forces of Essex County and the State of New Jersey, respectively. (See Table 1)

**Table 1: Annual Average Labor Force Estimates - 2000-2016**

	2000	2005	2010	2015	2016
<b>CITY OF EAST ORANGE</b>					
Labor Force	30,755	29,415	31,104	30,178	29,840
Employed	28,710	27,258	27,016	27,517	27,530
Unemployed	2,045	2,157	4,088	2,661	2,310
Unemployment Rate	6.6%	7.3%	13.1%	8.8%	7.7%
<b>ESSEX COUNTY</b>					
Labor Force	365,491	360,801	382,570	374,593	371,140
Employed	349,001	340,502	341,126	348,636	348,806
Unemployed	16,490	20,299	41,444	25,957	22,334
Unemployment Rate	4.5%	5.6%	10.8%	6.9%	6.0%
<b>NEW JERSEY</b>					
Labor Force	4,282,100	4,391,600	4,555,300	4,530,500	4,524,300
Employed	4,123,700	4,194,900	4,121,500	4,267,900	4,299,900
Unemployed	158,400	196,700	433,900	262,600	224,300
Unemployment Rate	3.7%	4.5%	9.5%	5.8%	5.0%

Source: NJ Department of Labor and Work Force Development, Labor Force Estimates

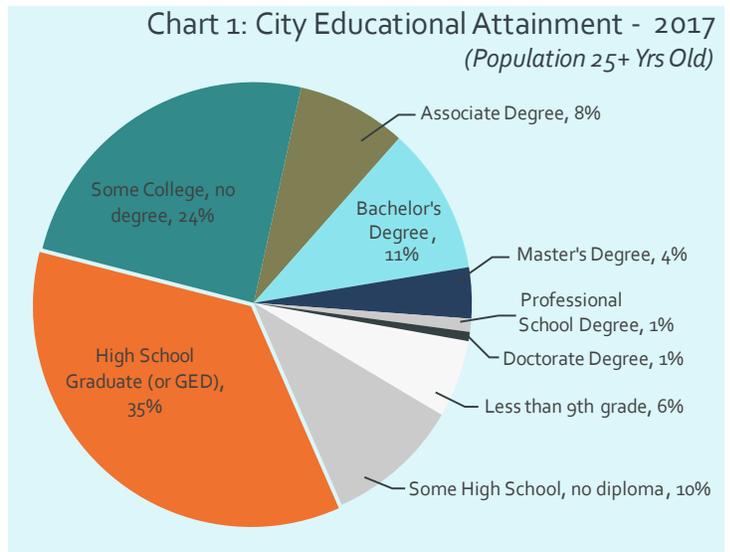
There was a corresponding decrease in the number of East Orange residents employed (4%) between 2000 and 2016, while Essex County employment remained relatively flat and the State of New Jersey increased (4%). However, the situation was somewhat different as far as the unemployed were concerned. The City of East Orange saw an increase of approximately 13% in the number of unemployed residents, while the County and State saw increases of 35% and 42% respectively, over the same period. These statistics indicate that the City weathered the 2008 recession somewhat better than the County and State. One reason for this is possibly due to the industries that most residents were employed in, not being as heavily impacted by the recession.

### **Educational Attainment**

The City's labor force is drawn from a relatively well-educated pool of residents, with approximately 84% of residents 25 years old and over having completed some level of education through the high school level.

Thirty-six percent (36%) of residents completed high school and 24% have an advanced degree, of which 8% have an Associate's Degree, 11% have a Bachelor's Degree, 4% have a Master's Degree, and almost 2% have a Professional or Doctorate Degree.

The level of educational attainment was approximately in line with both Essex County and the State of New Jersey, where 94% and 89% of residents, respectively, reported attaining a GED or higher level of education.

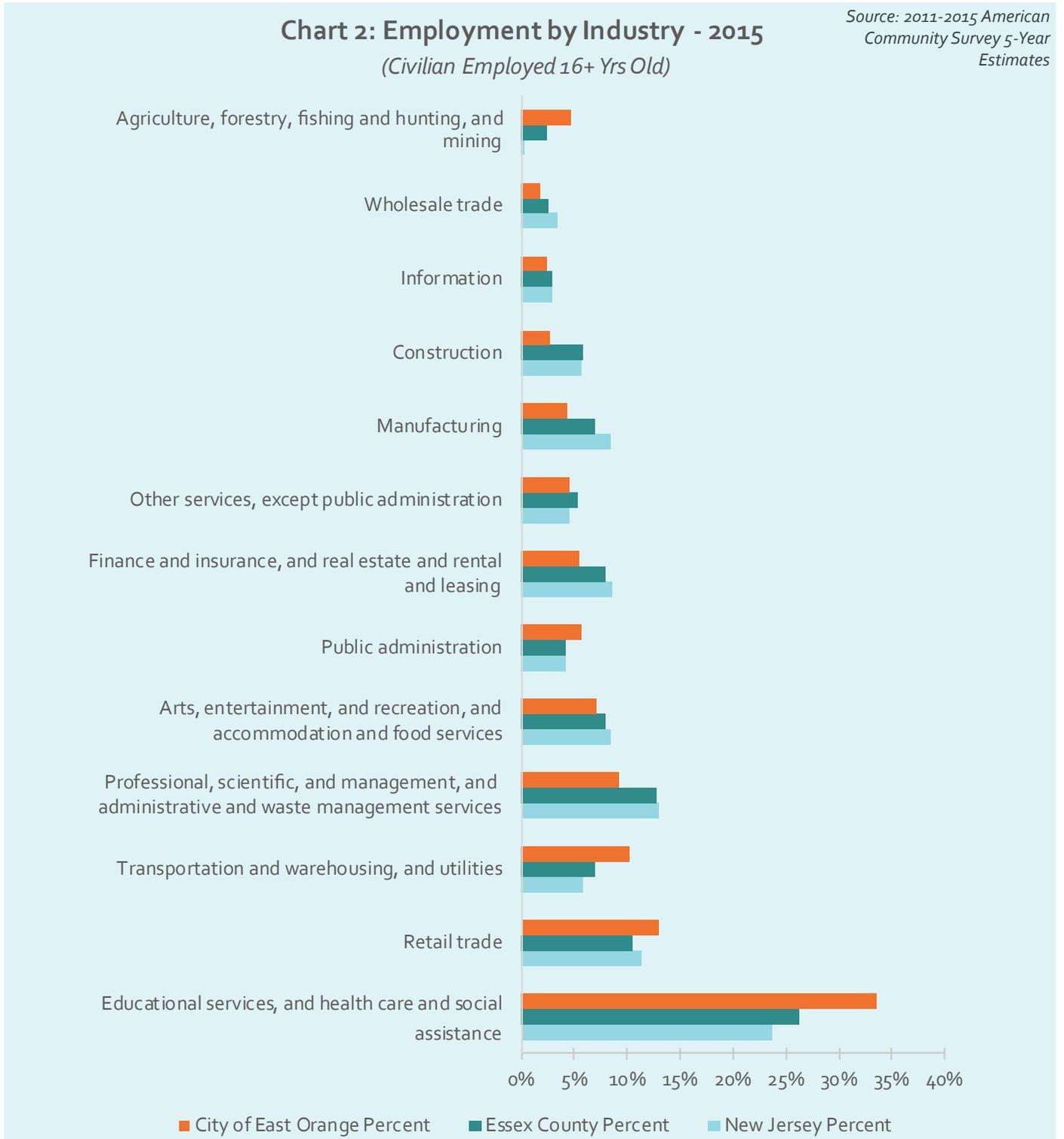


## Employment

East Orange residents were primarily employed in the following industries:

1. Educational Services, and Health Care and Social Assistance;
2. Retail Trade;
3. Transportation and Warehousing, and Utilities;
4. Professional, Scientific, and Management, and Administrative and Waste Management Services; and
5. Arts, Entertainment, and Recreation, and Accommodation and Food Services Industries

These industries together accounted for just under 75% of resident employment. (See Chart 2)



Educational Services, and Health Care and Social Assistance sector had the highest percentage of employment by East Orange residents at 34%. Within this employment sector, most resident employment was relatively evenly split between Management, Business, Science, and Arts occupations (44%) and Service occupations (43%). (See Table 2).

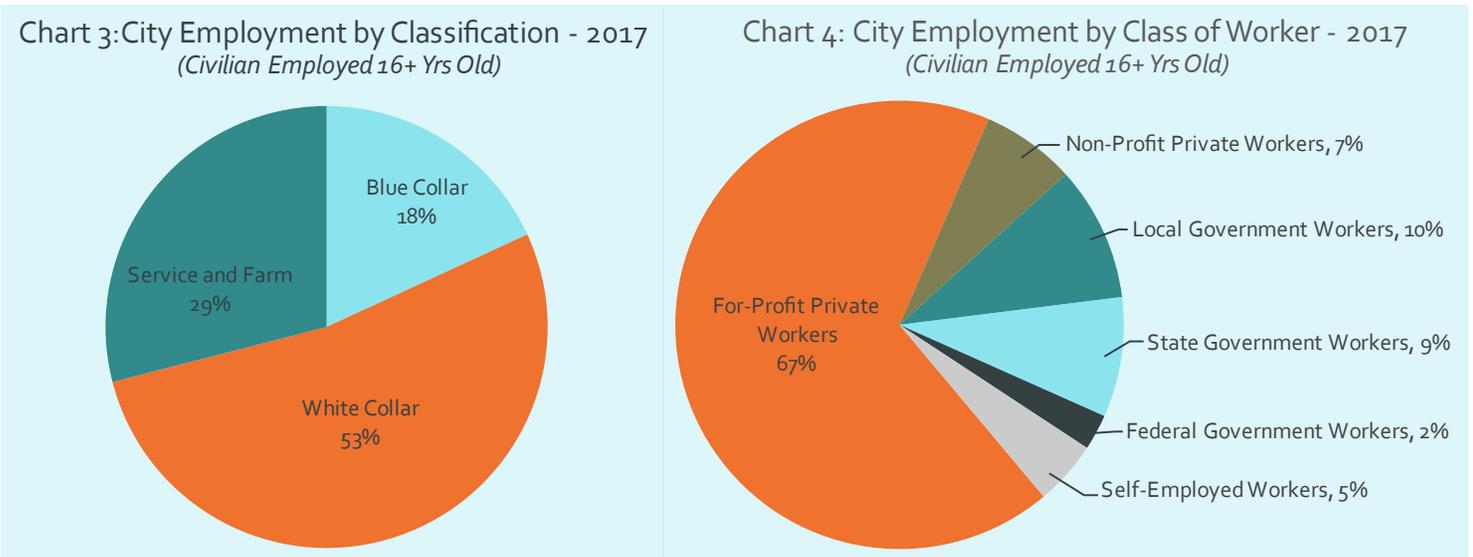
**Table 2: City of East Orange - Industry by Occupation - 2015 (Civilian Employed 16+ Yrs Old)**

	Total	Management, business, science, and arts occupations	Service occupations	Sales and office occupations	Natural resources, construction, and maintenance occupations	Production, transportation, and material moving occupations
Civilian employed population 16 years and over	28,290	27.8%	29.0%	25.7%	4.4%	13.1%
Agriculture, forestry, fishing and hunting, and mining	23	0.0%	0.0%	0.0%	100.0%	0.0%
Construction	763	25.6%	2.4%	0.0%	59.4%	12.7%
Manufacturing	1,248	20.9%	1.0%	18.2%	3.9%	56.0%
Wholesale trade	491	26.1%	1.8%	29.3%	3.9%	38.9%
Retail trade	3,668	7.9%	3.9%	72.6%	2.7%	13.0%
Transportation and warehousing, and utilities	2,885	8.7%	5.9%	26.1%	5.2%	54.2%
Information	665	44.4%	3.0%	43.2%	5.1%	4.4%
Finance and insurance, and real estate and rental and leasing	1,559	41.6%	11.5%	38.2%	3.5%	5.1%
Professional, scientific, and management, and administrative and waste management services	2,586	36.3%	33.7%	20.6%	2.0%	7.3%
Educational services, and health care and social assistance	9,497	43.8%	42.6%	10.8%	0.9%	1.9%
Arts, entertainment, and recreation, and accommodation and food services	2,014	5.9%	72.3%	18.9%	0.0%	2.9%
Other services, except public administration	1,275	11.4%	48.5%	16.9%	13.8%	9.4%
Public administration	1,616	26.9%	41.6%	27.5%	3.2%	0.7%

Source: 2011-2015 American Community Survey, 5-Year Estimates

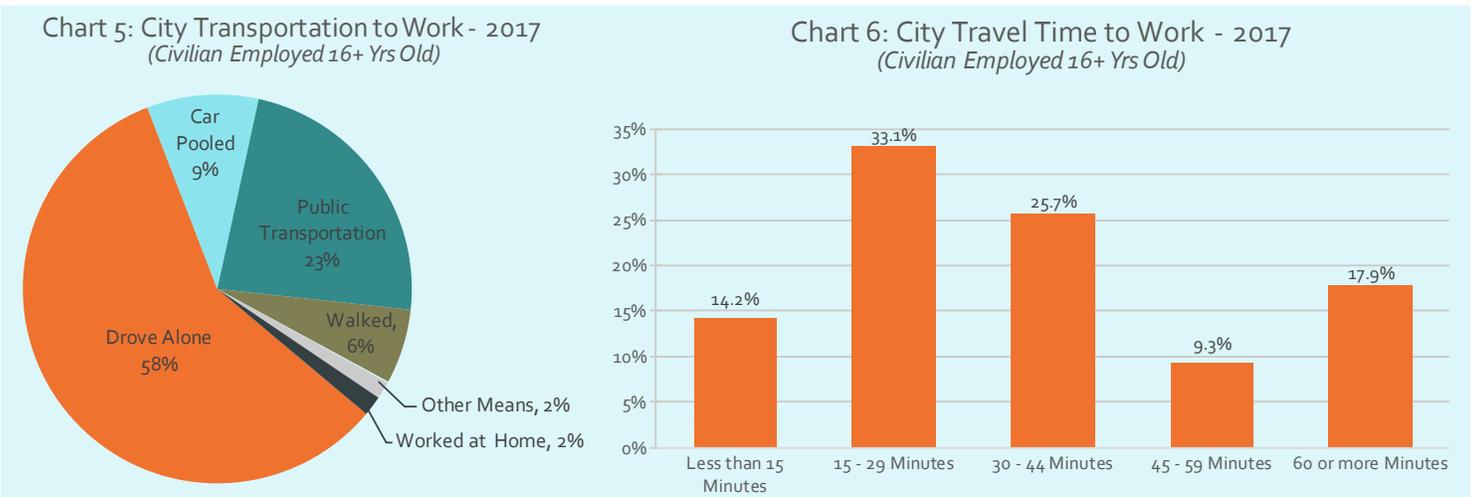
Across all sectors, most residents were employed in Service occupations (29%), Management, Business, Science, and Arts (28%) and Sales and Office occupations (26%).

Most employed City residents were employed in white collar (53%) positions and in primarily in for-profit jobs (67%). (See Charts 3 & 4)



Source for Charts 3 & 4: Claritas Retail Market Power Data, 2017, U.S. Census Bureau

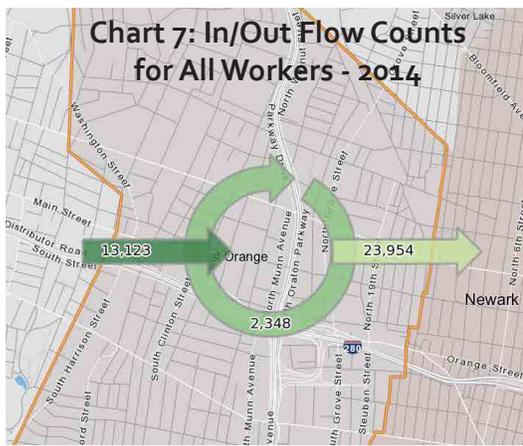
Most residents (73%) travelled up to 45 minutes to work daily. The majority (67%) drove to work alone or in a car pool, while 23% used public transportation. (See Charts 5 & 6) The use of public transportation to work by City residents is consistent with the use of this mode of transportation among County workers as a whole, but almost double that in the State of New Jersey. This is likely related to the City's position as a transportation center, with two train stations providing Mid-Town Direct service into Manhattan.



Source for Charts 5 & 6: Claritas Retail Market Power Data, 2017, U.S. Census Bureau

### Employment Inflow and Outflow Analysis

An analysis of the U.S. Census Bureau's, *On the Map Data* for 2014 shows that approximately 91% of employed East Orange residents (23,954) were employed outside of the City, while the remaining 9% (2,348) worked in the City. At the same time, there were a total of approximately 13,123 non-residents who came to work in the City each day. (See Chart 7)



Of the East Orange residents who worked outside of the City, approximately 14% worked in the City of Newark and 9% in New York City. Other areas of employment for residents included Elizabeth, Jersey City, Paterson, Morristown and Paramus. Of those individuals who lived outside the City, but worked in East Orange, 14% came from the City of Newark, 2.3% from New York City.

The locally employed workforce is predominantly female (58%), comprised primarily of individuals between the ages of 30 and 54 years old (58%), the majority (48%) of whom earned over \$3,333 a month (approximately \$40,000 annually). Most of the local workforce were

employed in the Health Care and Social Assistance sector (40%), followed by the Educational Services sector, which accounted for approximately 17% of the local workforce. (See Table 3)

**Table 3: Profile of Workers Employed In East Orange - 2014**

	Count	Percent
<b>TOTAL ALL JOBS</b>		
\$1,250 per month or less	3,087	20.0%
\$1,251 to \$3,333 per month	4,982	32.2%
More than \$3,333 per month	7,402	47.8%
<b>JOBS BY NAICS INDUSTRY SECTOR</b>		
Agriculture, Forestry, Fishing and Hunting	1,248	20.9%
Mining, Quarrying, and Oil and Gas Extraction	491	26.1%
Utilities	3,668	7.9%
Construction	2,885	8.7%
Manufacturing	665	44.4%
Wholesale Trade	1,559	41.6%
Retail Trade	2,586	36.3%
Transportation and Warehousing	9,497	43.8%
Information	2,014	5.9%
Finance and Insurance	1,275	11.4%
Real Estate and Rental and Leasing	1,616	26.9%
Professional, Scientific, and Technical Services	242	1.6%
Management of Companies and Enterprises	60	0.4%
Administration & Support, Waste Management and Remediation	773	5.0%
Educational Services	2,556	16.5%
Health Care and Social Assistance	6,194	40.0%
Arts, Entertainment, and Recreation	27	0.2%
Accommodation and Food Services	769	5.0%
Other Services (excluding Public Administration)	473	3.1%
Public Administration	1,252	8.1%
<b>JOBS BY WORKER SEX</b>		
Male	6,454	41.7%
Female	9,017	58.3%

Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics (Beginning of Quarter Employment, 2<sup>nd</sup> Quarter of 2002-2014).

**Table 4: Annual Private/Public Sector Covered Employment for East Orange - 2015**

<i>Description</i>	<i>Average Units</i>	<i>Average Annual Employment</i>
Utilities	.	.
Construction	34	260
Manufacturing	20	247
Wholesale Trade	.	.
Retail Trade	131	1,227
Transportation and Warehousing	18	69
Information	.	.
Finance and Insurance	15	95
Real Estate and Rental and Leasing	43	219
Professional, Scientific, and Technical Services	.	.
Management of Companies and Enterprises	.	.
Administration & Support, Waste Management and Remediation	29	593
Educational Services	9	128
Health Care and Social Assistance	167	4,319
Arts, Entertainment, and Recreation	.	.
Accommodation and Food Services	47	643
Other Services (excluding Public Administration)	106	457
Unclassified	40	74
<b>PRIVATE SECTOR TOTALS</b>		
FEDERAL GOVT TOTALS	4	1,862
STATE GOVT TOTALS	8	109
LOCAL GOVT TOTALS	31	3,031
LOCAL GOVT EDUCATION	27	1,915

*Source: NJ State Data Center, Labor Market Information*

Based on covered employment data for 2015, there were a total of 723 private sector establishments in East Orange, which employed 9,341 workers. Consistent with the information presented earlier, most of these business establishments (167) were in the Health Care and Social Assistance sector, where there were 4,319 jobs. This was followed by the Retail Trade and Other Services sectors, which accounted for 131 and 106 establishments respectively and a total of 1,684 jobs. (See Table 4)

The data in Table 4 above clearly reflects the presence of large health related establishments like the East Orange General Hospital, Veterans Affairs Medical Center and the ancillary businesses that support them. With the recent and ongoing reemergence of the East Orange General Hospital and the strength of employment in this sector, the health care industry represents great potential for spurring economic growth within the City.

Based on the data presented in Chart 7, approximately 24,000 residents traveled outside of East Orange to work, while just over 13,000 came in from outside the City. Most of the individuals coming into East Orange to work were employed in the Health Care and Social Assistance sector. These individuals likely worked at East Orange General Hospital or the Veteran's Administration Hospital.

Only a small portion of the individuals employed in the City (2,348), however, actually reside here. Thus, a significant number of locally based jobs are being filled from outside the City. This would suggest that there is a gap in the number of residents who are otherwise qualified for these jobs. Where there are gaps between jobs available in East Orange and employment by City residents in those employment sectors, the City should partner with Essex County and other workforce training agencies to identify opportunities for job training and skills development to meet the demand.

A focus on skills and education related to the healthcare industry opens the door to the wider consideration of East Orange becoming a center of employment in the healthcare and related fields. This potential area of economic growth should be explored collaboratively with the East Orange General Hospital and the VA Hospital, to identify ways in which the local healthcare sector can be further developed to expand employment and the local economy.

In addition, the City should focus on attracting ancillary businesses that provide services to the hospital, or have a direction relationship to healthcare, such as food service to the hospitals, medical offices and surgical centers for outpatient treatments, and pharmacies. Working in partnership with the administrations of both hospitals, the City can do its part in creating a favorable environment to attract these business, including identifying sites within close proximity of the main hospital campuses, and facilitating the necessary land use and regulatory changes that will be attractive to potential businesses.

Similarly, skills development and education can also provide an economic boost to the City, if facilities can be located in proximity to the hospitals. For instance, the Rutgers School of Nursing is headquartered in nearby Newark, with satellite campuses in other cities. A partnership with Rutgers or other schools to expand to East Orange provides opportunities for residents to meet current and future employment demands, helps cluster related industrial sectors, and provides opportunities for professional growth and improvements to income.

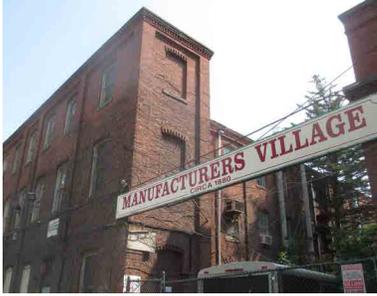


*East Orange General Hospital*

## New Employment and Industry Opportunities

### *Incubators and Co-work Spaces*

One strategy to grow employment opportunities in the City is to encourage space where entrepreneurs and artists can practice their craft or grow their business while managing initial costs and promoting collaboration. This can be accomplished through different types of incubation spaces, depending on the targeted industry. Incubators can range in the facilities they offer – co-work space for professional/internet focused businesses, maker-space for niche and technology manufacturing processes, food preparation space for culinary start-ups, or artist/sculpture space for creative practices. East Orange does have one such space, located at Manufacturer’s Village on Glenwood Avenue.



*Manufacturer’s Village - maker-space*

Supplying co-work space, in whatever format is best suited for the City might not be a role best-suited for the City. Rather, it will be important to identify areas in East Orange where such spaces can be accommodated and provide sufficient flexibility in the zoning code where a business that specializes in these spaces can develop them and avoid unnecessary hurdles in land use approvals. In addition, the City can also play a critical role in nurturing innovation and startup businesses through the coordination of services and connecting entrepreneurs to financial, educational, and technical resources, either at the City level or higher levels of government. These strategies can help foster business growth in East Orange and open up opportunities to new possibilities as successful enterprises move from the “garage” to their own space.

### *Port Industry*

Another key opportunity for employment growth for City residents is via the incredible role that global trade plays in the New York metropolitan region. The Port of New York and New Jersey is the largest seaport on the nation’s east coast and the third largest in the country. The port, more importantly is a significant driver of employment and economic activity in the region, providing more than 229,000 jobs directly through port activity and a total of 400,000 jobs, which includes jobs that support the port in an indirect (goods and services purchased for the port) or induced (jobs supported by the income derived from port related business). The port also generates more than \$25 billion in personal income, and almost \$65 million for business. The jobs at the port provide long-term potential for stable income, which in turn supports local economic activity.

Further, the port continues to grow, driven by growing regional consumption, and projects such as the expansion of the Panama Canal to accommodate larger (New Panamax) ships from Asia, and the raising of the Bayonne Bridge over the Kill van Kull so these larger ships can reach the port complex. As a result, the expectation is port traffic will continue to increase, and as such, the demand for jobs to support the industry. While there is limited ability to directly support activity through the development of warehouses, distribution centers, or trucking terminals, the City can promote the available employment based in East Orange, which can easily access available jobs. Where there is potential to inform residents of available port-related jobs or job fairs, the city will seek to do so. In addition, it is recommended that the City encourage employers to hold job fairs and interviews within East Orange where the City can sponsor events and inform residents of opportunities.

## Retail & Service Base

In the City of East Orange as in other communities, there is a clear stratification of retail commercial activity. At the higher level are the “commercial corridors”, which in East Orange are Central Avenue, Main Street and South Orange Avenue. The ease of access these thoroughfares provide from areas beyond the City’s borders make them ideal for drawing customers from a wider geographic area. These corridors are typified by businesses that are best able to capitalize on the accessibility. Among the businesses found here are fast-food restaurant chains, specialty food stores, and larger general merchandise and variety stores. There are also several automotive related uses to be found on these corridors including gasoline stations, service shops, and at least one car wash.

Below the commercial corridor level are the “commercial nodes”, which are generally more neighborhood-based and are found dispersed throughout the City. These nodes draw primarily from the surrounding neighborhood and largely serve the daily needs of the neighborhood residents. Some of these nodes may include the typical corner store, usually a bodega or similar type smaller convenience store, smaller “mom and pop” establishments, and other service based establishments like laundromats, beauty salons, or barber shops.

Commercial corridors and commercial nodes do not generally compete with each other, as each plays its own distinctive and important role in the local economy and in the day-to-day lives of East Orange residents. There is, however, significant competition within each type of commercial area.

The commercial corridors facilitate the distribution of goods and services to customers from both within and outside of the City. As businesses locate on one of the City’s commercial corridors attract customers from a wider area, they attract spending from outside the City and support the City’s commercial base. The neighborhood-based commercial nodes, by contrast, primarily serve a local customer base. As described above, these nodes are dispersed throughout the City, and for the most part, almost exclusively serve a very localized population.

The measures required to stimulate and maintain each commercial corridor is quite different. While the variety of goods and services available is very important in attracting customers to the commercial corridors, it required more than having a strong commercial corridor to attract customers. Businesses located on these corridors not only compete with regional malls and big-box retail outlets, but increasingly with online sales (e-trade/e-commerce). As discussed in more detail later in this Element, the proliferation of entities like Amazon and with the more traditional retailers like Wal-Mart establishing an online sales presence, the draw of the commercial corridor in East Orange, as in other communities around the region and nation, has decreased significantly.

One strategy being employed by many commercial areas in meeting this challenge, however, and one that may be particularly suitable for East Orange, is leveraging the City’s significant cultural assets in creating an overall enhanced “experience” for customers that extends beyond the brick and mortar of the retail outlet and into the public realm. The special or themed shopping events



Main Street - “commercial corridor”



“commercial node”

coupled with other related entertainment programming similar to the initiatives developed by the City's *Central Avenue Business Improvement District (CABID)*, is a step in this direction.

A significant consideration in the shopping experience is the cleanliness and security of a commercial area. Personal safety and overall desirability were repeatedly raised by residents throughout the public engagement sessions. Many residents expressed they did not feel safe while shopping at various locations throughout the City. Safety and cleanliness are crucial to a positive shopping experience as customers will not frequent an area where they are perceived not to be safe, clean, or inviting.

The neighborhood commercial nodes, however, are not as susceptible to the online retail phenomenon as the commercial corridors. The relationship between the retailer and the customer is a much more "personal" one, with the customer having more specific day-to-day needs which are satisfied by the neighborhood-based retailer. Further, many of the businesses located in the commercial nodes are service-based, such as barbers or nail salons, which cannot be co-opted by e-commerce. As discussed in the Land Use Element, growth here can best be stimulated through improved accessibility and convenience. As many of the customers to these businesses are within walking distance, measures like the availability of parking are not as important.

The following are descriptions of the two major commercial corridors and key commercial nodes located within the City.

### **Commercial Corridors**

#### **Central Avenue**

The Central Avenue commercial corridor extends east-west across the southern end of the City. Central Avenue is a major arterial which runs from West Orange on the western end, through the City of Orange Township and East Orange, to downtown Newark, where it terminates. As such, it provides wide access to East Orange through the local road network.

After a period of relative depression and underutilization, the East Orange Central Avenue corridor has begun to realize its potential and has again taken its place as a vital component of the local economy. Today, Central Avenue is typified by small retailers and fast food chains, most of which have drive-thru service, as well as a number of service related businesses.

The East Orange General Hospital is re-emerging as one of the City's (and region's) most significant economic generators. The Hospital's expanded campus on Central Avenue anchors the Central Avenue corridor on the eastern side of the City. The area surrounding the hospital campus provides good potential for supportive health and related service businesses, as well as retail and eating establishments for hospital employee patronage. The proximity to Central Avenue would give business establishments locating in this area, the benefit of a greater market reach.



Central Avenue

The *Central Avenue Business Improvement District (CABID)* was established in 2002 and includes several blocks along Central Avenue. The District has developed over the past decade into a significant presence on the corridor, spearheading marketing and development initiatives including beautification, “sale-days,” and similar events.

As discussed above, the CABID is an important entity that can ideally facilitate the needed enhancements to the overall “shopping experience.” Through its efforts to beautify the Central Avenue corridor and its programming activities throughout the year, the CABID should continue to work towards developing a marketable brand for Central Avenue that will appeal to both the local and regional customer base. The efforts of the CABID should be done in concert with other City-wide economic development strategies like “Cultural Tourism” and placemaking initiatives.

#### *Dr. Martin L. King, Jr. Boulevard (Upper & Lower Main Street)*

The Main Street commercial corridor originates in West Orange to the west and runs through the City of Orange Township before traversing the City of East Orange. Main Street has always held significant potential for being the City’s primary economic hub, due in large part to its proximity to the City’s two railroad stations and the Transit Village designation of the Brick Church Station. While neither of the stations have thus far lived up to their potential as anchors for substantial transit oriented development, plans currently in development will move them towards that goal.

The Main Street corridor has traditionally encompassed two distinct areas, Upper Main and Lower Main Streets. Today, the segment of Main Street that extends from the Orange-East Orange municipal border to Clinton Street has been designated as the “*Central Business District*,” while the segment that extends from Clinton Street to City Hall Plaza is the “*Arts and Cultural District*.”

The [2013 Lower Main Street Revitalization Action Plan](#) took a critical look at the Lower Dr. Martin Luther King, Jr. Boulevard (Lower Main Street) corridor and developed an action plan for its revitalization. The study identified several conditions which impacted the vitality and viability of the corridor, including the underutilization of the train station asset, the proliferation of vacant properties, and a public environment that was greatly wanting. While some progress has been made in the years since in addressing these and other issues impacting the entire corridor, much of it remains substantially unchanged.

The creation of a Business Improvement District (BID), similar to the CABID on Central Avenue, should be considered for the entire Dr. Martin Luther King, Jr. Boulevard. An entity such as this will be best able to facilitate the type of branding and marketing needed to stimulate business in this District. The merchants on Main Street have also expressed the desire to have an improvement district. As competition increases between shopping districts throughout the region, and as traditional retail outlets struggle to remain relevant due to online shopping, the need for commercial areas like the Dr. Martin Luther King, Jr. Boulevard corridor to distinguish themselves, as well as to provide a greatly enhanced overall “shopping experience,” is vital.

Lower Main Street also represents the City's cultural and civic base, located near Cicely Tyson School of the Performing and Fine Arts and City Hall, not to mention the East Orange train station. As events like EO MACFest and the Farmer's Market have shown, culture and arts related activities are draws for residents, businesses, and visitors. Where there is opportunity, this area of the City should be marketed as an arts and culture mecca, and developments encouraged to provide creative spaces for performance or physical arts. This can take the form of black-box theater space, public art installations in open areas, or interior galleries for local artists. A Main Street BID should be empowered to focus on ensuring arts and entertainment are integrated in all aspects of its work and marketing the arts to encourage desirable businesses to locate within the area.

Also on the Main Street commercial corridor are the Brick Church and East Orange train stations. Rail service as these stations provide easy and convenient access into Manhattan, and zoning in the Transit Village District has promoted high-density and mixed use transit oriented development (TOD). Transit-oriented development has been a significant development catalyst for the City, as much as the new investment is being located within one-half mile of the train stations. Studies have shown property values tend to be higher the closer they are to a transit facility, which helps to ensure developers will maximize their capital investment and providing stability to the City's tax base. Whenever possible, the City should market the opportunities for investment around the train stations while ensuring the development taking place is well positioned to take advantage of the train service through its design, such as the type of units, parking requirements, amenities, focus of pedestrian and bicycle accessibility.

### *South Orange Avenue*

The South Orange Avenue corridor in East Orange is an approximately 0.4-mile segment of East Orange's southern border with the City of Newark, which fronts on the northern side of South Orange Avenue. The character of the corridor that falls within the City's boundary is not dissimilar from the area to the east, west and to the south, directly across the street, that fall completely within the City of Newark. The area is characterized by primarily mixed-use structures with bodega-type commercial uses on the ground floor and residential above. There is also numerous nail and beauty salons, a gasoline station, two fast food restaurants with drive-thru service and several service businesses and houses of worship.

As described in the City's previous Master Plan, the area remains largely unimproved with a continued need for intervention, to improve the streetscape and the overall appearance. There has been some development over the past decade, with some of the previously vacant storefronts being occupied. The East Orange, South Orange Avenue corridor has always presented somewhat of a development challenge in that, it is surrounded by properties across the street and to that are in another municipality altogether. As recommended in the previous Master Plan, coordination should be sought with the City of Newark to undertake a comprehensive approach revitalizing area in both Cities.

## ***Commercial Nodes***

There are several commercial nodes around the City, with most located in close proximity to residential neighborhoods. These nodes form a substantial portion of the economic base of the City. As mentioned above, while the commercial corridors of Central Avenue and Main Street have a more regional draw of customers, these nodes are more neighborhood commercial based and, for the most part, serve the community surrounding them.

In an effort to reduce the competition from the numerous commercial nodes, which have sprung up across the City, it is recommended that the number of commercial nodes that now exist throughout the City be limited through changes in zoning that would restrict the growth of those nodes that are more isolated or otherwise less viable and lack growth potential.

### ***Park Avenue***

There are commercial nodes at several intersections along Park Avenue. Among them are nodes at the intersections of North Clinton Street, Lincoln Street, North Grove Street, and North Oraton Parkway and North Munn Avenue. There are also areas on the eastern end of Park Avenue, where there are a few stand-alone commercial establishments. The North Clinton Street, Lincoln Street and North Oraton Parkway nodes are the larger and more active nodes on Park Avenue.

Many of these nodes are typified by incompatible signage and storefronts which are an extension of the existing residential building. These storefronts and signs are generally lack any consistency in architectural design. This creates a level of physical visual discord along the street edge, which detracts from the area and makes these commercial uses detract more from the surrounding residential properties. Among the types of businesses in these nodes are laundromats, small convenience stores and bodegas, and food and liquor establishments.

There has been interest in the past to adaptively reuse some of the larger houses on Park Avenue as professional offices. Recent amendments made to the *Transit Village Redevelopment Plan* (previously the *Park Avenue Redevelopment Plan*) now permit professional offices as a conditional use. This will have some impact on the overall character along areas of the Avenue if a substantial number of these adaptive reuses are approved. While a change in the character would not necessarily be negative, appropriate conditions should be placed on these conditional uses so that they are well integrated into the neighborhood and do not create issues of physical and visual incompatibility and worsen the parking situation in the area.

### ***Ampere Plaza***

The Ampere Plaza area originally grew around the Ampere Train Station, which was closed in 1991, due in part to a lack of ridership. Despite the loss of the station, the community has recently begun to stabilize, with a strong ethnic and cultural base. The *American Wear Uniform Company* remains a part of this community and is a major employer.

The nearby 4<sup>th</sup> Avenue commercial area has continued to develop, becoming one of the City's better performing commercial nodes. Yet business activity on the

nearby Hoffman Boulevard remains anemic, with numerous closed and vacant store fronts.

The *Worthington Pump* site, located to the east on the other side of the tracks from Ampere Plaza, is a brownfields site, which continues to operate a scrap and trucking operation. The large site, which straddles the East Orange-Newark border, has recently been subdivided and is being looked at for development. Depending on the type of development that is undertaken, this site can be a significant economic boon for the Ampere District.

In a recent study undertaken by the Bloustein School of Planning and Public Policy, Graduate Planning Studio at Rutgers University (2012), found the following condition adversely impacting the Ampere community:

- Fragmented community network
- Lack of a formal business organization
- Drug-related activities
- Lack of quality pedestrian infrastructure
- Vacant and undeveloped parcels

Many of these conditions remain and in some instances, have gotten worse. This notwithstanding, the area holds good potential for both residential and economic growth.

Other collector streets that are well traversed in the City include: Dodd Street, Sussex Avenue and Springdale Avenue. The land uses, adjacent to the aforementioned nodes, that are underperforming will be amended via zoning. Nodes that are deemed to be more viable, will be further cultivated by the City with the intent to allow opportunities for economic growth. The City can support these neighborhood commercial nodes by targeting micro-grants and assistance to businesses that locate within these nodes.

### ***Retail Demand & Supply***

The economic landscape of the City of East Orange is shaped in large part by the relative demand for various types of retail goods by residents and the supply available through retail outlets within the City. This speaks to both the viability of various types of retail and their availability within the City. In the process of developing this Master Plan, one of the most prevalent issues raised by residents was the lack of variety in the retail available within the City. Many lamented at the fact that they were forced to venture outside the City to find the types of goods they were looking for.

In an effort to gauge the level to which this demand is not in sync with the available supply of retail goods throughout the City, a “retail gap” or “leakage analysis” was undertaken to assess what goods residents are spending on and to what extent their demands are being met locally.

According to the data derived from *Claritas - Pop-Facts Premier 2017*, almost half of the City’s households (46%) earn less than \$35,000 per year (See Chart 8). This suggests that approximately 12,000 of the City’s households have

very limited disposable income. The median household income in the City was \$38,432. This is below the median income for Essex County, which was \$58,124, and significantly below the level for the State as a whole, which was \$75,854. Looking at income on a per capita basis, based on American Community Survey data from the U.S. Census Bureau, each resident in the City had an income of approximately \$20,957 in 2016.

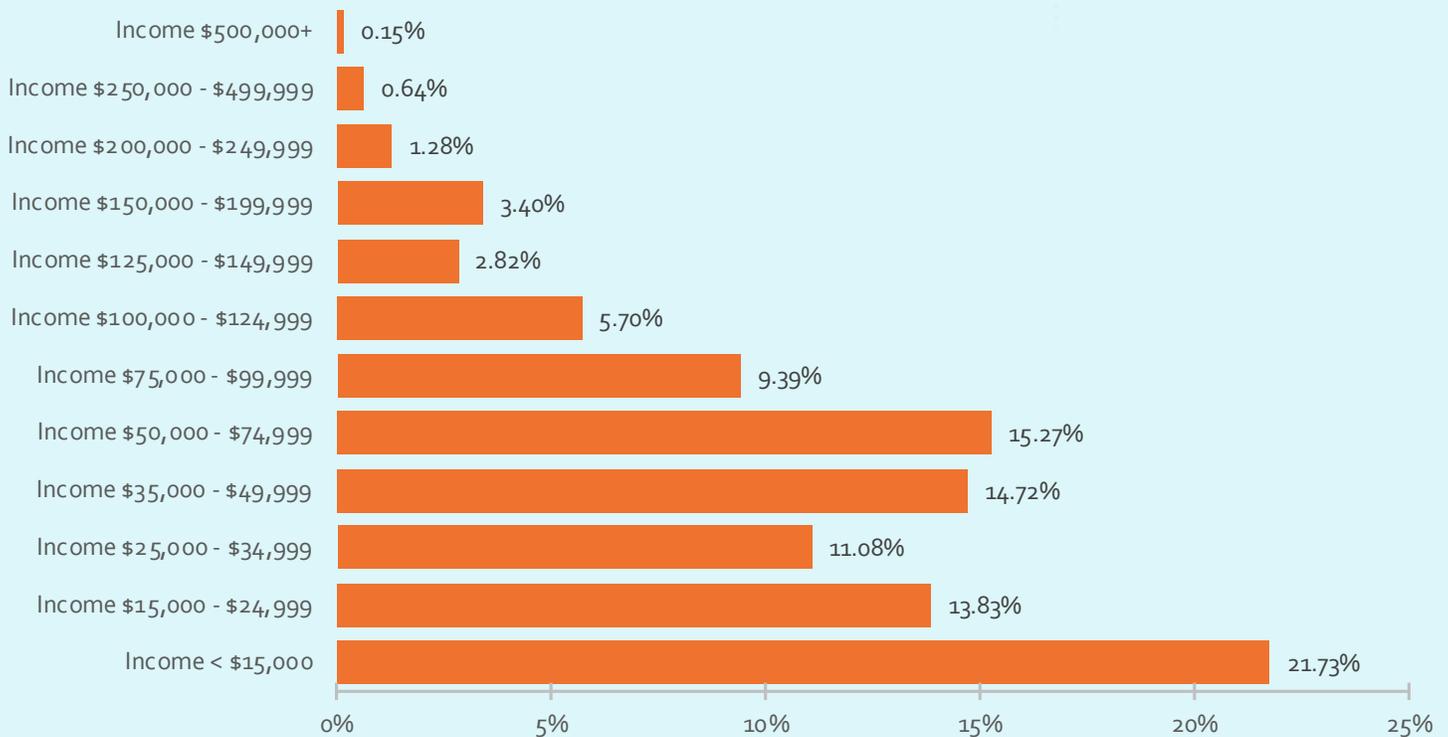
Based on 2017 data, there was a total of just over \$364.2 million in retail store expenditures made by City residents (from retail outlets both within and outside of the City). The largest category in which these expenditures were made was at Motor Vehicle & Parts Dealers, where just over \$59.5 million was spent, accounting for approximately 16% of total retail expenditures in the City. Within this category, *Automotive Dealerships* accounted for most of the sales (\$50.5 million). This represents the purchase of new and used vehicles by residents.

The next highest expenditures were at *Food & Beverage Stores* (\$54.6 million), including grocery and convenience stores; *General Merchandise Stores* (\$45.6 million); *Food Service & Drinking* (\$43 million), including full-service restaurants and bars; and *Non-Store Retailers* (\$34.4 million).

While the above expenditures represent overall resident demand, retail sales that took place within City retail stores, within the same period, represent the supply.

There was a total of just over \$207 million in sales at City retail outlets. This is a disparity of approximately \$157.2 million. That is to say, there is approximately \$157 million in resident expenditures that are not being made within the City of East Orange.

Chart 8: City Household Income - 2017



Source: Claritas Retail Market Power Data, 2017, U.S. Census Bureau

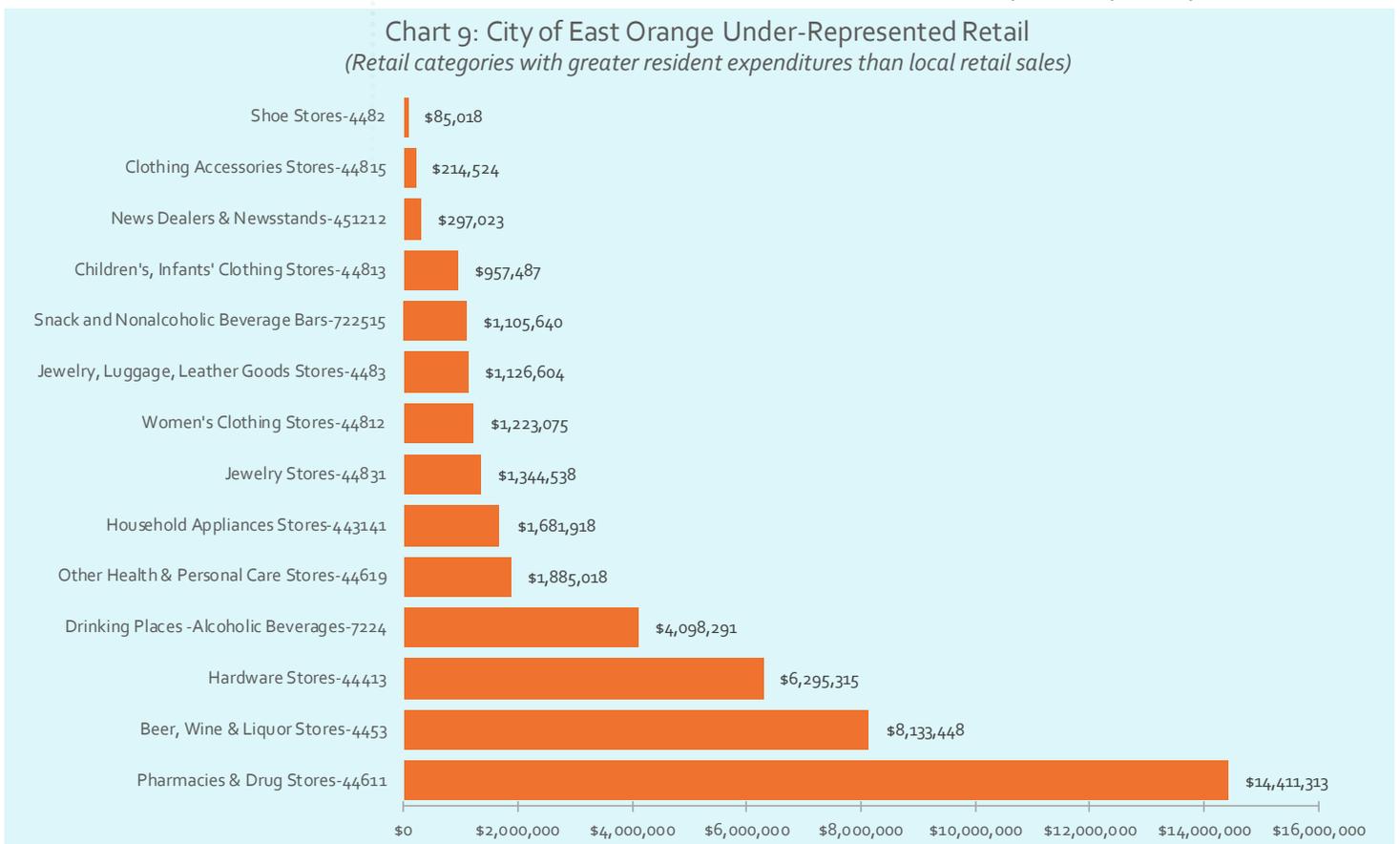
Of the sales made at retail outlets within the City, the majority were made at *Food & Beverage Stores* (\$37.7 million), followed closely by *Health & Personal Care Stores* (\$37 million), which included *Pharmacies & Drug Stores*, and *Cosmetics, Beauty Supplies, Perfume Stores*; *Food Service & Drinking Stores* (\$34.2 million); *Motor Vehicle & Parts Dealers* (\$27 million) and *Building Material, Garden Equipment Stores* (\$22.3 million).

A further analysis of the individual retail categories where resident expenditures was greater than the actual sales of items in those categories at retail stores within the City of East Orange, will identify where there is a “gap” between demand and supply. There was approximately \$172.8 million in retail expenditures made by City residents, across all retail categories, at retail establishments outside of the City. This represents demand that is not being met locally within the City. This represents an opportunity for substantial economic growth within the City’s retail sector.

Based on the *Claritas Retail Market Power Data, 2017*, residents made over nine times more expenditures at *General Merchandise Stores* outside of East Orange than within local retail establishments. Data shows resident total expenditures of \$45,582,815 in this retail category while only \$4,904,321 in sales at local stores. This is a disparity of almost \$41 million, indicating that at least this level of resident expenditure was made outside East Orange.

This category was followed by expenditures in the *Motor Vehicle & Parts Dealers*; *Non-Store Retailers*, and *Food & Beverage Stores*, where there were disparities of \$32.5 million, \$25.5 million and \$17 million respectively. Of special note here

Chart 9: City of East Orange Under-Represented Retail  
(Retail categories with greater resident expenditures than local retail sales)



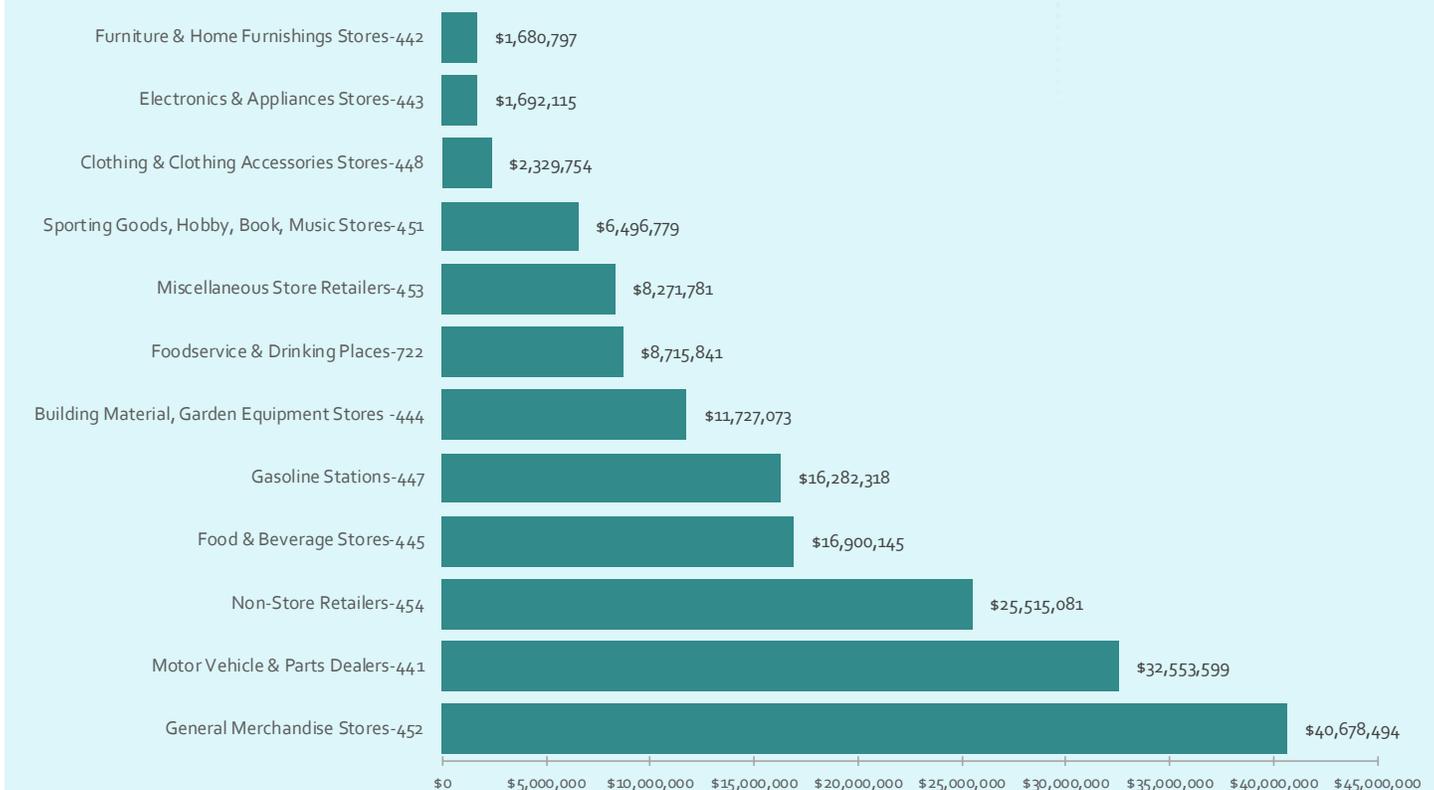
Source: Claritas Retail Market Power Data, 2017.

are the expenditures in the retail sub-categories *Supermarkets, Grocery Stores*, a sub-category of *Food and Beverage Stores*, where there was a disparity of just over \$23.3 million, and *Full-Service Restaurants*, a sub-category of *Food Service & Drinking Places*, where there was a disparity of \$11 million (See Chart 9). This is consistent with the consistent view expressed by residents during the development of the plan, who stated that, as a result of the lack of quality and variety available locally, they routinely travelled outside of the City to restaurants and other eateries.

Also of special note here is the *Non-Store Retailers* category. This category represents retailers that sell items outside the confines of a retail facility. This includes e-commerce sales made through electronic shopping, mail-order, home delivery sales, among other methods. Residents spent \$34.4 million through non-store retailers located outside of the City, as compared to only \$8.8 million from non-store retailers located within the City. Despite the disparity between resident expenditures and local sales, there has been significant growth in this retail category, with the proliferation of e-commerce retailers like Amazon, Box and others. According to statistics compiled by the U.S. Department of Commerce, nationally, non-store retail sales, as a percentage of total retail sales, has more than doubled since 2002. As discussed earlier, the continued growth in this retail category is likely to have an increasing impact on the local East Orange economy as well, as consumers increasingly opt for the apparent savings and convenience of non-store retail.

Alternately, looking at the retail categories where local sales outpaced the local demand, there was approximately \$42.8 million in sales at local stores,

Chart 10: City of East Orange Over-Represented Retail  
(Retail categories with greater local retail sales than local resident expenditures)



Source: Claritas Retail Market Power Data, 2017.

• above and beyond the local demand for the purchased retail goods, by East Orange residents. The retail category with the highest disparity was at *Health & Personal Care Stores*, of which *Pharmacies & Drug Stores*, accounted for \$31.8 million and *Other Health & Personal Care Stores*, accounted for \$1.8 million in sales made in local stores. This is in comparison to only \$17.4 million and \$1.3 million respectively in expenditures by residents. This indicates that a total of approximately \$16.7 million in sales was made at local stores, to individuals residing outside of the City. These numbers are indicators of potential growth areas as local businesses may be able to build on the economic activity coming into the City. In addition, there is also opportunities to link businesses to other employment growth sectors, as a locally-owned pharmacy may be able to build off activity related to the East Orange General Hospital and the VA Hospital.

• Other retail categories exhibiting similar disparity include, *Beer, Wine & Liquor Stores*, where there was a disparity of \$8.1 million, *Hardware Stores* (\$6.3 million) and *Drinking Places - Alcoholic Beverages* (\$4 million) (See Chart 10).

• The fact that local sales outpaced local demand would indicate that there is a wider regional draw for these retail categories. A further analysis should be undertaken to identify how retail stores in these categories may be leveraged, to attract customer to other retail and service outlets within the City.

# ECONOMIC DEVELOPMENT PROGRAMS & INITIATIVES

There are numerous programs and initiatives at the local, state and federal level, established to provide assistance in business development. While individual programs may come and go dependent on funding level and changing policy priorities, the following agencies serve as resource for these types of assistance.

## State Resources

New Jersey Economic Development Authority (NJEDA) – The NJEDA is an independent State agency that finances small and mid-sized businesses, administers tax incentives to retain and grow jobs, revitalizes communities through redevelopment initiatives, and supports entrepreneurial development by providing access to training and mentoring programs.

With a diverse portfolio of programs and services all designed to assist municipalities in attracting new business and industry, the businesses in need capital to expand and grow or the developer seeking funds for a major redevelopment project.

The EDA creates public/private partnerships to bridge financing gaps and to increase access to capital by the State’s business community with an emphasis on small and mid-size businesses and not-for-profit organizations. It supports entrepreneurial development through access to training and mentoring programs. It undertakes real estate development projects important to the State’s economic growth that will create new jobs and business opportunities and support community development and revitalization.

The EDA has programs geared specifically for:

- Small and Mid-Sized Businesses -
- Large Businesses –
- Manufacturing Businesses
- Emerging Technology and Life Science Businesses
- Energy Resources
- Not-for-Profits

Among the initiatives that hold great potential for use in or by the City of East Orange are the following:

*Economic Redevelopment and Growth Program (ERG)* – this program provides an incentive for developers and businesses to address revenue gaps in development projects. Assistance is provided in the form of grants, which are not meant to be a substitute for conventional debt and equity financing, but as an adjunct to the primary financing. Projects eligible for ERG funding include:

- Transit Project
- Supermarkets (in areas without adequate access to fresh foods)
- Residential Projects that include an affordable housing component.

*Grow NJ Assistance Program* – is a job creation and retention incentive program that strengthens New Jersey’s competitive edge in the increasingly global marketplace. The program provides tax credits ranging on a per job, per year basis, to eligible businesses, with bonus credits awarded based on applicable criteria.

*Bond Financing* – this program provides access to long-term financing to eligible manufacturing and 501(c)(3) not-for-profit organizations.

*Small Business Fund* – this program provides direct loans to creditworthy small, minority or women-owned businesses, which have been in operation for at least one year (or not-for-profit in business for three years) and may not have the ability to get traditional bank financing.

*Direct Loans* – this program provides loans to eligible businesses in need of financing, where funding through other NJEDA programs is not available.

*Small Business Services* – in addition to the extensive funding available through the NJEDA’s many programs, the agency also partners with several organizations that provide a wide array of services to business and entrepreneurs.

## **Local Resources**

Essex County Department of Economic Development, Training and Employment – this Essex County department is made up of several Divisions, each of which provide assistance to municipalities and businesses within Essex County. Divisions coming under this Department include the following:

*Division of Training and Employment* – this Division administers a wide range of Work First New Jersey (WFNJ) activities targeting Temporary Assistance for Needy Families (TANF), General Assistance (GA), and Able Body Adult without Dependent (ABAWD) clients. The Division provides essential services and opportunities to clients to form a coordinated One-Stop System with support from the Division of Welfare, and the New Jersey Department of Labor and Workforce Development. Services provided through the Division include:

- Assessment and Training Referrals
- Job Search / Job Readiness Preparation
- Administers Community Work Experience Program (CWEP)
- Supported Assistance to Individuals & Families (SAIF)
- Adult Basic Education Services
- Transportation Assistance to Clients
- Job Placement Assistance
- Career Resource Center
- GED Testing Center
- Program for Parents

*Workforce Investment Board and One-Stop System* – the Workforce Investment Board (WIB), is a policy-making body on workforce development throughout Essex County and is mandated by the Federal Workforce Investment Act (WIA). The WIB is responsible for developing strategies and policies to form a seamless, coordinated One-Stop System for an array of educational, employment and training programs that will meet the current and future demands of Essex County employers.

Division of Housing and Community Development – this Division provides housing development assistance and community development block grants (CDBG) to qualified organizations in various municipalities throughout Essex County. Among the programs provided through the Division include:

- First Time Homebuyer Program
- Home Improvement Program (HIP)
- Homebuyer Assistance Program (HAP)
- Homebuyers' Assistance Program
- Home Improvement Program
- CERP Facade Improvement Program

#### City of East Orange

*East Orange Urban Enterprise Zone Program* – the Urban Enterprise Program in East Orange was established in 1996 as a NJ State Authority certified program that supports job creation and helps finance the sorely needed physical improvements within the City's business districts. The program also provides support services to the business districts, such as improved community policing, creation of a Business Improvement District, Individual Façade Improvement Program for merchants and sidewalk streetscape improvements.

As a part of the State UEZ Program, the area of the City designated as part of the UEZ zone are exempt from sales taxes. The businesses located in the zone may, however, charge customers up to 3%, which is reinvested within the UEZ zone across the City. The savings realized through the UEZ program can assist the more marginal commercial districts to realize greater savings and help in stimulating business within the zone.

*East Orange Community Development Block Grant (CDBG) Program* – the City receives its own CDBG allocation from HUD, which it distributes to organizations throughout the City. In recent years this funding has been steadily decreasing and has had a decreasing impact within the City. To counter this trend, the City has attempted to use their CDBG funding more strategically.

*Central Avenue Business Improvement District (CABID)* – the CABID was established in 2002 and includes several blocks along Central Avenue.

## ISSUES & OPPORTUNITIES

The following are the major concerns and issues expressed by residents during the Master Plan public engagement sessions. While this is not an exhaustive list, it captures the views and concerns that residents have related to the quality of their lives in the City.

*Further spurring the interest and expansion of Cultural Tourism is the growing impact of the Millennial generation. According to the "State of the American Traveler" report produced by Destination Analytics, Inc., 73 percent of Millennials "want to engage a destination's arts and cultural assets," as an integral part of their experience with any place. With approximately 29% of the City's population comprised of members of this generation, this is a significant growth area.*

### **1** *The lack of shopping and leisure opportunities within East Orange.*

Many residents expressed the need for more family-friendly, sit-down restaurants and coffee shops, art galleries and a greater variety of shopping choices.

Cultural Tourism is a strategy which is increasingly looked at across communities across the nation, for both economic and social development. It is a movement that has continued to grow and expand as a result of the wider social trends now being experienced. One of these trends is the desire of communities seeking to differentiate themselves from other communities, by accentuating their uniqueness, which in many instances is rooted in the cultural differences expressed through its residents.

One of the City of East Orange's greatest assets is its diversity. This diversity is evident across the socio-economic spectrum, with diversity in the economic, age and generational composition, ancestry and cultural makeup of the City's almost 65,000 residents. This diversity is evident in many ways, but most distinctively through the art, cuisine and traditions of residents.

### **2** *The absence of collaborative and co-working space for local artists and young professionals.*

Young resident artists express the need for opportunities to develop their own businesses and identified the need for incubator spaces where they could work collaboratively with other artists and artisans in developing their artistic pursuits.

### **3** *The need for job training and employment opportunities.*

Job training programs and access to program where residents could develop their skills was a priority for many residents who identified unemployment and underemployment as major concerns. As discussed earlier in the Employment section of this Element, data shows that over 24,000 residents leave the City of East Orange each day to go to jobs in other areas of the State and New York City. At the same time, approximately 13,000 individuals came to the City daily to work. Efforts should be made to develop and implement a job training program that will train residents to access some of the 13,000 jobs now being filled from outside of the City.

**4** *Shopping environments that are unappealing and undesirable.*

Beyond the need for greater variety in shopping choices, residents also raised the need for improved shopping environments and overall shopping experiences as a significant concern. As identified and discussed earlier in the Retail and Service Base section of this Element, for East Orange’s retail and services outlets to thrive and grow in the face of increasing competition from retail centers in neighboring community, regional malls and big-box outlets, and from the increasing proliferation of online retail, the shopping experience must be improved and enhanced. This includes improvements to the shopping environment, including safety and cleanliness, as well as the undertaking of branding and other initiatives which will help to differentiate the local commercial scene from the others.

# ECONOMIC RECOMMENDATION CHECKLIST

The following recommendations provide a checklist of the strategies discussed within the Economic Element in order to prioritize actions, identify the responsible department(s) and to keep track of accomplished tasks.

Strategy	Implementing Party	Timeframe	Check Box
<b>GENERAL</b>			
1 Seek state and federal grants to support technical resources and assistance for local businesses and entrepreneurship.	Planning Department	Short to Long	
2 Continue to use PILOTs to encourage new investment.	Planning Department	Short to Long	
3 Provide flexible zoning standards for co-work, incubator, and niche manufacturing spaces.	Planning Department (Phase II - Zoning)	Short	
4 Identify program partners to provide collaborative and co-work space for artist and entrepreneurs. (E.g. Regis or C3Workplace)	Planning Department	Short to Medium	
5 Establish a program to connect local artists with opportunities to exhibit their work in local establishments.	Planning Department	Short to Medium	
6 Develop an East Orange Economic Development Branding Campaign that markets the key strengths of East Orange as a Destination City.	Mayor's Office/ Planning Department/ Office of Public Information	Short to Medium	
7 Leverage urban farming initiatives as a way to supply local restaurants with locally grown food.	Planning Department	Short to Medium	
8 Highlight new locally-owned businesses and start-ups on the City's website, through social media, and at City events.	Mayor's Office/ Planning Department/ Office of Public Information	Short	
9 Establish a pop-up business program that establishes temporary retail locations at train stations, City Hall, and other well-utilized locations.	Mayor's Office/ Planning Department	Short	
10 Review the status of brownfield sites in the City, and pursue funding to move them towards shovel-ready availability.	Planning Department/ Property Maintenance	Short to Medium	
<b>WORKFORCE DEVELOPMENT AND EDUCATION</b>			
11 Market East Orange's workforce to port-related businesses and encourage industry job fairs within the City.	Mayor's Office of Employment and Training	Short	
12 Encourage the East Orange Board of Education to target educational courses towards emerging regional employment sectors.	Mayor's Office of Employment and Training	Short	
13 Approach universities and colleges about establishing or expanding nursing schools in East Orange.	Mayor's Office of Employment and Training	Medium to Long	
14 Encourage local hospitals to establish student mentorship/internship programs with the East Orange Board of Education.	Mayor's Office of Employment and Training	Medium	

Strategy	Implementing Party	Timeframe	Check Box
15 Encourage local hospitals to place priority on filling available positions with East Orange residents.	Mayor's Office of Employment and Training	Short	
16 Support living wage requirements for publicly financed projects.	Mayor's Office of Employment and Training	Short to Long	
17 Establish East Orange Public Library as a repository for employment and workforce training opportunities.	Mayor's Office of Employment and Training/ Public Library	Short	
18 Partner with Essex County Workforce Investment Board (WIB) to hold monthly workshops at their offices on South Clinton Street regarding job training, education, and skills development opportunities.	Mayor's Office of Employment and Training/ Essex County	Short	
19 Encourage the inclusion of early childhood education centers in underutilized City school locations, and provide technical resources for potential owners to establish their business.	Mayor's Office of Employment and Training/ Board of Education	Short	
20 Provide equipment and training for 3-D printers at schools and the Public library.	Mayor's Office of Employment and Training/ Board of Education/ Public Library	Medium	
21 Develop a soft skills training course available for residents to gain interview preparation and interpersonal skills necessary for career advancement.	Mayor's Office of Employment and Training	Short	
22 Support business partnerships and resident participation in the newly created "New Jersey Apprenticeship Network," a path for state residents to enter high-skilled careers through paid apprenticeships that may include college credit.	Mayor's Office of Employment and Training	Short	
<b>RESIDENTIAL AND COMMERCIAL DEVELOPMENT</b>			
23 Encourage healthcare oriented businesses and services to cluster around EO General Hospital and VA Hospital.	Planning Department (Phase II - Zoning)	Short to Long	
24 Market the City's Transit Village status as an economic development stimulus.	Planning Department	Short to Long	
25 Develop a Pitch Book to promote the availability of properties within the Transit Village District for new investment.	Planning Department/ Office of Public Information	Short	
26 Ensure development within ½-mile of the Brick Church and East Orange train stations meet the characteristics of transit-oriented development.	Planning Department (Phase II - Zoning)	Short to Long	
27 Establish a local program that will leverage neighborhood business districts to grow local entrepreneurs.	Planning Department	Short to Medium	
28 Create partnerships with local, regional, state and private financial intermediaries to provide business development support services and funding for local projects.	Planning Department	Short to Long	

Strategy	Implementing Party	Timeframe	Check Box
29 Encourage developments to derive a percentage of their workforce and construction supply and other services from East Orange.	Mayor's Office/ Planning Department	Short to Long	
30 Establish a Red Tape Commission, designed to identify opportunities to streamline the project review and permitting process.	Building & Construction/ Planning Department/ Public Works	Short	
31 Collaborate with the New Jersey Business Action Center on opportunities to connect East Orange small businesses with technical and financial resources.	Planning Department	Short	
<b>COMMERCIAL CORRIDORS AND NODES</b>			
32 Work with private investors in East Orange's federally designated Opportunity Zones to support investments through participation in Opportunity Funds per the rules of the US Department of the Treasury.	Planning Department	Short to Long	
33 Work with property owners and businesses to establish a EO Downtown organization (BID) focused on the growth and quality of life along Main Street.	Planning Department	Short to Medium	
34 Establish Main Street as an Arts and Entertainment District with cultural events and arts installations in public spaces and within new developments.	Planning Department/ EO Downtown	Short to Long	
35 Continue to support the Central Avenue Business Improvement District.	Planning Department	Short to Long	
36 Host shopping and entertainment events, with music and activities centered around themes (i.e. Motown, Caribbean culture, etc.).	CABID/ EO Downtown	Short to Long	
37 Offer microgrants and technical assistance targeted towards businesses that locate within commercial nodes.	Planning Department	Medium	
38 Coordinate with the City of Newark to undertake a comprehensive approach to revitalizing S. Orange Avenue.	Planning Department	Medium	
39 Encourage locally-focused retail and services to locate within designated commercial nodes.	Planning Department (Phase II - Zoning)	Short to Long	
40 Support the Ampere Plaza neighborhood as an area of potential growth.	Planning Department (Phase II - Zoning)	Short to Long	
41 Promote more healthy food choices along the Central Avenue commercial corridor.	Planning Department (Phase II - Zoning)	Short to Long	
42 Conduct a comprehensive safety audit of all business districts. Identify and incorporate Crime Prevention through Environmental Design (CPTED) strategies where appropriate.	Planning Department/ Public Works/ BIDs	Medium to Long	
43 Develop a streetscape and façade improvement program with the goal of reactivating the sidewalk and creating a more welcoming environment.	Public Safety/ BIDs	Short	

Strategy	Implementing Party	Timeframe	Check Box
44 Enhance security throughout the City’s major business/ shopping districts. This will involve measures beyond the police intervention and include the use of Special Improvement Districts to provide additional security.	Public Safety/ BIDs	Short to Medium	
45 Revise and improve design standards in commercial/ retail areas, to improve security. (E.g. improve lighting, visibility, etc.)	Planning Department/ Public Works/ BIDs	Medium	
46 Create and establish a team of “street ambassadors”- local businesses that serve as eyes and ears on the street.	Police Department	Short to Medium	
47 Strategically intervene wherever there is a high incidence of vacancy or abandonment, primarily on the City’s Commercial Corridors and Nodes. (E.g. Central Avenue, Dr. Martin Luther King Blvd., South Orange Avenue and Park Avenue)	Planning Department/ Property Maintenance	Short to Long	
48 Develop a digital wayfinding app for key businesses in the City.	Planning Department/ Information Technology	Medium	
49 Explore the possibility of microgrids at key commercial and civic locations to ensure government and business services can remain uninterrupted during severe weather events.	Planning Department/ Public Works/ Public Safety	Long	



# CIRCULATION

NJTRANSIT rail line in East Orange

## GOAL #1

Transform East Orange as a safe and mobile urban/suburban community.

## GOAL #2

Become more livable, walkable, and bikeable with Complete Streets and improved streetscape design.

## GOAL #3

Insist on the equitable investment of public transportation services and facilities in East Orange.

## GOAL #4

Strengthen areas around key transportation centers with high-density Transit Oriented Development.

## GOAL #5

Utilize innovative parking solutions to address demand and capacity issues.

## GOAL #6

Reinforce pedestrian and vehicular linkages between neighborhoods.

## INTRODUCTION

Transportation has always played a significant role in the formation and daily life for the residents of East Orange. Its central location in northern New Jersey between rural farmland and mines and the urban areas of New Jersey and New York City made it a popular destination for commerce and living. In the late 19<sup>th</sup> and early 20<sup>th</sup> century, three rail lines ran through East Orange - what is now the Morris & Essex line, with stops at Brick Church and East Orange Train Stations; the present day Montclair-Boonton line with a stop at the former Ampere Station; and the now abandoned Watchung Railway, which ran east-west through the City a long right-of-way just south of Dodd Street between West Orange terminating near Llewellyn Park in West Orange. As a result of this easy access to the urban core, people moved to East Orange to escape the conditions of the cities, and lived in houses, estates, and apartments along the City's tree-lined streets. East Orange truly was where the city met the suburbs.

Like the history for most places in the 20<sup>th</sup> century, the manufacturing of the automobile resulted in a major change in how people traveled to work, where they could go for shopping and entertainment, and space needed for parking. In a city where homes were developed for people who walked to work, or took a train, accommodating the car created new challenges for the City's historic neighborhoods that are still a challenge today. As the automobile moved from a vehicle of weekend leisure to the primary mode of travel, the Federal government and states built highways to enable more regional travel, cutting through cities like a knife and enabling regional sprawl.

Two such roadways that sprung up in the middle of the 20<sup>th</sup> centuries were I-280 and the Garden State Parkway. These two highways cut through the heart of East Orange, creating disconnected quadrants of the city, isolating established neighborhoods, and creating new physical and psychological barriers to the City's important civic, cultural, and commerce centers. This effect was further exacerbated by the development of Freeway Drive, a service roadway on either side of I-280, that widened the chasm between the northern part of East Orange and its southern neighborhoods. The pervasive effect of these projects still has consequences today, and other decisions like the disinvestment and eventual demolition of Ampere Train Station near the City's east side contributed to East Orange's mid-to-late 20<sup>th</sup> century decline.

Today, East Orange's location within the region and transportation network has attracted new interest in the City. The two remaining train stations, East Orange and Brick Church, provide an opportunity to get to New York Penn Station in less than half an hour. As a result, the City is experiencing new investment in the form of transit-oriented development where Millennials and Baby Boomers are occupying multi-family high rises at more affordable prices. With access back to New York City, people are moving from Brooklyn, Queens, and the Bronx into East Orange, where they can enjoy a suburban lifestyle in a vibrant city.

As the City's demographics and transportation needs have changed in the current century, new strategies are required to ensure its residents have excellent mobility and accessibility opportunities to employment and education, shopping, entertainment, and essential services. A promotion of quality public transportation services and facilities, a commitment to making East Orange safe and attractive for pedestrians and bicyclists, and a renewed focus to mend the wounds created by the 20<sup>th</sup> century highway construction are critical strategies to improving the quality of life within East Orange.



*East Orange is at the "Crossroads of NJ," created by two major roadways: I-280 and the Garden State Parkway*

## HOW EAST ORANGE TRAVELS

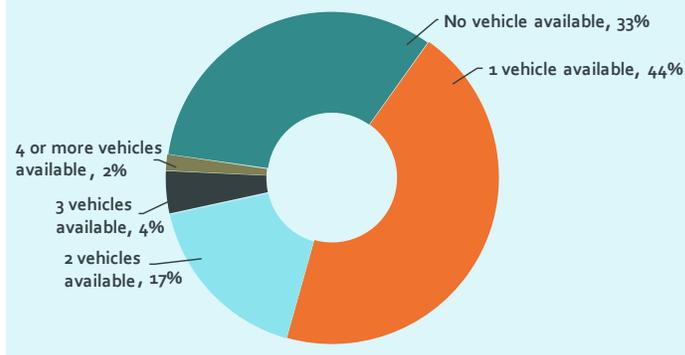
*Unless otherwise stated, all data was analyzed using the American Community Survey 2011-2015 5-year Estimates. This data is a rolling average of 1-year estimates based on the decennial Census survey data collection, last conducted in 2010.*

United States Census data provides important insight into the mobility needs of East Orange's residents. The data may not reflect nuanced condition changes between Census time periods, such as new investment in the City since 2010 around the train stations leading to greater public transportation ridership for work, nor may it be indicative of the usage or reliance on certain modes of transportation. For example, the Census measures journey to work by mode of transportation, but does not account for an individual's usage of public transportation to go to school, shopping, or other services. The Census also does not reflect changes in modes of transportation. So, while a worker may walk or ride a bicycle to a bus stop or train station to use public transportation, public transportation is the only mode reflected in that person's work trip. However, despite known limitations in the data, Census data does provide a reliable and valuable resource to generally understand how people within the City travel.

### Car Ownership

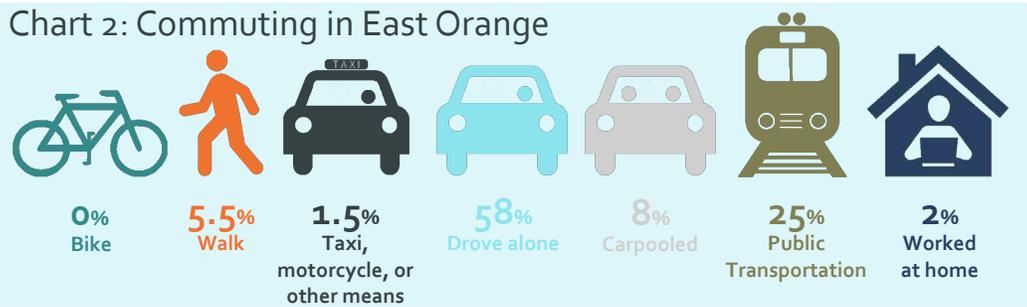
In general, vehicle ownership is a challenge for most households in the City of East Orange. More than three quarters (77.1%) of the City's 25,526 households in the City have zero or only one automobile available. This percentage is about 15% higher than Essex County, and more than 30% higher than the number of households in the State of New Jersey with access to zero or one automobile. This can be reflective of many urban areas, but also provides an indication of the important role that public transportation and good pedestrian and bicycle infrastructure holds in East Orange. In particular, zero car households are especially concentrated in Wards 2 (47.1%) and 4 (46.0%), while the Wards with the highest percentage of one car households are located in 1<sup>st</sup> Ward (50.5%) and 3<sup>rd</sup> Ward (49.0%). In the case of every Ward, more than 70% of the households have either zero or one automobile available. The need for public transportation to provide local and regional mobility is citywide, and not limited to any distinct area of East Orange.

Chart 1: Car Ownership in East Orange



Source: US Census Bureau, American Community Survey, 2011-2015 5-Year Estimates





Source: US Census Bureau, American Community Survey, 2011-2015 5-Year Estimates

## Mode of Transportation

Even as households in East Orange have less access to the automobile in comparison to the County and the State, the predominant mode of transportation for workers (27,177) in East Orange is the automobile. Two-thirds (66.0%) either drive to work alone or carpool with others. While household vehicle ownership may be lower than average, most City residents who work own automobiles. The percentage of those who drive to work alone or carpool with others is slightly lower than Essex County's average (70.3%), but almost 15% lower than New Jersey's (80.0%).

The second most common mode for commuting was by Public Transportation (the Census does not differentiate between train and bus) at 25.2%. Compared to that of the County and State, the inverse of driving is the case for public transportation. Workers from East Orange commute by public transportation slightly more than that of Essex County's workers at 25%, while the average across New Jersey is significantly less (11.1%). East Orange workers also tend to Walk more to work (5.5%) compared to other workers in the County and State, but also Work from Home less (1.7%). Commuting by Bicycle (0.0%) and by Other means (1.6%) was about on par with the rest of the County and State.

1<sup>st</sup> and 3<sup>rd</sup> Wards, which also have the highest percentage of households with at least one vehicle available, also have the highest percentage of workers who drive to

## Place of Work

Nearly 90% of all workers from East Orange work within the state, while almost two-thirds (64.29%) of those workers stay in Essex County for employment. These percentages are indicative of a reliance for good intrastate transportation service and facilities by East Orange workers. Still, East Orange workers do benefit from its train stations and the resulting ease of access into New York City. Of the 2,811 people who work out of state, 1,535 use public transportation, or 54.6%.

**Table 1: Historic Commuting Trends (2000-2015)**

	2000	2010	2015
Bike	0.6%	0.1%	0.0%
Walk	3.6%	5.4%	5.5%
Taxi, etc.	1.7%	1.2%	1.6%
Drove Alone	51.0%	56.3%	58.1%
Carpooled	14.3%	10.9%	7.9%
Public Transportation	27.8%	24.9%	25.2%
Worked at home	1.9%	1.2%	1.7%

Source: US Census Bureau, American Community Survey, 2011-2015 & 2008-2010 5-Year Estimates, 2000 Decennial Census

work at 72.9% and 70.9%, respectively. 2<sup>nd</sup> Ward has the lowest percentage of workers who drive to work at 51.5%. 2<sup>nd</sup> Ward has the highest percentage of workers who use public transportation for commuting purposes at 36.1%; 5<sup>th</sup> Ward is second with 23.7% followed closely by 4<sup>th</sup> Ward at 23.6%. One item of note is that 10.1% of workers living in 2<sup>nd</sup> Ward walk to work. The City's employment centers are located within Lower Main Street and the Evergreen/Halsted neighborhoods in 2<sup>nd</sup> Ward, so this higher than average percentage may be a result of people moving to homes within walking distance of their employment, or people with less mobility options having to walk.

## Commute Time

The average travel time to work for East Orange workers is 34 minutes. This is only slightly higher than the average for workers in the County and the State. A plurality (34.73%) of commutes by East Orange workers takes between 15 and 29 minutes, slightly higher than the County and State. Fewer East Orange workers commute 15 minutes or less (14.01%) than the compared to the County (17.09%) or State (22.33%). Part of this may be due to the higher than average usage of public transportation, where workers who use this mode tend to have longer commutes than those who drive over a similar distance.

## EXISTING CONDITIONS

### Roadway

#### *Roadway Jurisdictions*

East Orange's transportation network is made up of a series of roadways that fall under the jurisdiction of multiple governmental agencies. Not all roadways in East Orange are managed or maintained by the City. Roadways may fall under the authority of the Federal government and New Jersey Department of Transportation (I-280 and Freeway Drive), the Turnpike Authority (Garden State Parkway), or Essex County (i.e. Central Avenue, Park Avenue). It is important to recognize the distinctions between roadway jurisdictions as East Orange may have influence on some factors such as land use and zoning patterns despite jurisdiction, where other decisions require cooperation by other governmental agencies in order to improve quality of life factors like safety and mobility. The following are roadways by jurisdiction and their description within the City of East Orange.

*View of Garden State Parkway from Renshaw Avenue*



*Despite being only 3.9 square miles, there are more than 20 roads that pass over the Garden State Parkway or I-280 in East Orange.*

### State

#### *Garden State Parkway*

The Garden State Parkway (GSP) runs north-south from Bergen County at the New York State line to Cape May County in southern New Jersey. The highway is under jurisdiction of the New Jersey Turnpike Authority (NJTA), a state-level tolling authority. The Garden State Parkway in East Orange runs near the eastern border of the city, isolating the eastern Ampere, Greenwood, Presidential Heights and Arcadian Gardens neighborhoods from the rest of the City. There are two on- and off-ramps within East Orange – Exit 145, at the confluence of I-280, GSP, and Freeway Drive; and Exit 147, along Parkway Drive. A number of roadways cross the GSP by overpass including Renshaw Avenue, Springdale Avenue, Park Avenue (CR-658), William St., Main Street/Freeway Drive W., Freeway Drive E., and Central Ave (CR-508). There is one pedestrian-only bridge over the Parkway in the vicinity of New Street. In addition, Oraton Parkway and Parkway Drive are one-way service roads that run north-south adjacent to the GSP on either side, promoting high-speeds and furthering the divide between the neighborhoods in East Orange.

#### *I-280 and Freeway Drive*

I-280 is an Interstate Highway that runs east-west between I-80 in Morris County to the west, to The New Jersey Turnpike (I-95) in Hudson County to the east. In East Orange, the highway and Freeway Drive create a barrier between the northern part of the City, and its neighborhoods and the Central Avenue Business District to the south. There are on-and off-ramps for I-280 in the City between Walnut Street and Arlington Avenue. In addition, Freeway Drive East and West are one-way service roads that are three lanes on each side of I-280. As a result of this group of roadways plus the NJ TRANSIT line, there is an approximately 340-foot distance (greater than the length of a football field) from one developed section of the City to the other, making an inhospitable environment for pedestrians

who have to cross from one side of this area to the other. And while there are several north-south road connections that intersect with Freeway Drive and pass over I-280, many crossings do not have ADA-compliant curb ramps, further exacerbating the inaccessibility for pedestrians in this area.

## County

Five County roadways go through the City of East Orange. These roads are maintained and controlled by Essex County.

### *Central Avenue (CR-508)*

Central Avenue is located in the southern part of the City, and provides an important east-west regional connection between the City of Orange Township to the west and the City of Newark's downtown to the east. The roadway is primarily two-lanes in each direction, with on-street parking and a raised median in some segments of the roadway. Sidewalks are wide in some areas, greater than 20 feet, and coupled with buildings closer to the street line, provides an inviting pedestrian environment. The land use along the corridor is primarily commercial, and varies between 3-4 story buildings built close to street line and auto-oriented business with drive-thrus or parking in the front of the site. Near the eastern section of Central Avenue, East Orange General Hospital, a key employer and institution, is located at the intersection with South Munn Avenue. Coach USA operates the 24 bus along the entire segment of Central Avenue, and the 44 bus from South Munn Avenue east into Newark.

### *Grove Street (CR-509)*

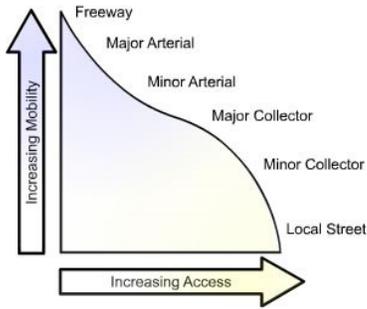
Located east of the Garden State Parkway, Grove Street runs north-south through East Orange between Bloomfield and Newark. North of Main Street, Grove Street is a two-lane roadway, and south of Main Street it becomes four lanes. Generally, the land use along Grove Street is residential, with some commercial nodes at major intersections. The NJ TRANSIT #90 bus route runs the length of the road, providing service between Branch Brook Park Light Rail Station in Newark to Valley Plaza Mall in Irvington.

### *Sanford Street (CR-605)*

Sanford Street runs north-south from Central Avenue to the City's southern border with Newark. The road is two lanes throughout, and surrounding land uses vary between residential and commercial. The NJ TRANSIT bus route 97 runs along most of Sanford Street, providing service between Montclair and the VA Hospital in the City.

### *Thomas Boulevard (CR-653)*

Thomas Boulevard is a County road located in Orange, just outside the City's northwestern border. There is one section, however, that is within the City, at the intersection of Orange Road, Ridgewood Avenue, and Glen Park Road.



The relationship between mobility and access for FHWA Functional Classifications (Source: FHWA)

### Park Avenue (CR-658)

Park Avenue runs east-west through the northern part of East Orange, between West Orange at the entrance to the Llewellyn Park community and its terminus in Newark at Bloomfield Avenue. Through East Orange, Park Avenue is mainly a 4 lane road with a center turning lane. Large segments of the roadway, however, permit on street parking, which functionally reduces the roadway to two lanes with a center turn lane. The NJTRANSIT runs the 41 bus route along the length of Park Avenue, which provides service between Orange Train Station and Lincoln Park in Newark.

### Functional Classifications

The Federal Highway Administration (FHWA) defines classes of roadways based on their principal function of providing vehicular mobility (i.e. efficient movements of road travel with minimal connections to surrounding land uses and other roads) or accessibility, which provides more connection via direct or secondary access to local land uses.<sup>9</sup>

There are three main categories of roadway classifications: arterials, collectors, and local roads. Arterials are further sub-categorized as interstates, other freeway/expressways, principal arterials, and minor arterials. Collectors are also sub-categorized as major collectors and minor collectors.

### Interstates

Interstates are designated by the United States Secretary of Transportation. They are the highest classification of arterials and were designed and constructed with mobility and long-distance travel in mind. These roadways tend to be limited access, divided highways with the intention of high levels of mobility between major urban areas. The interstate in East Orange is I-280.

### Freeways/Expressways

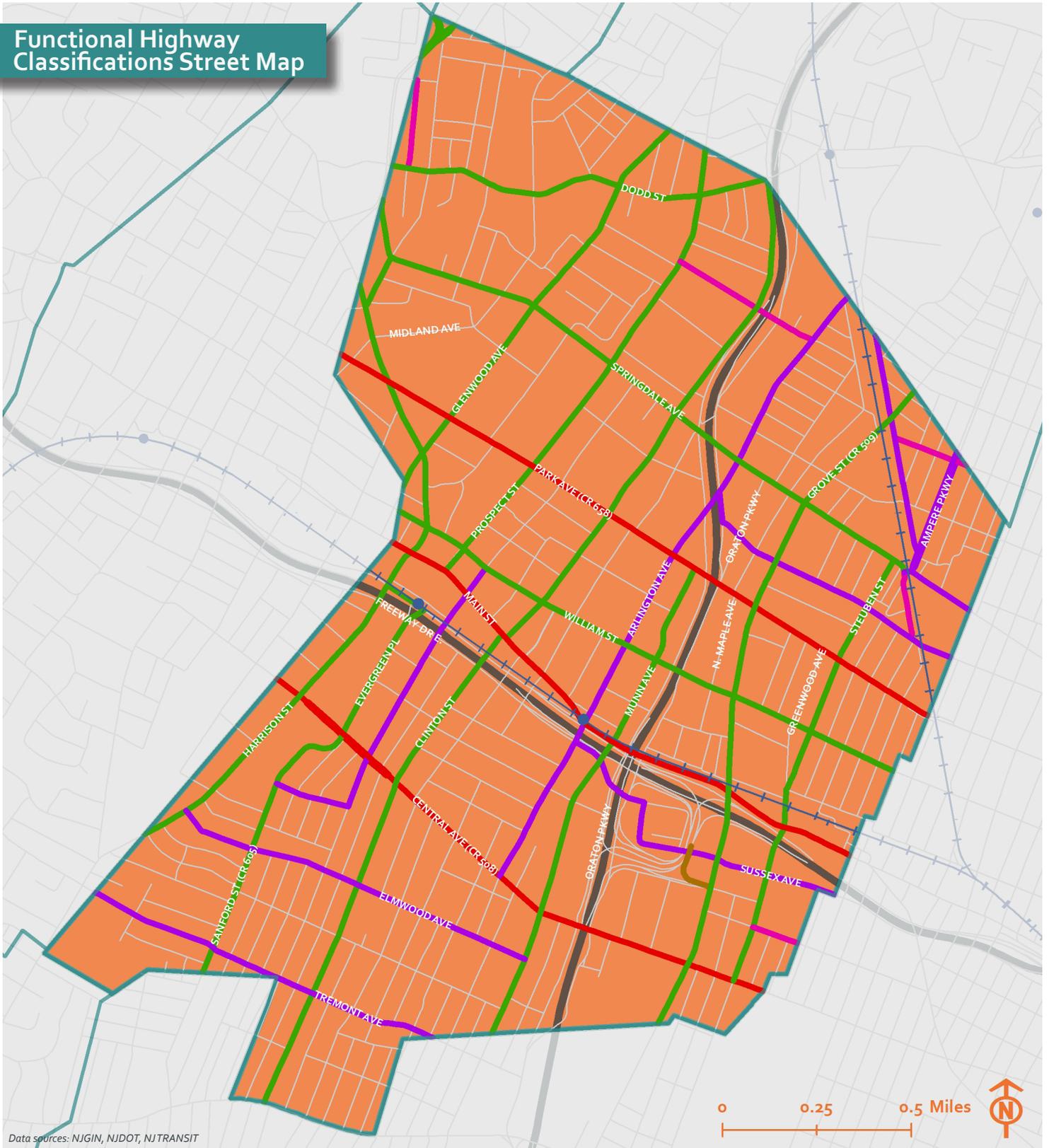
Freeways and expressways serve a purpose similar to that of interstates. These roads are intended to provide high levels of mobility, have limited access via ramp locations, and are not intended to directly serve adjacent land uses. The Garden State Parkway is classified as a freeway by the FHWA.

### Principal Arterials

Principal Arterials provide a high level of mobility, but unlike interstates and freeways/expressways, these roads provide direct access to surrounding land uses.

In East Orange, Park Avenue, Main Street, and Central Avenue are classified as Principal Arterials. The character of land use along these arterials varies widely in character and intensity. For example, “upper” Main Street is the commercial heart of the city, where Brick Church Train Station is located and East Orange Train Station is located in close proximity. Main Street experiences high levels of pedestrian and bus ridership and has been a focus on redevelopment efforts. The desire by the City to accommodate a dense, livable, and walkable

# Functional Highway Classifications Street Map



## Functional Highway Classifications

- Urban Local
- Urban Principal Arterial
- Urban Major Collector
- Urban Principal Arterial Freeway/Expressway
- Urban Minor Arterial
- Urban Minor Collector

urban community is in conflict with the roadway's classification as a "principal arterial." There is a similar disconnect in segments of Central Avenue, which functions as a major commercial center, with wide sidewalks with businesses who benefit from pedestrian activity along the corridor. There is a greater need for the design and function of the roadway to reflect the adjacent land uses. This Master Plan includes the development of Street Typologies, which provide recommendations for advancing Complete Streets considerations based on the surrounding area.

### *Minor Arterials*

According to FHWA, minor arterials provide service for trips of moderate length, and serve lower level geographies than principal arterials. Similar to principal arterials, they are intended to provide higher levels of mobility (though not as high as principals), and offer direct access to local land use. County roads Sanford Street, Thomas Boulevard, and Grove Street are minor arterials, while municipally controlled roads include Glenwood Avenue, South Harrison Street, Springdale Avenue, Clinton Street, and William Street, among others.

### *Major Collectors*

Major collectors distribute and channel trips between local roads and arterials. They are roads that provide greater accessibility to surrounding land uses than arterials, connecting to higher density residential and commercial/industrial areas, though the FHWA notes major collectors may "penetrate residential neighborhoods, often for significant distances." All major collectors in East Orange are city-owned streets - Arlington Avenue, Sussex Avenue, Ampere Parkway, Elmwood Avenue, Tremont Avenue, Hoffman Boulevard, 4<sup>th</sup> Avenue, Clifford Street, and the section of Halsted Street between Clifford Street and William Street.

### *Minor Collectors*

Compared to major collectors, minor collectors may have less travel lanes than major collectors, lower traffic volumes, and are shorter connections between local roads and arterials. All minor collectors in East Orange are managed by the City, and include Long Street, Renshaw Avenue, 1<sup>st</sup> Avenue, Ampere Plaza, and the section of 9<sup>th</sup> Avenue east of 18<sup>th</sup> Street.

### *Local Roads*

Local Roads generally make up the remainder of the roadway network, and account for the greatest percentage of all roadway mileage. They provide local access to land uses and higher-level road classifications. Most local roads tend to be residential, typically not intended to carry through traffic.

## Public Transportation

### ***NJ TRANSIT Rail***

Rail service in East Orange is provided by the Morris & Essex Line, which provides service between Hackettstown in Warren County and Hoboken Terminal or New York Penn Station. The Morris and Essex Line operates seven days per week, and makes stops at Brick Church and East Orange train stations. It takes approximately 30 minutes to arrive to Manhattan from Brick Church with no transfers, and 25 minutes to Hoboken.

Eastbound service makes 54 stops daily at Brick Church, and 56 stops for westbound service. Service at East Orange station is much less frequent at 26 stops for eastbound and 31 stops for trains heading westbound. The Morris & Essex Line is the second most ridden line on the NJ TRANSIT rail system, ranking behind the Northeast Corridor. Between 2006 and 2016, passenger trips grew by 20%.

The Montclair-Boonton Line also passes through the City of East Orange, but no service has been provided since the closure of Ampere Station in 1991. The nearest active station on the line is Watsessing Station to the northeast of the city, in Bloomfield.

### ***NJ Transit Bus***

East Orange is served by several NJ TRANSIT bus routes, which provide local service between locations in East Orange and Morris County, Union County, or other municipalities in Essex County. NJ TRANSIT routes that operate in the City of East Orange include the following lines:

**Route #5 (Kinney):** A daily route that runs 26 weekday trips between the Arcadian Gardens neighborhood in the southeast of the City and Newark's Penn Station. The route includes stops in the vicinity of Essex County College and Military Park at Broad Street and Raymond Boulevard. Frequency in the weekday AM peak periods to Newark is 25 minutes, and 40 minutes during the Mid-Day period. In the PM peak period, service to Newark ranges between 23 to 37 minutes, while service from Newark is 20 to 30 minutes.

**Route #21 (Main Street):** The Main Street route provides frequent daily service between West Orange and Newark's Penn Station, with stops in East Orange and Orange. In East Orange, the route runs the entire length of Main Street with stops at Brick Church and East Orange rail stations. The route makes 113 trips to Newark between 4:40am and 12:30am in the weekday, with frequency ranging between 5 to 10 minutes throughout most of the day, and 15 to 30 minutes in the evening and night hours.

**Route #34 (Market Street):** Route 34 runs between Montclair, Bloomfield and Newark's Ironbound district, running through the northern part of East Orange. The service operates on essentially three loops west of Roseville Avenue and 4<sup>th</sup> Avenue in Newark. One loop begins in Bloomfield, with the route generally travelling along Glenwood Avenue, Prospect Avenue, Renshaw Avenue, and

### ***Headways***

*a measurement of the minimum possible time between vehicles, without a reduction in the speed of those vehicles*



*NJ TRANSIT Route 21 bus on Freeway Drive West*



**Table 1: Bus Routes in East Orange**

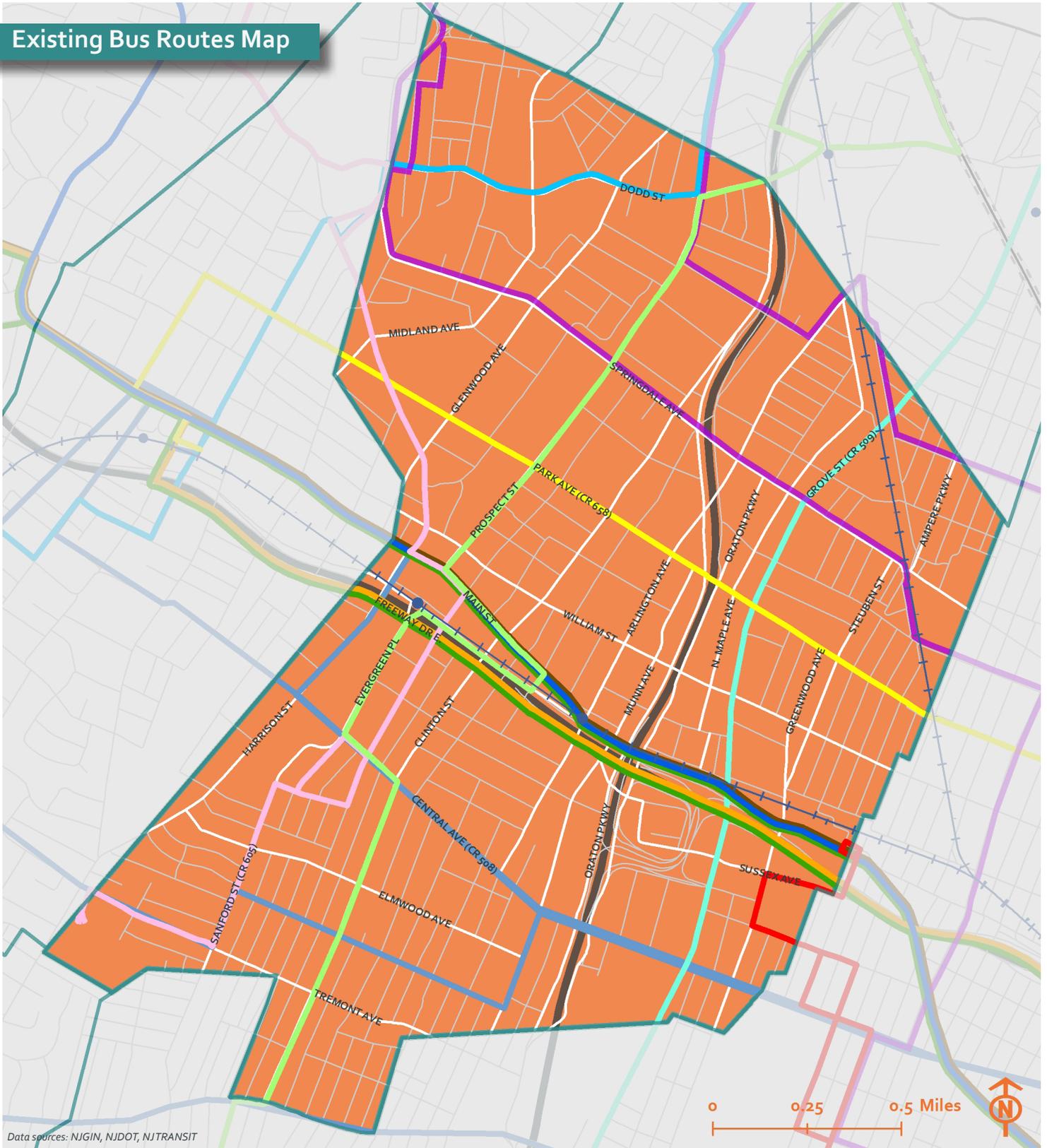
Location		Line 5	Line 21	Line 34	Line 41	Line 71	Line 73	Line 79	Line 90	Line 92	Line 94	Line 97	
Essex	Belleville								X	X			
	Bloomfield			X					X	X	X		
	Caldwell					X							
	East Orange	X	X	X	X	X	X	X	X	X	X	X	
	Essex Fells					X							
	Fairfield					X							
	Irvington								X		X		
	Livingston					X	X						
	Newark	X	X	X	X	X	X	X	X	X	X	X	
	Orange		X	X	X	X		X		X		X	
	Roseland					X							
	South Orange									X			
	West Caldwell					X							
West Orange		X			X		X				X		
Morris	East Hanover						X						
	Florham Park						X						
	Parsippany-Troy Hills							X					
	Whippany						X						
Union	Linden										X		
	Roselle										X		
	Roselle Park										X		
	Union										X		

Hoffman Boulevard in East Orange. The second loop mainly begins in Orange or Montclair, following Orange Road, then mostly travels along Springdale Avenue in East Orange. A third loop generally follows the route of the second loop, however, trips begin at North Park Street in the City instead of Montclair. The loop originating from Bloomfield makes 54 weekday trips, with frequencies typically 10-20 minutes during the AM peak. The route along Springdale Avenue makes 60 eastbound trips daily, with headways of 11-16 minutes during the morning.

Route #41 (Park Avenue): Route 41 runs daily service through East Orange on Park Avenue between the Orange rail station, and the Lincoln Park neighborhood in Newark, with stops at a number of Newark Light Rail stations. During the weekdays, there are 56 eastbound trips and 55 westbound trips. Eastbound headways between buses are typically 5-10 minutes in the morning period, and 15-20 minutes in the evening.

Route #71 (Newark-West Caldwell): Route 71 originates in West Caldwell at Essex Mall and terminates at Newark Penn Station. The bus route runs the length of Main Street in East Orange with a number of stops including Brick Church and East Orange train stations. The daily service provides 34 trips eastbound and 26 trips westbound with eastbound frequency ranging between 30 to 60 minutes in the morning and more frequent service in the afternoon and evening.

# Existing Bus Routes Map



Data sources: NJGIN, NJDOT, NJTRANSIT

## East Orange Bus Routes

## Lines outside City

- |   |  |  |  |  |
|---|--|--|--|--|
|  5  |  71 |  92             |  29 |  27 |
|  21 |  73 |  94             |  72 |  |
|  34 |  79 |  97             |  |  |
|  41 |  90 |  Lakeland Route |  |  |

Route #73 (Newark-Orange-Livingston Mall): NJ TRANSIT's 73 Route is a westbound focused bus line starting at Newark Penn Station and traveling through East Orange along Main Street including stops at Brick Church and East Orange stations before reaching locations in West Orange, Livingston, East Hanover, Hanover, and Florham Park. The daily service makes 46 westbound trips during the weekday with frequencies of 10-15 minutes during the AM peak period, and 49 trips eastbound with typical headways of 5-10 minutes during the weekday. Key suburban destinations include St. Barnabas Medical Center, Livingston Mall, and retail locations on NJ-10.

Route #79 (Newark-Parsippany Express): The 79 route is a limited run service that operates on weekdays, Sundays, and holidays. There is no Saturday service. It is primarily a westbound morning service originating at Newark Penn Station and running through East Orange on Main Street with stops at Brick Church and East Orange train stations enroute to destinations in Parsippany. There are eight westbound trips in the morning, 1 westbound trip in the mid-day, 1 in the late afternoon, and 1 in the evening. There are nine eastbound trips, all after 12pm, Noon.

Route #90 (Grove Street Crosstown): This bus route runs north-south along Grove Street in the City between Branch Brook Park's Newark Light Rail station and Valley Fair Plaza in Irvington. The daily service makes 45 southbound trips during the weekday with typical frequencies of 15-25 minutes throughout the day, and 45 northbound trips with similar headways.

Route #92 (Orange Crosstown): The Orange Crosstown runs briefly in East Orange along Prospect Street and Dodd Street in the northern part of the City. The daily route connects Newark Light Rail's Branch Brook Park station to the South Orange train station, mainly running through Bloomfield and Orange.

Route #94 (Stuyvesant Crosstown): The 94 route travels between Bloomfield and Linden/Union Township. The line travels north-south through East Orange along Prospect Street, Main Street, Freeway Drive, Evergreen Place, Central Avenue, and South Clinton Street before entering into Newark. A handful of trips originate in East Orange at South Orange Avenue with Bloomfield Center as the destination. The route makes over 100 trips per day during the week.

Route #97 (East Orange-Montclair): Route 97 provides limited service between East Orange and Montclair during the weekdays and on Saturday. Service generally originates at Halsted Street and Central Avenue traveling north-south along Halsted Street and Washington Street with a stop at Brick Church station enroute to Bloomfield Avenue in Montclair. Fourteen trips are made per day, with two trips connecting to the Veterans Administration Hospital on Tremont Avenue.

*Bus stop and shelter on Main Street*



## ***Coach USA Bus***

In addition to NJTRANSIT providing bus service, Coach USA also operates several lines through East Orange.

Line 24 (Orange-Newark-Elizabeth): The 24 route operates 7 days per week between Orange and Jersey Gardens Mall in Elizabeth, running along south Harrison Street and Central Avenue in East Orange. Over 100 trips are made per day with headways of about 10 minutes between buses.

Line 31 (Newark-S. Orange Ave.-Livingston Mall): This line runs seven days per week along South Orange Avenue on the border on East Orange and Newark. The route generally originates at Day Street in Newark to the west and travels to Newark Penn Station. Limited trips travel further west into South Orange and Livingston with stops at South Orange Center, St. Barnabas Medical Center, and Livingston Mall.

Line 44 (Tremont): The 44 route runs between Orange train station and Newark Penn Station seven days a week, travelling mainly along Tremont Avenue, South Munn Avenue, and Central Avenue through East Orange. The line makes stops at the VA Hospital and East Orange General Hospital in the City, and also connects to a number of key healthcare facilities and colleges in Newark. The line makes 20 eastbound trips and 19 westbound trips during weekdays with typically 40 minutes to an hour between buses.

## ***EZ Ride***

EZ Ride is a Transportation Management Agency operating in a number of counties in northern New Jersey, which provide alternative transportation solutions such as shuttles or vanpool/carpool services. Included in these services are shuttles which travel to East Orange. These routes include:

Essex Night Owl 636: The shuttle bus runs between Newark Penn Station and residents' homes in East Orange between 1:00am and 5:00am. Reservations for service must be made at least 24 hours in advance.

WAVE Shuttle: These fixed-route services provide free transportation Monday-Friday for low-income individuals to several agencies in the Newark area for work training and assistance. Destinations include the Essex County Division of Training and Employment in East Orange, Essex County Welfare and YMCA, National Career Institute, Catholic Charities on Evergreen Place, and Essex County Courthouse, among other locations.

Ryde4Life (Older Adult Transportation): EZ Ride coordinates on-demand transportation services at a cost of \$15 per year membership fee, \$1 administrative fee and cost of Lyft/Uber services. Most people who use the service qualify for a discount on the ride and administrative fee. Participants must be at least 50 years old to use the service.

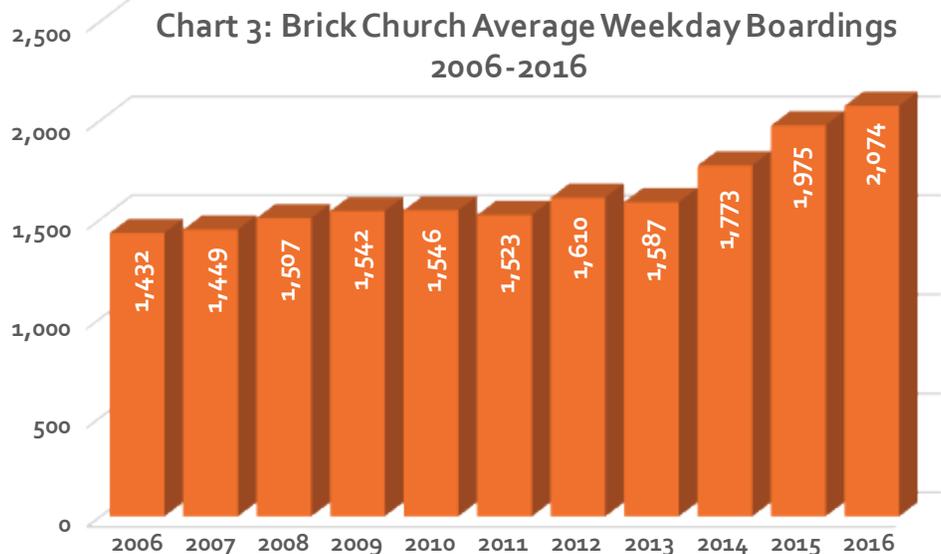
Flex-T (Special Needs Transportation): EZ-Ride offers flexible transportation to and from employment for individuals with limited mobility. The service costs are a \$15 annual membership fee, plus a \$2.40 per mile fare.

## Transit Facilities

### *Brick Church Station*

Located at Brick Church Plaza and between Halsted Street and South Harrison Street, NJ TRANSIT's Brick Church station is located in the heart of East Orange's downtown on Main Street. The station has the 5<sup>th</sup> highest ridership on the Morris and Essex line, averaging 2,074 weekday boardings per day in 2016. Only South Orange, Summit, Maplewood, and Newark Broad Street have more boardings. Ridership from Brick Church has grown exponentially in the last 10 years, however. Since 2006, ridership has grown by 44.8%, the 3<sup>rd</sup> largest increase between 2006 and 2016 on the line - only East Orange train station and Newark Broad Street grew by a greater percentage. The station's easy access to New York Penn Station has been a key contributor to this growth, where riders have a 25-30 minute one seat ride to midtown Manhattan.

Ridership is expected to continue to grow. Brick Church station was designated a Transit Village in 2012 as a way of encouraging high density development around the station's half-mile radius. In late 2015, a Transit Village District Redevelopment Plan was adopted, establishing the new zoning for the District. Over the past several years, the City has been experiencing substantial new private investment (over \$700 million in projects are planned, in progress, or completed), especially high-density residential within the Transit Village District. Projects still in the discussion phase include a new redevelopment project that would replace the existing ShopRite at Brick Church with a new one, and would accommodate residential and commercial space. Another project on Evergreen Place includes a structured parking component, which is critical since there are only 109 standard spaces and 4 ADA spaces at the station, though the station itself is not ADA accessible. By adding structured parking, even more people will use Brick Church station.



## East Orange Station

East Orange train station is located directly across City Hall, on Main Street, approximately one-half mile from Brick Church station. Similar to Brick Church, the station has experienced exponential growth in boarding since 2006, growing by 89.6% over the last ten years. This is the 3<sup>rd</sup> highest percentage growth in NJ TRANSIT's rail system, ranking behind only Plauderville on the Bergen County Main Line and Watsessing station on the Montclair-Boonton line. The station sees an average of 455 riders a day during the weekday, and is ADA accessible. The station itself, however, is not open to the public, and riders can only access the platform. There are 53 standard parking spaces and 3 ADA accessible parking spaces.

Although the station is located at the edges of the Transit Village designated area and has less service frequency compared to Brick Church station, there is substantial development interest and activity around the station, within the Main Streets Arts and Entertainment District. One of these proposed projects include a parking structure behind City Hall, which would further enhance the ability to increase ridership at the station.

## Ampere Station

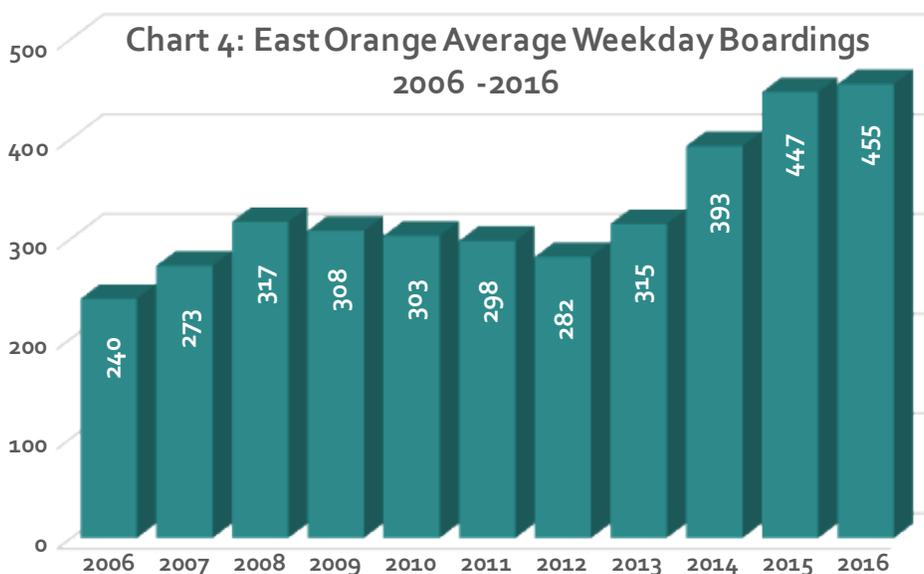
Ampere train station is a deactivated passenger rail station on the Montclair-Boonton Line located in the Ampere neighborhood of the City. Regular passenger services to the station by the Delaware, Lackawanna, and Western Railroad started in 1890, which was later assumed by NJ TRANSIT in 1980. The station was listed on the National Register of Historic Places in 1984, but disinvestment and deterioration led to the demolition of the westbound shelter and canopy later that year. The station was closed in 1991, when ridership had diminished to 51 passengers per day, and the station itself was demolished in 1995. Because of the station's focal point within the Ampere neighborhood, the station has been studied in 2005, 2012 as part of a Rutgers University student-led studio project, and in 2013 by NJ TRANSIT for possible service restoration and transportation improvements within the area. To date, there are no plans for a new station.

Below: EO Station Platform



Middle: EO Station's ADA accessible elevator

Below: EO Station - closed to public



## Bicycle and Pedestrian

East Orange residents heavily rely on good pedestrian infrastructure. Public transportation ridership is high, there is no public busing to schools, and as previously discussed, the vast majority of households in the City do not own a vehicle, or have access to only one automobile. As a result, walking is a significant mode of non-commuting transportation. Being an older city, which was developed prior to the car being the principle mode of transportation, sidewalks have been developed in all parts of the city. While the maintenance of sidewalks is the responsibility of the property owner, the City recognizes the importance they play in ensuring a mobile community.

Bicycle infrastructure, however, has not been developed. City streets tend to be more narrow, and because most of the homes and apartments within the City were built prior to garages and driveways being part of the typical design, on-street parking is a necessity for most streets in East Orange. This creates some conflict for space that could otherwise be adapted for bike lanes. There are opportunities for the designation of bicycle routes on some critical roadways, and the City will need to be creative in advancing bicycle infrastructure, such as lanes or sharrows (shared-lanes markings). As the city residents rely on transportation modes other than the automobile for mobility, providing safe and attractive bicycle infrastructure should be a key transportation goal for the City.

*Sharrows on city street in Seattle. Source: SeattleDOT*



*Under state law, bicyclists have the right to ride within the roadway (as opposed to on sidewalks), and must follow all applicable traffic laws. Share-lane markings, or sharrows, can encourage bicycle use by citizens, and provide a visible indication of this right to drivers, and that they should expect to encounter a bicyclist on the road. Sharrows provide little protection to bicyclists, however, and should be considered in areas where there is a desire to encourage bicycle use, but also where more protected measures (bike lanes, separated bike paths) cannot be provided.*



## Parking

Parking can be a challenge in any city, especially older cities developed before the automobile became the primary mode of transportation. East Orange is no exception. Not every area of the City has a parking problem, rather the issue is concentrated in particular neighborhoods and commercial districts. In these residential neighborhoods, on-street parking is a critical and scarce resource. The issue can be even more exacerbated in areas of high concentrations of older multi-family residential buildings. Within commercial districts, the availability of parking may be less of an issue; instead, convenient and safe parking to a shopper's destination may be a significant consideration towards the perception of a lack of parking. On street parking is permitted in most areas of the City, though managed by a series of rules and regulations, and administered by the East Orange Parking Authority.



*Metered Parking Diagram*

## ***Overnight On-street Parking***

Overnight on-street parking permits are required where streets are signed with designations that state, “permit required to park”. In these areas, permits are required for on-street parking between the hours of 2am-6am. Alternate side of the street parking is also enforced to allow for street sweeping activities. There are several streets within East Orange that do not permit overnight on-street parking. A complete list of streets that do not permit overnight parking, or other restrictions can be found in Chapter 260 of the East Orange Administrative Code.

## ***East Orange Parking Authority***

The East Orange Parking Authority is a quasi-governmental enforcement agency established by the East Orange City Council. The Council establishes the regulations that govern parking throughout the City and the Authority. The Board of Commissioners consists of seven members – one member is selected from each Ward by the Council, and two others are designated by the Mayor. They meet on a monthly basis on the third Wednesday of each month at 6:00pm.

## ***Lot Parking***

The East Orange Parking Authority operates several municipal parking lots within the City. Many of these lots also require parking permits, which permit the holder to park overnight. In some cases, the permit holder must exit by 8:00am Monday thru Saturday. The East Orange Parking Authority does not sell daytime parking permits. Lots operated by the Parking Authority are:

- 192 Halsted Street Lot (behind AutoZone on Central Avenue) - Metered
- 191 Halsted Street Lot (Halsted Street and Evergreen Place) - Metered
- 195 N. 17<sup>th</sup> St. Lot (between 17<sup>th</sup> St. and 18<sup>th</sup> St.)
- 69 Franklin Street Lot (between Franklin Street and Fernwood Road)
- 56 North 19<sup>th</sup> Street Lot (near the corner of 19<sup>th</sup> Street and William Street)
- 99 Evergreen Pl. (at the intersection with Evergreen Pl. and Harvard St.)
- Sanford Street Lot (north of Sanford Street, near Cambridge Street)
- 125 Park Avenue Lot (at the intersection with North 19<sup>th</sup> Street)
- 21 South Arlington Avenue Lot (at East Orange Public Library)
- 147 South Harrison Street Lot (near intersection with Hampton Terrace)
- Courthouse Lot (at S. Munn Ave. and New St.)

## ***Parking Meters***

Parking meters are monitored and managed by the Parking Authority. Meters range in maximum time limits, but as of January 2017, the City charges \$1.00 per hour. The time of operation for metered parking is between 8:00am and 6:00pm Monday through Saturday, with the exception of legal holidays, or unless otherwise designated by the Council.

## ***School Transportation***

Busing is not provided by the East Orange School District, requiring students to walk, be driven, or use public transportation, particularly when students attend Community Schools, such as East Orange STEM Academy or the Cicely Tyson School of the Performance and Fine Arts.



## IMPROVING TRANSPORTATION

Transportation improvements are important in all areas of the City, and the City strives to improve the safety, mobility, and accessibility of all users regardless of how they travel. However, there are certain physical and programmatic improvements the City strives to make, as they provide the greatest impact for residents, businesses, and visitors to East Orange.

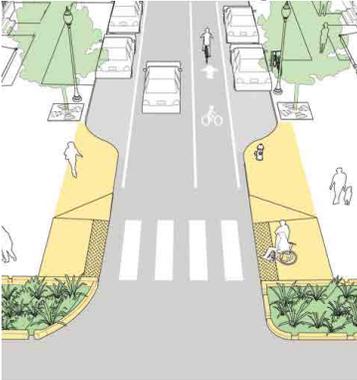
### Main Street

Running from the border of the City of Orange Township to Newark, Main Street is often referred to as the City's "downtown". It has become the central focus for new development and retail opportunities within East Orange, primarily due to its location of major commercial properties like Foreman Mills and ShopRite, the Brick Church and East Orange train stations, and City Hall. Development based on the desirability of living, working, or shopping near good transit service is often referred to as Transit Oriented Development.

Main Street has experienced a change in land development patterns over the decades. Early 20<sup>th</sup> century development can be experienced as older buildings are built to the street line, when more people walked, and used the train stations for mobility. Later, the mid-to-late 20<sup>th</sup> century development led to buildings being pushed away from the street, and large expanses of parking that can easily be seen to passing drivers. This has led to significant areas of underutilized land around Brick Church and East Orange train stations. In the past several years, however, there is renewed interest in developing along Main Street, and the development styles once again orient the use to the street, while making parking a secondary or tertiary consideration. Brick Church Commons and Dr. King Plaza are perfect examples of how development should be done in this area. The buildings frontages are oriented to the street line, with commercial at the ground level to make for an interesting and engaging pedestrian experience, while residential is located at the floors above, creating "eyes on the street". The combination of this and pedestrian scale lighting also presents a sense of security. In addition, the development's parking is located to the rear of the building in order to reinforce the street wall and bring the building closer to Main Street. While future developments do not need to duplicate Brick Church Commons or Dr. King Plaza's style, they should be encouraged to emulate these principles to reinforce the desired experience of Main Street.

Another important consideration for the Main Street area is to make pedestrian safety and mobility the top priority for any improvements. Successful downtowns have high levels of pedestrian activity, and where pedestrians feel comfortable and safe, and experience an engaging environment, the more they'll visit and the longer they'll stay. This will likewise encourage new businesses to locate to an area where they are more likely to be visited by a passerby, making for a healthier economic environment. Given that Brick Church and East Orange stations have high levels of pedestrians that use the facilities on a daily basis, the vast majority of riders leave the immediate station area to walk or use the bus (Brick Church station has over 2,000 boardings per day, while there are only

Example of Curb Extension  
Source: NACTO Urban Street  
Design Guide



*Curb extensions, or bulbouts, are raised extensions of the sidewalk further into the street area. These improvements have multiple benefits as they physically narrow the crossing distance for pedestrians, narrow the roadway at intersections to promote traffic calming and slower turning speeds, improve the visibility of a pedestrian for a driver, and can also provide a better delineated and protected area for cars when there is on-street parking. Curb extensions can also be used to introduce green infrastructure such as bioswales or rain gardens.*

113 parking spaces at the station). Yet, there is little in the way for pedestrian accommodations in the area. To improve conditions, the City, in partnership with the new developments need to make significant improvements, especially at intersections where pedestrian/vehicle conflicts are most likely to occur. Such improvements can include pedestrian countdown timers, wider crosswalks that provide more space and visibility for pedestrians curb extensions that reduce crossing distances, and streetscape improvements like street trees and benches.

While the public transportation focus for the Main Street district is around the two train stations, bus service is heavily prevalent within the area, and residents rely on frequent and reliable service for work, school, and services. The 21, 73, and 79 routes all run the length of Main Street, while portions are also served by the 94 and 97 lines. As a result, considerations should be given to bus transit riders and service to make a better experience. Such improvements could include basic amenities at the stops like benches and shelters to enhancements like real-time display boards, advanced fare vending, a regional route map and bus-only markings in front of the stop with transit curbs to allow the bus to pull as close to the sidewalk as possible.

## **I-280 and Freeway Drive**

As previously discussed in this element, the current conditions of I-280 and the associated Freeway Drives present a significant challenge and detriment to the quality of life of the City and its residents. The area has been studied for improvements in recent years, first by the Inner Morris & Essex Strategic Corridor Plan in 2013 funded through the Together North Jersey's Local Demonstration Project program, and then as a follow on the "Freeway Drive & Station Area Safety and Pedestrian Realm Study," a Subregional Studies Program project, which was funded by the North Jersey Transportation Planning Authority and sponsored by Essex County. The studies advance many important recommendations with the goals of bridging the gap that I-280 creates, making the Freeway Drives more safe and pedestrian friendly, and creating new developable or civic spaces within the study area. The City's vision for these roadways include a bike lane running along West Freeway Drive and a parking lane along East Freeway Drive with a shared maneuvering space for cars and buses. In addition, upgrades to traffic lights by NJDOT to adaptive signals is a top priority.

Because of the location of these roadways directly to the south of the train stations, these improvements are critically important to help connect the northern and southern parts of East Orange, especially between the Main Street and Central Avenue commercial districts. The most recent study identifies short, medium, and long term actions by the City and stakeholders, and East Orange can work to immediately start to implement the "low hanging fruit". The list of recommendations from the study includes:

### ***Community Engagement and Pilot Programs***

- Temporary closures of Freeway Drive for bicycle events
- Mural projects on blank wall sections of Freeway Drive
- Traffic and Pedestrian education programs

### **Operational Traffic Improvements**

- Improved traffic signal phasing
- Restriping of Freeway Drives
- New lighting below train underpasses
- Restriping of I-280 ramps

### **Permanent Infrastructure Improvements**

- Physical improvements (bulbouts, bike lanes, etc.) to Freeway Drives
- Reduce speed limits to 30 mph (in concert with other improvements)
- Improvements to north-south bridges
- New lighting on bridges
- Capping of I-280 in strategic locations (long term vision)



*Long term vision for Brick Church station area with freeway cap over I-280.  
Source: Freeway Drive & Station Area Safety and Pedestrian Realm Study*

*Freeway caps are structures built on top of or over the openings of highways. They can provide new land for development, park, or other civic spaces.*

Long term, the goal for East Orange is for there to be freeway caps, as a way to reverse the long term damage done to the City by the construction of I-280 and Freeway Drives. There is ample precedent in cities like Boston and Dallas where freeway caps have been successfully used as a way to improve conditions and create valuable civic and park spaces. While the project may require significant funding and time, this would be another catalyst to making East Orange a destination city.

### **Central Avenue Corridor**

Located south of the I-280 corridor, Central Avenue is a county roadway and another major commercial retail and services district for East Orange. Similar to Main Street, the development pattern of Central Avenue has changed from buildings constructed close to the street (at the intersection of Central Avenue and Harrison Street) to more suburban style developments where the buildings are set back further from the street line and parking is located in front or to the side. Part of these changes are a result of traffic volumes on Central Avenue, which is a significant commuting corridor between Orange and Newark.

Despite these changes, upper Central Avenue (between South Harrison Street and South Clinton Street) has significant amenities that should make it desirable to pedestrians. Sidewalks are wider than average, there is an enjoyable streetscape with places to sit, street trees, a raised and planted median that



provides for separation between vehicle traffic and creates pedestrian refuge while crossing at some locations. These walkable areas should be protected, and when the opportunity arises, less walkable areas should be fixed to restore the urban form, and expanded further south along Central Avenue. Multiple driveways onto Central Avenue should be discouraged to promote more efficient traffic operations and improve safety. As the East Orange General Hospital is able to expand or as complimentary uses begin to locate on Central Avenue, these improvements would encourage employees to walk on Central Avenue and visit businesses to shop and eat.

## Public Transportation Service and Facilities

Brick Church and East Orange train stations are two of the City's most important assets, and their presence is a key reason why over \$700 million of private investment is coming into East Orange. Many of these new developments are located within the City's Transit Village and Redevelopment Area, within one-half mile of Brick Church station. The stations have some of the highest rate of growth on NJ TRANSIT's system over the last 10 years, and because of the new Transit Oriented Development occurring, the growth of ridership at both train stations are expected to continue. As a result of these changes, the stations should be improved to reflect the investment occurring around them. During the community engagement process, the poor conditions at the train stations elicited the most comments. Participants found the stations to be ugly, sometimes felt unsafe because of the poor lighting, often smelled bad, thought the bike racks were in an undesirable location, and wanted to see the East Orange Station sitting area be opened up to riders, similar to what is seen in suburban locations like Madison and Morristown train stations. In addition, there was dissatisfaction and concern at Brick Church station is not ADA accessible, despite being one of the busier train stations and having more frequent service. If East Orange is to become a destination city and a catalyst for new investment, significant capital investment should be made by NJ TRANSIT to support the economic growth occurring around these stations. East Orange should also treat these stations as a reflection of the City, and assist NJ TRANSIT to address quality of life issues around the station, ensuring the areas remain inviting and secure for users. The stations have opportunities for adaptive reuse, integrating a retail/restaurant component of the former waiting room space.

East Orange's reliance on good public transportation is not just about the train stations, however. Eleven NJ TRANSIT bus routes travel through the City, mostly destined for Newark. In addition, Coach USA also provides bus service on three routes. These routes provide critical local and regional mobility for residents looking for opportunities for work, education, healthcare, and other services. Generally, participants in the City's workshops for the Master Plan were pleased with the level of service from the NJ TRANSIT routes, and the more negative comments had to do with the reliability of service by Coach USA and the courtesy of their drivers. Some comments that were provided include a need for additional north-south bus routes to better connect some neighborhoods to the train stations, and concern that the bus service is geared towards lower-income individuals. While NJ TRANSIT provides quality bus service for riders in all areas of the state, there are some aesthetic improvements at bus stop locations,

investment in low floor buses on local routes, and a change to electric buses that could help change the stigma of bus transportation in East Orange.

The former Ampere Train Station continues to be a key area of interest for the City and its residents. Situated in the heart of the Ampere neighborhood, the station, along with one of the City's branch libraries, presents a reminder of the importance of the neighborhood within East Orange as a key transportation and civic hub. Even now, there is a uniqueness and vibrancy that sets it apart from other neighborhoods within the city. While it is discussed further in the Land Use Element, there is opportunity for Transit Supportive Development by upzoning parts of the area and reviewing the Worthington Pump Site for an area in need of redevelopment where new high-density residential or mixed-use can occur. The promotion of new population and economic activity to the area around the former station provides a way for the City to continue to communicate its long-term desire to see the station activated once again, and that it is serious about it by enticing development that can support the necessary ridership.

### **Neighborhood Parking**

In any city, parking can be a scarce and critical resource, especially in areas which the availability is greatly limited by development patterns which were mostly formed by the early 20<sup>th</sup> century. East Orange is no exception. While not all areas are affected by a lack of available parking, there are neighborhoods where this is a significant issue. Many of these neighborhoods have homes which pre-date garages, or have been converted from larger single-family homes to two or three family homes, where a home which may have once had 1 to 2 automobiles per home, now have upwards of 6 or more. The issue is mostly felt in the evening when there are overnight parking restrictions (2am-6am), and alternate side of the street parking in order to accommodate street sweeping operations. As not all city neighborhoods have a dearth of available parking, these restrictions may not be necessary for all city streets. In order to best determine which parking strategies are necessary in each neighborhood, a citywide parking study should be considered, and restrictions against overnight parking without permits rescinded where there is little need for them. Further, East Orange should review its street sweeping operations to determine whether it would be more beneficial to move street sweeping to the daytime work hours when potentially less people would need to park on the streets.

Many of the neighborhoods with parking issues are also the ones struggling with vacant and abandoned properties, which may present an opportunity to address some of the neighborhood parking issues, at least temporarily. Vacant properties which have been acquired by the City could be utilized in two ways. First, narrow lots which sit between two occupied parcels may be subdivided and conveyed to the adjacent property owners for their use as a parking area, or for constructing a garage. Second, larger lots can be cleared and provided to local residents for free off-street parking. In exchange, residents would agree to maintain the lots - keeping them mowed, shoveled, and free of debris. This can be done up until such a time as the City is able to find a willing developer of the lot, or done on a permanent basis if it continues to work well.

## Complete Streets

The term “Complete Streets” is used to describe a context-sensitive approach to roadway design that considers the needs of all users, including motorists, bicyclists, pedestrians, transit users, and people of limited mobility. The planning and design of a Complete Street also considers the access needs of the surrounding land uses.

The City of East Orange adopted a Complete Streets Policy in September 2013. The Resolution defined Complete Streets as a mean to provide safe access for all users by designing and operating a comprehensive, integrated, connected multi-modal network of transportation options. As a result, the East Orange City Council identified the City’s streets as a place which should be designed to accommodate the users of all modes of transportation – drivers, pedestrians, bicyclists, and transit riders, and ages and abilities whether they be able-bodied adults, children, older adults or people with limitations. In addition, it directed the Planning and Zoning Boards, Redevelopment Entity, and the City’s planning and engineering professionals to incorporate Complete Streets in the City’s reviews of major site plans and redevelopment projects.

## Road Diets

For a city whose residents who largely rely on walking and using public transportation to get to work, school, and services, it is imperative that East Orange ensure that its roads are safe and accessible for all users, regardless of the type of transportation they are using. Many of the roadways in East Orange are designed to accommodate two things – automobile traffic and on-street parking for vehicles. Where there is opportunity, roads should be reviewed for redesign to accommodate other modes. One way to do this is through a road diet. Road diets are primarily aimed at addressing a safety concern on four-lane roadways, but also has benefits that complement many elements of a Complete Streets policy described above. These four-lane roads often have relatively high crash rates due to the following operating conditions that elevate the risk of certain types of crashes:

1. On a four-lane undivided roadway, vehicles make left turns across two lanes of oncoming traffic.
2. On a roadway segment with multiple lanes in the same travel direction, motor vehicle laws require traffic to stay to the right and pass to the left. This means the faster traffic is using the same left-hand lane used by left-turning vehicles described in Item (1).

A road diet refers to the reduction in the number of lanes on a roadway. This typically involves the conversion of a four-lane roadway to a two-lane roadway to mitigate the crash risk described above, with turning lanes at intersections or a continuous center turning lane that allows left turns to be made outside the normal flow of traffic. Research indicates that a successful implementation of a road diet can result in an overall crash reduction of 19 percent to 47 percent, mainly by reducing risks of rear-end and left-turn crashes.<sup>10</sup> Additional benefits

### *Physical elements of a Complete Street can include:*

- *Pedestrian infrastructure – sidewalks, crosswalks, ADA ramps, crossing island, curb extensions*
- *Bicycle facilities – bike lanes, wide shoulders, neighborhood greenways*
- *Public transportation access – bus shelters, dedicated bus lanes, bus pullouts*
- *Traffic calming – road diets (reduction of travel lanes), street trees, back-in angled parking, center medians*
- *Local deliveries – parking regulations, on-street loading zones*

include a reduction in vehicle speeds, reduced pedestrian crossing distance, and opportunities to use the “leftover” roadway width for other street treatments such as on-street parking, bus stops, or bicycle lanes. These strategies can help “right-size” streets based on the kinds of activities that occur on a particular roadway and advance the city’s goal and a safe and mobile community.

## **Making East Orange Walkable and Bikeable**

Along the lines of advancing Complete Streets is the need to accommodate pedestrians and bicyclists in the City of East Orange. There are four strategies when it comes ensuring that a city is bikeable and walkable – engineering, enforcement, education, and encouragement. Much of the engineering aspects of promoting safe walking and bicycling comes in the way of physical infrastructure that has been discussed – Complete Streets, road diets, curb extensions, sharrows, bike lanes, etc. The City should identify roads where it wants to advance walking and biking, and review for capital projects where these can be accomplished. Evergreen Place and Park Avenue were identified at the Public Workshops as roadways where people would like to see bicycle facilities. The City should look to develop street design guidelines on critical roadways to ensure improvements are being made by new developments and city projects.



*East Orange residents rely on quality and safe pedestrian infrastructure on a daily basis*

As important are these other strategies. Enforcement refers to ensuring that everyone is following the laws when it comes to the rights and responsibilities of drivers, pedestrians and bicyclists. The East Orange Police Department is a key partner in this strategy. For example, many municipalities use grants from the Division of Highway Traffic Safety to conduct pedestrian crossing operations where police act as a pedestrian to see that drivers follow the law for a crossing pedestrian – that vehicles stop for a pedestrian in the crosswalk and remain stopped until they have crossed. There are also educational courses available for police departments that put the police officer behind the wheels of a bicycle, so they get a first-hand look at how bicyclists experience traffic and how the laws apply to them. Making the City more walkable and bikeable also requires that pedestrians and bicyclists also follow the rules of the road, so enforcing these laws are critical as well.

There is also a need for education. In some respects, enforcement and education can go hand in hand. Pedestrian “stings” by police also presents the opportunity for police officers to educate the driver on what the law is, and what they did wrong. There are more opportunities, however, to ensure that drivers, pedestrians, and bicyclists know what they are supposed to do before they even do anything wrong. Bike and walk rodeos are great ways for the local police

departments to interact with school-aged children, teach them how to safely cross a street, or how to safely ride a bicycle, check bike helmets for proper fits, and build community awareness and acceptance of walking and biking. Other programs include the North Jersey Transportation Planning Authority's "Smart Street", which is an educational outreach campaign to teach drivers and pedestrians on their rights and responsibilities. Whenever possible, the City should strive to participate in programs to improve knowledge and awareness of walking and biking.

Another important strategy to make East Orange a more walkable and bikeable city is for walking and bicycling to be encouraged. This can take the form of events or programs for all ages designed to get more people walking and bicycling in the City. One such program that could be done is developing a bikeshare program, which allows residents and others to "rent" a bike for a certain period of time and return to a kiosk when they are done. Located at strategic locations within the City – the train stations, YMCA, parks, Central Avenue Business District, East Orange General Hospital, etc., the ability to get a bicycle on demand can promote more bicycling throughout the City, whether for recreation or transportation. East Orange can also work with neighboring municipalities to coordinate for a bikeshare system, which helps expand usage and share costs. Another example is working with the School District to develop a Safe Routes to School Program. Since there is no busing for schools, students end up walking to school or are often dropped off by their parents. Safe Routes to School programs help promote walking to schools and can also assist cities in making physical improvements to pedestrian infrastructure on heavily traveled walking routes for school children. Partnerships with other organizations can also be formed to encourage walking and biking. For example, the City can work with East Orange General Hospital to sponsor walking clubs as a way to promote health and discourage obesity and heart disease. In addition, "Open Street" events can be held on weekends. These events close a roadway to vehicles, and allow people to use the entire street for walking and bicycling. Open Street events also tend to draw people from outside of the city, and promotes the city as a destination.

## Wayfinding

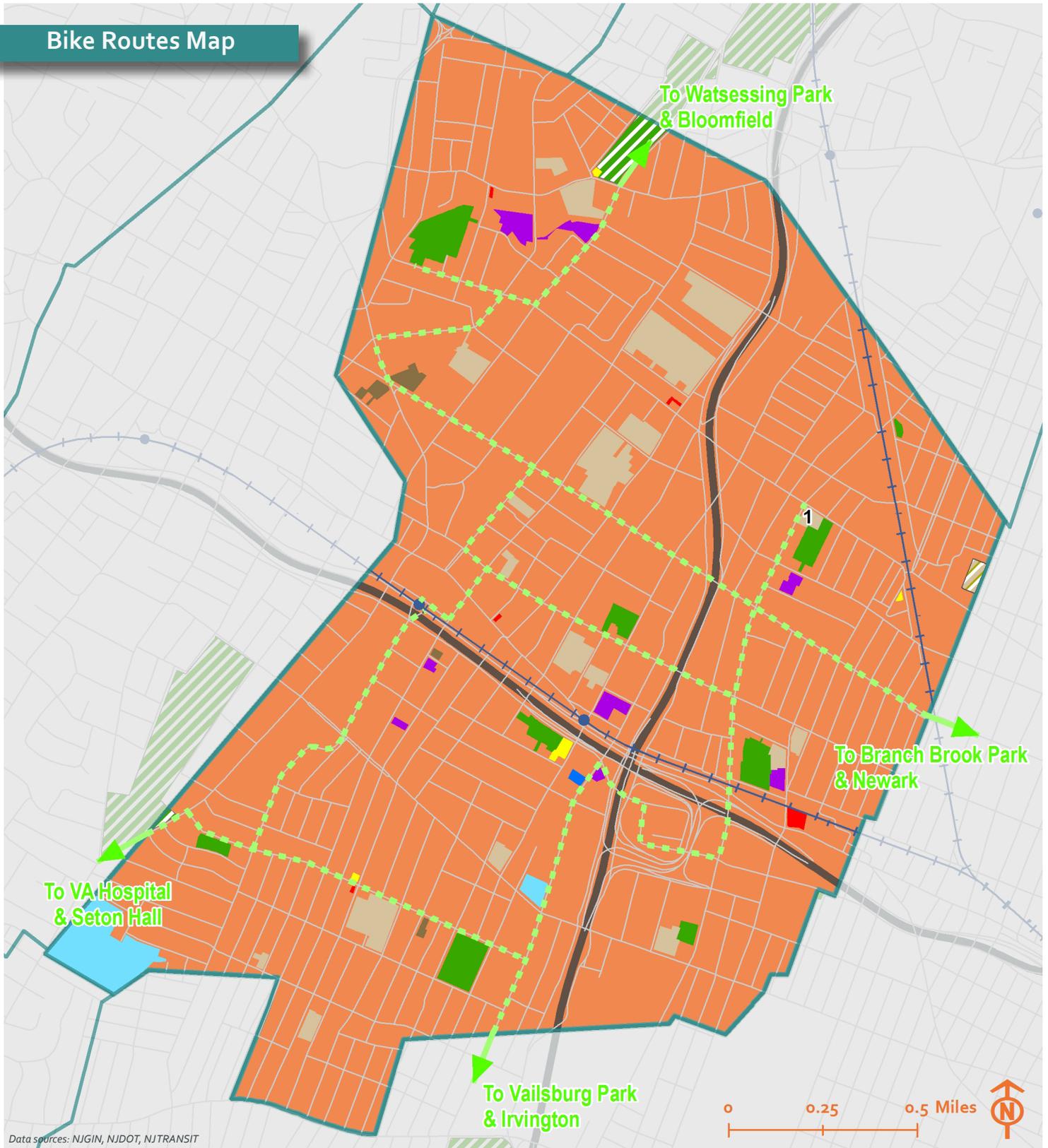
Reaching destinations in a vibrant and active community can sometimes feel daunting to visitors unfamiliar with the area. Identifying key locations through wayfinding signage can help improve trips and circulation in key areas. City gateways, major commercial areas, and around key locations such as City Hall and the train stations are potential areas to place wayfinding for both drivers and pedestrians. As the City continues to improve the City's streetscapes, a plan for wayfinding signage that is colorful unique, and easy to read should be an important initiative.



*Wayfinding in Montclair*

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# Bike Routes Map



Data sources: NJGIN, NJDOT, NJTRANSIT

## Proposed East Orange Bicycle Route

- |                           |                           |             |
|---------------------------|---------------------------|-------------|
| East Orange Bicycle Route | Private or Charter School | Police      |
| Civic Building            | County Tech School        | City Park   |
| Library                   | Hospital                  | County Park |
| City School               | Firehouse                 |             |

**1** The new location of the George Washington Carver Institute, currently under construction, is expected to open in Summer 2020.



### *Street Typologies:*

1. *Residential Street*
2. *Neighborhood Street*
3. *Community Thoroughfare*
4. *Regional Connector*
5. *Urban Boulevard*
6. *Main Street*

## COMPLETE STREETS – STREET DESIGN GUIDELINES

East Orange’s Street Design Guidelines are the culmination of technical research for the Circulation Element, feedback from public workshops and community events, and the inclusion of acceptable roadway design practices. More detailed description of the street typologies and cross-section illustrations can be found in Appendix C.

Rather than a “one-size fits all” approach to roads within East Orange, the guidelines provide a direction to implement road improvements that consider the mobility and accessibility needs of all potential users based on the surrounding land uses. The guidelines are designed to not only meet the needs of automobile drivers, but also accommodate trucks, transit service, bicyclists, and pedestrians where appropriate.

The guidelines consist of five street variants that are designed to reflect the general land use and roadway characteristics found throughout East Orange. The variants are context sensitive street designs for local and County roads, and recommended improvements may vary depending on whether the surrounding land uses could be characterized as residential, commercial, industrial, or mixed-use, for example. These variants also incorporate strategies such as Complete Streets, Transit-Oriented Development, road diets, and walkable communities. The design guidelines do not replace FHWA’s Highway Functional Classifications, but supplement them by considering the essential relationship of land use and transportation. Additionally, the street design guidelines support a number of this plan’s goals and objectives.

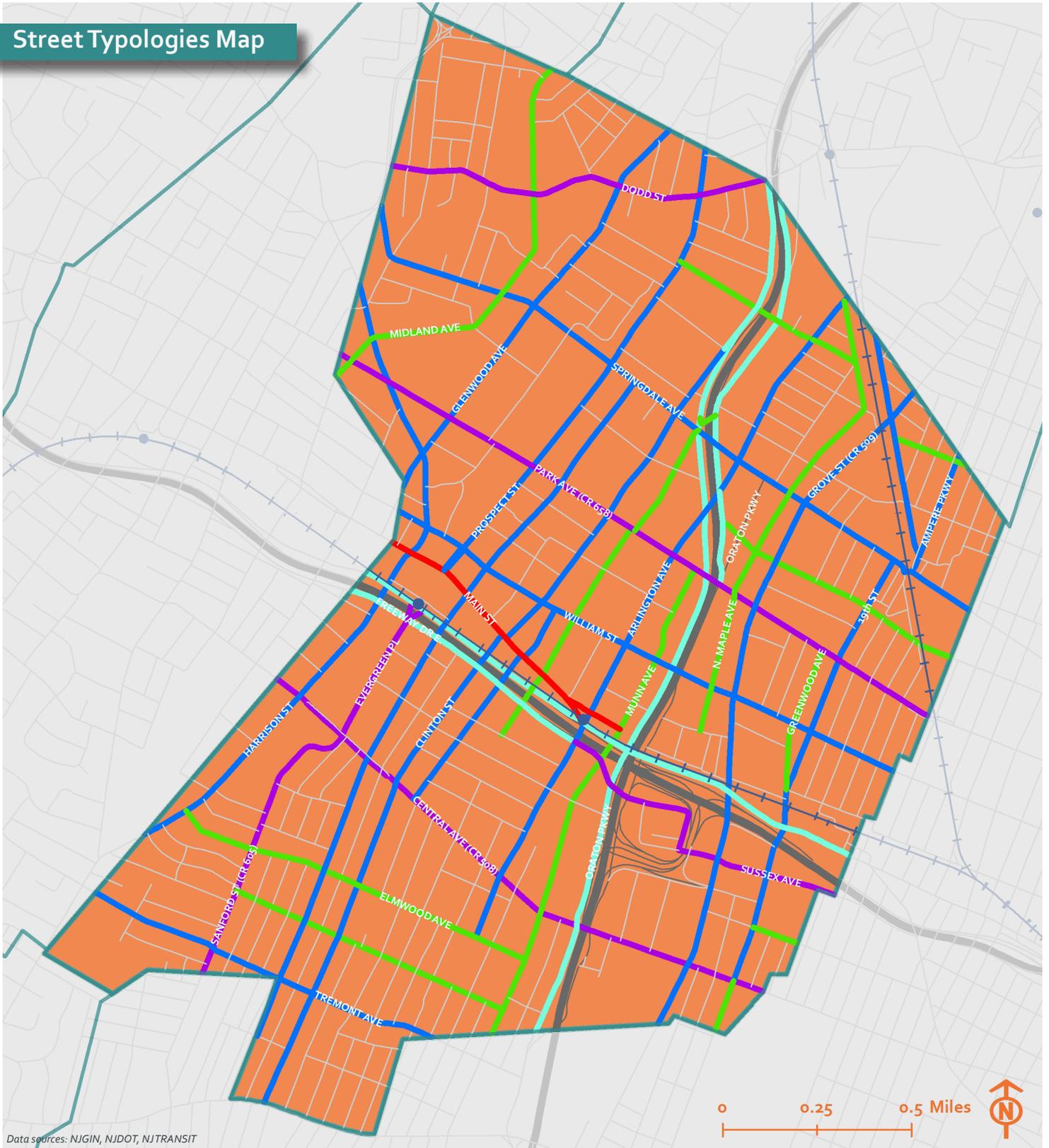
Each street typology is designed to be a “complete street” to meet the needs of the users who may travel on a particular roadway. By considering accommodating the various modes, these guidelines promote safe travel, encourage mobility by all users, and support accessibility to land uses.

Second, the street design guidelines serve as a basis for discussion on what improvements can be incorporated into County road projects. Additionally, the guidelines provide a toolkit of potential treatments, but each project can be adapted to what improvements may be desirable to the local community, and suitable to the conditions of the particular roadway.

Finally, the guidelines are intended to be implemented so that roadway improvements enhance surrounding land uses, potentially making them more attractive to new development or redevelopment. And the guidelines support well-maintained infrastructure by guiding improvements on a roadway that reflect users’ needs rather than a one-size fits all approach to road improvement projects.

It is recommended that these design guidelines be reviewed and refined by Public Works, and then adopted into ordinance. The ordinance will use these design guidelines to determine what streetscape improvements are required to be made by new developments, or included as part of roadway improvements in capital programming.

# Street Typologies Map



Data sources: NJGIN, NJDOT, NJTRANSIT

## Street Typologies

- Residential Street
- Community Thoroughfare
- Main Street
- Neighborhood Street
- Regional Connector
- Urban Boulevard

# CIRCULATION RECOMMENDATION CHECKLIST

The following recommendations provide a checklist of the strategies discussed within the Circulation Element in order to prioritize actions, identify the responsible department(s) and to keep track of accomplished tasks.

Strategy	Implementing Party	Timeframe	Check Box
<b>GENERAL</b>			
1 Establish a Transportation Advisory Council made up of key transportation stakeholders such as NJDOT, NJ TRANSIT, representatives from each Ward, Meadowlink TMA, Public Works, and others to discuss transportation issues and opportunities in the City.	Planning Department	Short	
2 Seek Federal and State grants to offset the cost of transportation projects, and to fund new City initiatives.	Planning Department	Short to Long	
3 Develop and adopt Complete Streets design guidelines, and codify them within the municipal zoning code for implementation with new developments and capital improvements.	Planning Department/ City Council	Medium	
4 Develop and implement a wayfinding plan to more easily direct visitors to major destinations in the City.	Planning Department/ Public Works	Medium	
5 Partner with Meadowlink Transportation Management Agency (TMA) to promote transportation demand strategies to employers such as telecommuting, ridesharing, and flexible work hours to reduce congestion during peak commuting hours and increase productivity.	Planning Department	Short	
6 Monitor the expansion of ride-share services such as Uber and Lyft in East Orange and study the potential for partnerships with companies to support first/last-mile trips to transit and supplement transportation services for people with limited mobility.	Planning Department	Short to Medium	
7 Suggest to property managers of high-rise apartment buildings that they provide designated ride-share service (i.e. Uber and Lyft) waiting areas for drop-offs and pick-ups.	Planning Department	Short	
8 Encourage the exploration of purchasing a City electric vehicle fleet and electric vehicle charging station for use by employees and the public.	Public Works	Medium to Long	
9 Continue to support Transit Oriented Development around East Orange and Brick Church stations, while implementing Transit Supportive Development policies in areas such as Ampere Plaza where the City would like to see new or improved transit service.	Planning Department/ City Council	Short to Long	

Strategy	Implementing Party	Timeframe	Check Box
10 Hire or contract for a transportation planner for the Planning Department. The primary responsibilities will act as a liaison to transportation agencies in the region and implementing the recommendations found in this Circulation Element.	Planning Department/ Public Works	Short	
<b>ROADWAY</b>			
11 As needed, increase capital funding for the maintenance of City streets.	Public Works	Short to Long	
12 To improve operations, replace existing traffic signals with video detection systems and adaptive signal technology at key intersections and corridors.	Public Works	Medium to Long	
13 Work with NJDOT and other transportation agencies to advance the recommendations from the Freeway Drive & Station Area Safety and Public Realm Study.	Planning Department/ City Council	Short to Long	
14 Advocate for a freeway cap for I-280 in strategic locations to improve pedestrian connections and civic space in the City.	Planning Department/ City Council	Long	
15 Review City roadway volumes for opportunities to conduct road diets.	Planning Department/ Public Works	Short to Medium	
16 Review narrow city roadways and their parking constraints for solutions such as converting the roadway to one-way, limiting parking to one side of the street, or widening the street as necessary	Planning Department	Short to Long	
17 Work with Essex County to convert outside travels lanes to parking lanes on Park Avenue, and consider using extra space for bike lanes.	Planning Department/ Public Works	Short to Medium	
18 Monitor advances in vehicle technology and consider the investment in roadside devices that interface with connected vehicles (V2I).	Planning Department/ Public Works	Medium to Long	
19 Monitor high crash locations in the City, and conduct necessary road safety audits to identify potential safety countermeasures.	Planning Department/ Public Works	Short to Long	
20 Conduct a pilot closure of Walnut Street between Freeway Drive East and Main Street as an-grade pedestrian only plaza over I-280.	Planning Department/ Public Works	Short to Medium	
<b>BICYCLE AND PEDESTRIAN</b>			
21 Develop a Citywide Bicycle and Pedestrian Action Plan.	Planning Department	Short	
22 Partner with the Board of Education to develop a Safe Routes to School Plan and Walking Audit for the City's neighborhood schools.	Planning Department/ Board of Education	Short to Medium	
23 Explore bike share possibilities for East Orange. Municipal partners could include Newark, Orange, and South Orange to utilize a combined system.	Planning Department	Short to Medium	

Strategy	Implementing Party	Timeframe	Check Box
24 Plan events to encourage bicycle usage and activities. Opportunities could include an Open Streets event (where Main Street is closed to only bicycles and pedestrians for a period of time) on Main Street, or a Tour of East Orange bicycle race.	Planning Department/ Recreation Department	Short	
25 Participate in available Meadowlink Transportation Management Association (TMA) education and community programs, such as Safe Routes to School, bike safety education, Park(ing) Day, and others.	Planning Department	Short	
26 Request to participate in the NJTPA's Street Wise pedestrian safety campaign.	Planning Department/ City Council	Short	
27 Work with residents to improve sidewalks when road repaving projects are occurring.	Public Works	Medium to Long	
28 Strengthen pedestrian and bicycle connections to East Orange parks and other civic facilities with appropriate signage and infrastructure.	Planning Department/ Public Works/ Recreation Department	Short to Long	
29 Develop a bicycle route map for the City that connects key locations and neighborhoods.	Planning Department	Short	
30 Work with Essex County to conduct a pilot road diet on Central Avenue with temporary bike lanes as a way to measure potential Complete Streets treatments on that roadway.	Planning Department	Short to Medium	
31 Partner with East Orange General Hospital to promote neighborhood walking campaigns to support healthy initiatives and raise awareness for the need for good pedestrian infrastructure.	Planning Department	Short	
32 Partner with East Orange Police Department to conduct 'bicycle rodeos' and helmet checks at City schools.	Planning Department/ Police Department/ Board of Education	Short	
33 Explore the potential of a sidewalk improvement fund. This fund could be supported through new development applications as a way to make repairs or address gaps in existing sidewalk infrastructure in off-site locations.	Planning Department/ Public Works	Short to Medium	
34 Ensure that roadway improvements include at least the minimum provisions for bicyclists, such as "sharrows" or signage like "Share the Road" or "Bikes may use full lane".	Planning Department/ Public Works	Short to Medium	
35 Continue to implement ADA accessibility design standards on city streets and at intersections. Include other provisions for universal design such as audible and tactile pedestrian actuated signal devices at wheel-chair accessible heights.	Public Works	Short to Long	
36 Explore the potential for converting Old Sanford Street to a pedestrian only plaza, and hosting events in concert with CABID.	Planning Department/ Public Works/CABID	Short to Medium	

Strategy	Implementing Party	Timeframe	Check Box
<b>PUBLIC TRANSPORTATION</b>			
37 Require that new developments include areas for bicycle parking and storage in exchange for lower parking ratios.	Planning Department/ Zoning Code	Short	
38 Continue to support the reactivation of service at Ampere train station.	Planning Department/ City Council	Short to Long	
39 Explore partnerships to provide jitney service to areas that lack good connections to train service and require contributions from new developments to help subsidize jitney service.	Planning Department	Medium to Long	
40 Support funding and progress for Amtrak's Gateway Program for improved rail connections into Manhattan.	City Council	Short to Long	
41 Advocate for improved physical conditions and amenities at East Orange and Brick Church train stations. East Orange station should be improved to such a point that the station is opened to the public.	Planning Department/ City Council	Short to Long	
42 Request Brick Church station be made fully ADA accessible for potential transit usage.	Planning Department/ City Council	Short to Long	
43 Work with Coach USA to promote the 24 bus line as a "Meds and Eds" bus route that connects several healthcare and education institutions in East Orange and Newark.	Planning Department	Short	
44 Advocate for the purchase of low-floor buses by NJ TRANSIT for use on East Orange served bus routes.	Planning Department	Short to Long	
45 Identify opportunities for creative placemaking where art and cultural amenities may be integrated into the East Orange and Brick Church stations.	Planning Department	Short to Long	
46 Encourage the exploration of and conversion to all-electric buses on local NJ TRANSIT routes.	Planning Department	Short to Long	
47 Support the study and development of a regional transit pass that would allow users to use a single payment method for trips on NJ TRANSIT, PATH, NY Waterways, and MTA systems.	Planning Department	Short to Long	
48 Conduct a north-south oriented bus service needs study for the Arlington Avenue/Munn Avenue area.	Planning Department	Short	
49 Reduce bus trips along Main Street and study the potential for Bus Rapid Transit (BRT) to/ from Newark along Freeway Drive.	Planning Department/ East Orange Parking Authority	Short to Long	
50 Partner with private development to explore the potential for establishing a bus terminal around Brick Church station.	Planning Department	Medium to Long	

Strategy	Implementing Party	Timeframe	Check Box
<b>PARKING</b>			
51 Maintain required parking ratios within the ½-mile radius of Brick Church station Transit Village Redevelopment Area at 1 space per unit.	Planning Department	Short	
52 Establish a vacant property parking pilot program in areas of neighborhood parking shortages. Residents would be able to temporarily park on vacant lots in exchange for the lots upkeep (mowing, snow shoveling, trash cleanup, etc.)	Planning Department/ Property Maintenance	Short to Medium	
53 Conduct a citywide parking study to determine the parking needs of each neighborhood, and consider updating the parking requirements in the zoning code and overnight parking restrictions for specific neighborhoods.	Planning Department	Short to Medium	
54 Review the potential moving of street cleaning operations to the daytime when more people are at work.	Planning Department/ Public Works	Short	
55 Eliminate commercial parking requirements for Neighborhood Commercial (NC) zones in the City.	Planning Department	Short	
56 The City should establish a parking fund in which developers shall submit Payment in Lieu of Parking (PILOP) for any reduction of parking spaces provided below the parking requirements for that zone.	Planning Department	Short to Long	
57 Consider approaching the state Department of Community Affairs (DCA) and make a request for a city-wide deviation from the Residential Site Improvement Standards (RSIS) for parking.	Planning Department	Short to Long	
58 Explore the use of mobile apps for metered parking in commercial areas.	Planning Department/East Orange Parking Authority	Short	
59 Partner with private developers and NJ TRANSIT to provide parking structures within close proximity to Brick Church and East Orange stations.	Planning Department/East Orange Parking Authority	Short to Long	
60 Encourage shared parking arrangements between businesses on the Central Avenue corridor and in Neighborhood Commercial (NC) zones.	Planning Department	Short	
61 Review the utilization of public parking facilities. Lots with low occupancy rates should be considered for sale or re-purposed.	Planning Department/ East Orange Parking Authority	Short to Medium	

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# HOUSING

Single-family homes on Cleavland Terrace

## GOAL #1

Provide quality housing to retain existing residents and attract new population.

## GOAL #2

Achieve a diverse mix of housing options and incomes to sustain the diverse needs of households.

## GOAL #3

Market East Orange as an emerging city with homeownership opportunities.

## GOAL #4

Protect the character of stable residential neighborhoods.

## GOAL #5

Revitalize under-served areas with new investment.

## INTRODUCTION

The Fair Housing Act requires that a municipal Housing Element include an analysis of a municipality's demographic and employment characteristics to "achieve the goal of access to affordable housing to meet present and prospective housing needs" and "pay particular attention to low and moderate income housing."<sup>11</sup>

In accordance with the Fair Housing Act at N.J.S.A. 52:27D-310, a housing plan element shall contain at least the following:

- An inventory of the municipality's housing stock by age, condition, purchase or rental value, occupancy characteristics, and type, including the number of units affordable to low and moderate income households and substandard housing capable of being rehabilitated
- A projection of the municipality's housing stock, including the probable future construction of low and moderate income housing, for the next ten years, taking into account, but not necessarily limited to, construction permits issued, approvals of applications for development and probable residential development of lands;
- An analysis of the municipality's demographic characteristics, including but not necessarily limited to, household size, income level, and age;
- An analysis of the existing and probable future employment characteristics of the municipality;
- A determination of the municipality's present and prospective fair share for low and moderate income housing and its capacity to accommodate its present and prospective housing needs, including its fair share for low and moderate income housing; and,

- A consideration of the lands that are most appropriate for construction of low and moderate income housing and of the existing structures most appropriate for conversion to, or rehabilitation for, low and moderate income housing, including a consideration of lands of developers who have expressed a commitment to provide low and moderate income housing.

## Affordable Housing Obligation

In conjunction with the Housing Element, municipalities are tasked to develop a Fair Share Plan, which identifies the municipalities affordable housing obligation number per the Fair Housing Act. However, there are forty six (46) municipalities in New Jersey, East Orange being one, that are excluded from creating a plan to develop affordable housing via Council on Affordable Housing Rules (COAH). These municipalities are those that are designated “urban aid” by the State, and also meet one of three criteria (specified below) related to the level of existing LMI housing deficiency, population density, and available land within the municipality. State-designated urban aid municipalities must qualify under one or more of these standards.

1. A level of existing LMI housing deficiency exceeding average LMI housing deficiency for the region in which they are located or;
2. A population density of greater than 10,000 persons per square mile or;
3. A population density of 6,000 to 10,000 persons per square mile AND less than 5 percent of vacant, non-farm municipal land as measured by the average of the proportion of land valuation and the proportion of total parcels represented by vacant parcels (as reported by the New Jersey Department of Community Affairs).

## Demographic Information

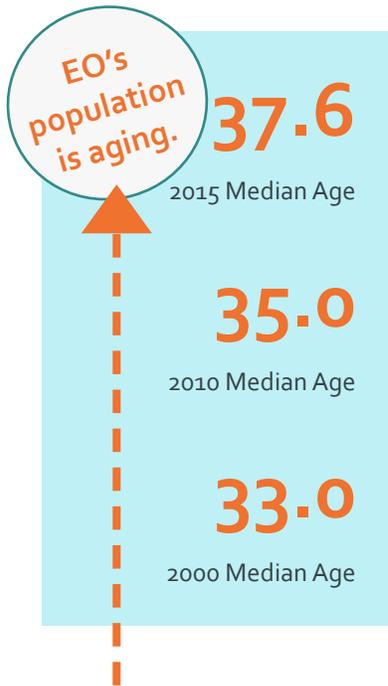
### *Historic and Projected Population*

In the past four decades (1980-2010) East Orange has experienced population decline. The City has also experienced the greatest population loss over the past two decades (1990-2010) compared to other Essex County municipalities. However, the City remains the 2<sup>nd</sup> highest populated municipality in the County and is the second densest (even more dense than Newark). Census data from 2015 indicates the City’s population is increasing, and the North Jersey Transportation Planning Authority (NJTPA) population forecasts predict that population in East Orange will continue to grow into the year 2040. This forecast establishes the need for a range of development activities, including additional housing, infrastructure, and transportation improvements in order to meet the needs of all current and future residents.

**Table 1: Historic Population Trends (1990-2010) & 2040 Population Forecast**

	1990	2000	2010	2040
Essex County	778,206	793,633	783,969	916,000
East Orange	73,552	69,824	64,270	73,580

Source: US Decennial Census & NJTPA Population Forecast by County and Municipality



### Age Distribution and Population

The percentage of school-aged children (19 or younger) account for over a quarter of the City's population in 2010 (28.5%), which decreased from 2000 (30.8%). The largest decline occurred in the 35-44 age cohort (-1.37%) where the largest increase occurred in the 45-54 age cohort (2.03%) and the 55 to 64 age cohort (1.84%). Clearly, there is a larger gain overtime of an older population (35 and older) and a loss of those under the age of 35.

**Table 2: Population by Age Cohort in East Orange-2000 & 2010**

	2000		2010	
	Total	Percent	Total	Percent
Under 5	5,535	7.93%	4,650	7.24%
5 - 9	5,709	8.18%	4,395	6.84%
10 - 14	5,368	7.69%	4,468	6.95%
15 - 19	4,863	6.96%	4,805	7.48%
20 - 24	5,002	7.16%	4,708	7.33%
25 - 34	10,579	15.15%	9,125	14.20%
35 - 44	10,434	14.94%	8,722	13.57%
45 - 54	8,416	12.05%	9,048	14.08%
55 - 64	6,073	8.70%	6,777	10.54%
65 & over	7,845	11.24%	7,572	11.78%

Source: US Census Bureau 2000 & 2010, DP-1 Profile of General Demographic Characteristics



### Race and Hispanic Origin

Nearly 89% of the population in East Orange is black. East Orange remains the highest Black populated municipality in Essex County (89.48%), followed closely by Irvington (85.35%), Orange (73.95%) and Newark (50.14%). Given East Orange's racial composition, it is important to continue efforts to provide equal access to City land uses and amenities while catering to the diverse needs of City residents.

**Table 3: Race and Hispanic Origin - 2000 & 2010**

	2000		2010	
	Total	Percent	Total	Percent
<b>Total Population</b>	<b>69,824</b>	<b>100%</b>	<b>64,270</b>	<b>100%</b>
White	2,683	3.84%	2,657	4.13%
Black	62,462	89.46%	56,887	88.51%
Asian	302	0.43%	465	0.72%
Some Other Race	1,496	2.14%	2,370	3.69%
Two or More Races	2,653	3.80%	1,605	2.50%
American Indian	177	0.25%	248	0.39%
Native Hawaiian/Other Pacific Islander	51	0.07%	38	0.06%
Hispanic or Latino (any race)	3,284	4.70%	5,095	7.93%

Source: US Census Bureau 2000 & 2010, DP-1 Profile of General Demographic Characteristics

## Income and Poverty Status

East Orange's median household income is \$36,921 which is significantly lower than Essex County's median (\$17,055 lower) and the State's median (\$35,172 lower). Approximately 82% of East Orange residents earn less than \$50,000 compared to 47% at the county and approximately 36% at the state. Median family income for the City falls below County and State levels, at \$45,847 whereas median non-family income is \$6,182 lower than the County and \$14,993 lower than the State.

**Table 4: Median Income Characteristics - 2015**

	East Orange	Essex County	New Jersey
Median Household Income	\$36,921	\$53,976	\$72,093
Median Nonfamily Income	\$24,816	\$30,998	\$39,809
Median Family Income	\$45,847	\$68,611	\$88,335
Per Capita Income	\$21,656	\$32,708	\$36,582
Poverty Status (% of people)	21.10%	17.30%	10.80%
Under 18 years	30.4%	24.4%	15.5%
Poverty Status (% of families)	18.50%	14.20%	8.20%

Source: 2015 American Community Survey 5-year estimates: DP03 Selected Economic Characteristics

Median household income, median family income and median non-family income are measures of the "middle income value" in an ordered list of each group's income values. Non-Family Incomes are those values that represent a householder either living alone or with non-relatives only, whereas a Family Income are those values that represent householders living with one or more individuals related to him by either birth, marriage, or adoption. The Median Household Income is a value represented by the household, regardless of whether it is a family or non-family household.

East Orange's Per Capita Income is determined by dividing the aggregate income of the City's residents by its total population. Median income for City households and per-capita income fall below the State level and the County level.

**Table 5: Household Income - 2015**

	East Orange		Essex County		New Jersey	
	Total	Percent	Total	Percent	Total	Percent
Less than \$10,000	3,645	14.28%	25,944	9.33%	175,687	5.51%
\$10,000 to \$14,999	1,879	7.36%	16,436	5.91%	120,837	3.79%
\$15,000 to \$24,999	3,553	13.92%	29,468	10.60%	259,935	8.15%
\$25,000 to \$34,999	3,045	11.93%	27,271	9.81%	247,533	7.76%
\$35,000 to \$49,999	3,665	14.36%	31,925	11.48%	336,106	10.54%
\$50,000 to \$74,999	4,185	16.40%	42,143	15.15%	504,991	15.83%
\$75,000 to \$99,999	2,421	9.48%	27,827	10.01%	399,593	12.53%
\$100,000 to \$149,999	1,906	7.47%	33,608	12.09%	547,517	17.17%
\$150,000 to \$199,999	963	3.77%	16,898	6.08%	276,465	8.67%
\$200,000 or more	264	1.03%	26,565	9.55%	320,822	10.06%

Source: US Census Bureau, American Community Survey, 2011-2015 5-Year Estimates, Selected Economic Characteristics

The Office of Management and Budget sets poverty thresholds at a dollar value, which represents the poverty line and varies by family size and composition.<sup>12</sup> If a family's total income is less than the appropriate threshold, then that family

and every individual in it is considered to be in poverty. The poverty status for people (21.1%) and children (30.4%) are double than the poverty status of people and children statewide. With higher concentrations of poverty in East Orange, the housing market in East Orange becomes stratified by income, preventing some households from gaining access to jobs and reducing the quality of life.<sup>13</sup>

### Employment Characteristics

A jobs-housing balance begins by investigating the types and cost of housing, and the types of jobs in an area. Ideally, there is an adequate supply of housing that matches and is in proximity to employment in the area.

#### Historic and Projected Employment

The City of East Orange experienced above-average unemployment rates when compared to the County and the State until the recent Recession (2007-2010), where in 2011, the annual rate climbed to 13% from 7% in 2007. Since 2011, the unemployment rate has been declining slightly, but unemployment has not yet reached pre-recession rates and remains higher than the County and the State.

**Table 6: Annual Average Unemployment Rate - 2005 - 2015**

	<i>East Orange</i>	<i>Essex County</i>	<i>New Jersey</i>
2005	7.3%	5.6%	4.5%
2006	7.8%	5.9%	4.7%
2007	7.0%	5.3%	4.3%
2008	8.3%	6.4%	5.3%
2009	12.5%	10.3%	9.1%
2010	13.1%	10.8%	9.5%
2011	13.0%	10.8%	9.3%
2012	12.9%	10.7%	9.3%
2013	11.8%	9.7%	8.2%
2014	10.1%	8.0%	6.7%
2015	8.6%	6.7%	5.6%

*Source: New Jersey Department of Labor and Workforce Development, Labor Force Estimates*

The North Jersey Transportation Authority (NJTPA) projects in its “2040 Regional Transportation Plan” that East Orange will continue to grow, gaining about 148 employees annually over the next 30 years. For every one job East Orange will gain, the City will gain about two residents. Where employment will rise 22.8%, population will only rise approximately 13% in the projected time frame.

**Table 7: Employment Forecast**

	<i>Employment</i>	<i>Change</i>	<i>Percent</i>
2010	15,100	--	--
2040	19,500	4,460	22.80%

*Source: NJTPA Population Forecast by County and Municipality 2010-2040; 2010 Census*

## Occupational Characteristics

Of the 51,592 residents aged 16 years and over (eligible to be in the workforce) approximately 18% are unemployed.

**Table 8: Labor Force - 2015**

	Number	Percent
In labor force	34,415	66.71%
Not in labor force	17,177	33.29%
<b>Total Population (16+)</b>	<b>51,592</b>	<b>100%</b>

Source: US Census Bureau, American Community Survey, 2011-2015 5-Year Estimates, Selected Economic Characteristics

**Table 9: Class of Worker in Labor Force - 2015**

	Number	Percent
Private wage and salary workers	20,907	60.75%
Government workers	6,334	18.4%
Self-employed in own not incorporated business workers	1,032	3.00%
Unpaid family workers	17	0.05%
Armed Forces	0	0.00%
Unemployed in Labor Force	6,125	17.8%
<b>Total Residents in Labor Force</b>	<b>34,415</b>	<b>100.00%</b>

Source: US Census Bureau, American Community Survey, 2011-2015 5-Year Estimates, Selected Economic Characteristics

The Table below indicates the type of jobs located within East Orange, regardless of where the employee lives. The greatest share of East Orange employees work within the education services industry (33.57%), the professional, retail trade industry (12.97%) and the transportation and warehousing industry (10.20%).

**Table 10: Employment By Industry Sector (Age 16+) - 2015**

	Number	Percent
Agriculture, forestry, fishing and hunting, and mining	23	0.08%
Construction	763	2.70%
Manufacturing	1,248	4.41%
Wholesale trade	491	1.74%
Retail trade	3,668	12.97%
Transportation and warehousing, and utilities	2,885	10.20%
Information	665	2.35%
Finance and insurance, and real estate and rental and leasing	1,559	5.51%
Professional, scientific, and management, and administrative and waste management services	2,586	9.14%
Educational services, and health care and social assistance	9,497	33.57%
Arts, entertainment, and recreation, and accommodation and food services	2,014	7.12%
Other services, except public administration	1,275	4.51%
Public administration	1,616	5.71%

Source: US Census Bureau, American Community Survey, 2011-2015 5-Year Estimates, Selected Economic Characteristics

### Travel Time to Work

Commuting times for East Orange’s workforce varies. A majority of the workforce commute between 15 and 44 minutes. Overall, however, East Orange’s workforce have greater commute times than Essex County and New Jersey. About 16% of East Orange residents in the workforce also work in the City.

**Table 13: Travel Time To Work - 2015**

	East Orange		Essex County	New Jersey
	Total	Percent	Percent	Percent
less than 5	375	1.40%	1.64%	2.27%
5 to 14	3,370	12.61%	15.44%	20.06%
15 to 29	9,282	34.73%	31.34%	31.89%
30 to 44	6,618	24.76%	24.12%	21.07%
45 to 59	2,356	8.82%	9.19%	9.70%
60 to 89	3,006	11.25%	12.76%	10.18%
90+	1,720	6.44%	5.50%	4.84%

Source: US Census Bureau, American Community Survey, 2011-2015 5-Year Estimates, B08012 Travel Time to Work

**Table 14: Place of Work - 2015**

	Number	Percent
Work in East Orange	4,270	16.00%
Work outside East Orange	22,412	84.00%
<b>Total:</b>	<b>26,682</b>	<b>100.00%</b>

Source: US Census Bureau, American Community Survey, 2011-2015 5-Year Estimates, B08008 Workers by Place of Work

### Diversity of Housing Stock

East Orange’s long-term health is founded on meeting the needs of its population. Providing an adequate supply of diverse and affordable housing is key to ensure its vibrancy.<sup>14</sup>

The following section describes the characteristics of the City’s existing housing stock and household characteristics. There are approximately 25,526 households and 30,455 total housing units in the City of East Orange.

## Household Size

A household is defined as one or more persons, whether related or not, living together in a dwelling unit. The most common household size for the City is the one-person household and since 2000, East Orange has been seeing an increase in 1-person households. A two-person household is the second most common household size. The City has been seeing a significant decrease in 3- and 4-person households over the 2000 decade and there are more six-person and seven-person households in the City than in the County and the State.

**Table 15: Household Size - 2010**

	East Orange		Essex County		New Jersey	
	Total	Percent	Total	Percent	Total	Percent
1-person	8,936	35.82%	78,528	27.68%	811,221	25.24%
2-person	6,124	24.55%	75,513	26.62%	957,682	29.79%
3-person	3,994	16.01%	50,724	17.88%	558,029	17.36%
4-person	2,735	10.96%	43,154	15.21%	506,107	15.75%
5-person	1,594	6.39%	21,094	7.44%	231,727	7.21%
6-person	814	3.26%	8,335	2.94%	87,444	2.72%
7+ person	748	3.00%	6,364	2.24%	62,150	1.93%

Source: US Census Bureau 2010, H2, Household Size

## Household Composition

Family households are householders living with one or more individuals related to them by either birth, marriage, or adoption. Family households make up approximately 59% of households in East Orange, 10% less than the State's percentage.<sup>15</sup> Of the City's family households, only 39.45% are married couple households which is significantly lower than the State's share of married

**Table 16: Household Composition - 2000 & 2010**

	East Orange		New Jersey	
	2000	2010	2000	2010
<b>Family Household</b>	<b>61.79%</b>	<b>59.06%</b>	<b>70.30%</b>	<b>69.27%</b>
Married Couple	42.10%	39.45%	76.04%	73.81%
Married Couple with Children	46.15%	43.67%	62.60%	45.56%
Other Family, no children		47.22%		52.55%
Other Family with children	57.90%	52.78%	23.96%	47.45%
<b>Non-Family Household</b>	<b>38.21%</b>	<b>40.94%</b>	<b>29.70%</b>	<b>30.73%</b>
Single person living alone	86.31%	87.50%	82.55%	82.13%
Male householder	--	40.70%	--	41.25%
Female Householder	--	59.30%	--	58.75%
Single person not living alone	13.69%	12.50%	17.45%	17.87%
<b>Total</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>

Source: US Census Bureau 2000 & 2010, Profile of General Population



couple households (73.81%). Approximately 49% of family households in East Orange have children present. There is a higher percentage of children in family households city-wide than statewide.

Non-Family households, or households where the person is living alone or with non-relatives only, has increased Citywide and Statewide from 2000 to 2010. Of the non-family households in East Orange, 87.5% are householders living alone, of which most are female householders.

### *Housing Type*

East Orange has a varied housing stock, but the predominant housing type is an apartment building with 20+ units. More people live in these large-scale apartment buildings in East Orange than in Essex County as a whole. Single-family detached housing is the second most frequent housing type in East Orange, but it is less common for people to live in this housing type than in Essex County.

**Table 17: Housing Type By Number of Units in Structure - 2015**

	<i>East Orange</i>		<i>Essex County</i>	
	<i>Units</i>	<i>Percent</i>	<i>Units</i>	<i>Percent</i>
1-unit, detached	5,466	17.95%	104,898	33.43%
1-unit, attached	915	3.00%	17,195	5.48%
2 units	4,658	15.29%	47,619	15.17%
3 or 4 units	4,691	15.40%	53,555	17.07%
5 to 9 units	1,504	4.94%	18,250	5.82%
10 to 19 units	1,811	5.95%	16,005	5.10%
20 or more units	11,393	37.41%	55,948	17.83%
Mobile home	8	0.03%	283	0.09%
Boat, RV, van, etc.	9	0.03%	71	0.02%

*Source: US Census Bureau, American Community Survey, 2011-2015 5-Year Estimates, Selected Housing Characteristics*

## Number of Rooms and Bedrooms

Approximately 56% of the City housing stock has *fewer* than five rooms where about the same percentage of the statewide housing stock has *more* than five rooms. Housing unit size can vary by the number of bedrooms. The City has a higher percentage of smaller units (0-2 bedrooms) than larger units (3+ bedrooms).

**Table 18:**  
**Number of Rooms - 2015**

	<i>Number</i>	<i>Percent</i>
1 room	1,744	5.73%
2 rooms	1,122	3.68%
3 rooms	7,873	25.85%
4 rooms	6,429	21.11%
5 rooms	5,416	17.78%
6 rooms	2,919	9.58%
7 rooms	<b>1,578</b>	<b>5.18%</b>
8 rooms	1,304	4.28%
9+ rooms	2,070	6.80%
Median Rooms	4.2	

Source: US Census Bureau, American Community Survey, 2011-2015 5-Year Estimates, Selected Housing Characteristics

**Table 19: Number of Bedrooms - 2015**

	<i>East Orange</i>		<i>Essex County</i>	
	<i>Units</i>	<i>Percent</i>	<i>Units</i>	<i>Percent</i>
No bedroom	1,935	6.35%	16,703	5.32%
1 bedroom	9,693	31.83%	64,197	20.46%
2 bedrooms	8,887	29.18%	87,278	27.81%
3 bedrooms	6,098	20.02%	91,257	29.08%
4 bedrooms	1,645	5.40%	34,305	10.93%
5+ bedrooms	2,197	7.21%	20,084	6.40%

Source: US Census Bureau, American Community Survey, 2011-2015 5-Year Estimates, Selected Housing Characteristics

### Occupancy Status

A majority of East Orange's housing stock has remained renter-occupied (73%).<sup>16</sup> Both Essex County and Hudson County are the only Counties in the State that have residents who predominantly rent. Of the municipalities in those two counties, East Orange ranks 5<sup>th</sup> largest share of renters (Rank 1: Union City 79.91%, Rank 2: West New York 78.67%, Rank 3: Newark 77.88%, Rank 4: Orange 74.94%, Rank 5: East Orange 73.43%).<sup>17</sup> The City's vacancy rate in 2010 was 13.39% where approximately 64% of those units were vacant units for rent. In 2000, the vacancy rate was only 9%.<sup>18</sup>

**Table 20: Household Size and Tenure - 2000 & 2010**

	East Orange			
	Units		Percent	
<b>Housing Occupancy</b>				
Occupied	24,945		86.61%	
Vacant	3,858		13.39%	
For rent	2,456		63.66%	
Rented, not occupied	88		2.28%	
For sale only	424		10.99%	
Sold, but not occupied	95		2.46%	
For seasonal, recreational, or occasional use	39		1.01%	
All other vacants	756		19.60%	
<b>Total</b>	<b>28,803</b>		<b>100.00%</b>	
<b>Housing Tenure</b>				
	2000		2010	
Owner-Occupied	6,942	26.67%	6,627	26.57%
Renter-Occupied	19,089	73.33%	18,318	73.43%
<b>Total</b>	<b>26,031</b>	<b>100.00%</b>	<b>24,945</b>	<b>100.00%</b>

Source: US Census Bureau 2000 & 2010, Profile of General Population

## Projection of Housing Stock

### Historic and Projected Household Growth

Table 21 represents the City of East Orange's projection of housing stock, including the probable future construction of low and moderate income housing for the next ten years, as per the MLUL. N.J.S.A. 52:27D-310 requires that a housing element contain such a projection, including the probable future construction of low and moderate income housing for the next ten years. This projection takes into account but is not limited to construction permits issued, approvals of applications for development and probable residential development of lands.

Between 2000 and 2010, the City of East Orange experienced housing unit growth, gaining approximately 318 housing units. Between 2010 and 2015, the City gained approximately 1,652 housing units.

**Table 21: Housing Unit Growth**

	<i>Housing Units</i>	<i>Change</i>	<i>Percent Change</i>
2000	28,485	--	--
2010	28,803	318	1.12%
2015	30,455	1,652	5.74%

*Source: 2000 and 2010 Census; American Community Survey, 2011-2015 5-Year Estimates*

**Table 22: Historic Trend of Residential Certificates of Occupancy & Demolition Permits**

	<i>Certificates of Occupancy Issued</i>	<i>Demolitions</i>	<i>Net Development</i>
2000	0	24	-24
2001	62	123	-61
2002	4	96	-92
2003	78	94	-16
2004	109	397	-288
2005	61	53	8
2006	102	124	-22
2007	131	22	109
2008	33	10	23
2009	0	8	-8
2010	4	16	-12
2011	0	14	-14
2012	74	6	68
2013	68	15	53
2014	13	10	3
2015	147	12	135
<b>Total</b>	<b>886</b>	<b>1,024</b>	<b>-138</b>

*Source: "New Jersey Construction Reporter" - New Jersey Department of Community Affairs's Division of Codes and Standards & EO City Data for 2016*

Despite housing unit growth in the 2000 decade, during the same time period East Orange lost 1,074 households. The North Jersey Transportation Authority (NJTPA) projects in its “2040 Regional Transportation Plan” that East Orange will grow over the next 30 years with a decennial gain of 1,090 households. This growth forecast just barely regains the households lost in the 2000 decade.

**Table 23: Household Forecast**

	<i>Households</i>	<i>Change</i>	<i>Percent</i>
2000	26,024	--	--
2010	24,950	-1,074	-4.30%
2040	28,220	3,270	11.59%

*Source: NJTPA Population Forecast by County and Municipality 2010-2040; 2010 Census*

## Supporting Affordable Housing

East Orange must adhere to the requirements of the Fair Housing Act and provide a Housing Element, but as an urban aid community, the City is not required to provide its “fair share” of affordable housing for low and moderate income persons and households, like most other municipalities in the State. However, East Orange should be aware of recent court decisions relating to affordable housing should circumstances change.

### Owner-Occupied Housing Values

Approximately 45% of East Orange housing units have a value of less than \$200,000. Homes valued between \$200,000 and \$500,000 account for 53% of East Orange’s owner-occupied housing stock and only 2% of East Orange’s housing stock is valued to be over \$500,000. The median value for East Orange’s owner-occupied housing is significantly less (\$144,800 less) than the County’s.

**Table 24: Value of Owner-Occupied Housing - 2015**

	<i>East Orange</i>		<i>Essex County</i>	
	<i>Units</i>	<i>Percent</i>	<i>Units</i>	<i>Percent</i>
Less than \$50,000	226	3.40%	2,991	2.42%
\$50,000 to \$99,999	437	6.57%	2,223	1.79%
\$100,000 to \$149,999	717	10.78%	6,149	4.96%
\$150,000 to \$199,999	1,613	24.26%	10,461	8.45%
\$200,000 to \$299,999	2,816	42.35%	25,313	20.44%
\$300,000 to \$499,999	708	10.65%	43,512	35.13%
\$500,000 to \$999,999	84	1.26%	26,947	21.76%
\$1,000,000 or more	49	0.74%	6,251	5.05%

*Source: US Census Bureau, American Community Survey, 2011-2015 5-Year Estimates, Selected Housing Characteristics*

**Table 25: Median Value of Owner-Occupied Housing - 2015**

	<i>East Orange</i>	<i>Essex County</i>
Median Value	\$211,800	\$356,600

*Source: US Census Bureau, American Community Survey, 2011-2015 5-Year Estimates, Selected Housing Characteristics*

## Renter-Occupied Housing

As of 2015, 18,876 occupied units within East Orange were rental units. The median gross rent in East Orange (\$991) is lower than the median gross rent of the County (\$1,068). Compared to the median contract rent of all surrounding communities, (Bloomfield \$1,217; City of Orange \$1,044; Glen Ridge \$1,473; Montclair \$1,431; Newark \$973; South Orange \$1,599), the City of East Orange is the second least expensive, behind Newark.

**Table 26: Median Rent of Renter-Occupied Housing - 2015**

	East Orange	Essex County
Median Rent	\$991	\$1,068

Source: US Census Bureau, American Community Survey, 2011-2015 5-Year Estimates, Selected Housing Characteristics

**Table 27: Renter-Occupied Housing as % of Income - 2015**

	East Orange		Essex County		New Jersey	
	Occupied Units Paying Rent	Percent	Occupied Units Paying Rent	Percent	Occupied Units Paying Rent	Percent
Less than 15%	1,801	10.04%	15,415	10.50%	120,634	11.27%
15% to 19.9%	1,668	9.29%	15,001	10.22%	123,285	11.52%
20% to 24.9%	1,819	10.14%	16,501	11.24%	131,040	12.24%
25% to 29.9%	2,063	11.50%	16,415	11.19%	119,670	11.18%
30% to 34.9%	1,847	10.29%	14,468	9.86%	97,394	9.10%
35% or more	8,748	48.75%	68,958	46.99%	478,589	44.70%
<b>30% or more</b>	--	<b>59.04%</b>	--	<b>56.85%</b>	--	<b>53.8%</b>

Source: US Census Bureau, American Community Survey, 2011-2015 5-Year Estimates, Selected Housing Characteristics

## Affordability

Housing experts generally agree that households should spend no more than 30 percent of their income on housing costs. When more than 30 percent of income is spent on housing, it is considered unaffordable. The monthly housing cost expenses for renters in East Orange significantly exceed the 30% affordability threshold. According to these standards, all rent-burdened households make up 59.04% of the City, which is slightly more than the percent of rent-burdened located in the County as a whole (56.85%) and where 53.8% of State residents are burdened by their housing costs. A majority of renters in East Orange spend 35% of their income on housing (48.75%).

The percentage of residents paying more than 30% of their income on rent both citywide, countywide and statewide is a growing concern. East Orange must be cognizant of this affordability issue when planning for the needs of the people at different economic levels. The City should continue to seek a variety of funding sources for housing such as grants, mortgages, tax abatement, tax credits and absorption of land costs.

## Housing Authority

The East Orange Housing Authority (EOHA) is a Public Housing Authority (PHA) recognized by the U.S. Department of Housing and Urban Development (HUD). EOHA owns or operates 244 housing units located in two (2) sites at Vista Village and Concord Towers, exclusively for the elderly and disabled. Vista Village was constructed in 1969. It is an 8-story building with 180 total units. Concord Towers was built in 1963. It is also an 8-story building with 64 one-bedroom units.

**Table 28: Gross Rent of Renter-Occupied Housing Units - 2015**

	East Orange		Essex County	
	Occupied Units Paying Rent	Percent	Occupied Units Paying Rent	Percent
Less than \$500	2,439	13.21%	18,807	12.48%
\$500 to \$749	1,732	9.38%	12,919	8.58%
\$750 to \$999	5,274	28.56%	34,063	22.61%
\$1,000 to \$1,499	7,005	37.94%	59,365	39.41%
\$1,500 or more	2,015	10.91%	25,494	16.92%
<b>Total</b>	<b>18,465</b>	<b>100.00%</b>	<b>150,648</b>	<b>100.00%</b>

Source: US Census Bureau, American Community Survey, 2011-2015 5-Year Estimates, Selected Housing Characteristics

The EOHA operates out of an office located at 160 Halsted Street, of which there is a proposed plan to demolish the existing structure to make way for the construction of a new affordable senior housing project. The building would house 60 units of very low, low, and moderate income senior housing, and the first floor of the building would accommodate the executive offices for the Housing Authority.

## Substandard Housing Units

Per the Fair Housing Act, N.J.S.A. 52:27D-310, a Housing Element must inventory the substandard housing units capable of being rehabilitated. There are three surrogate measures of substandard housing, which have been upheld by the Appellate Division as satisfactory indicators. Housing units must meet at least one of three surrogates (old and overcrowded, inadequate plumbing facilities, or inadequate kitchen facilities) to be determined a deficient housing unit. The way in which the data is presented, housing units may have more than one deficiency (meet more than one surrogate).

**Table 29: EOHA Properties**

Address	Property	Owner
160 Halsted St.	Admin. Building	EOHA
156 Halsted St.	Admin. Building	EOHA
70 S. Burnett St.	Public Housing – Vista Village	EOHA
210 N. Grove St.	Public Housing – Concord Towers	EOHA

Above: Vista Village  
Below: Concord Towers



## Year Structure Built

Homes considered 'old' are those homes that are at least 50 years old (built prior to 1959 for Census purposes). As of 2015, 17,849 homes, or 58.61% of the City's housing stock, was built prior to 1959.

Much of East Orange's housing stock was built prior to 1980. In the following decades, housing construction decreased, according to Census data. However, a resurgence of new multi-family construction beginning in 2014 has added significant amounts of new housing.

**Table 30:**  
**Year Structure Built - 2015**

	<i>Count</i>	<i>Percent</i>
2010 or later	79	0.26%
2000 to 2009	1,420	4.66%
1990 to 1999	1,185	3.89%
1980 to 1989	1,798	5.90%
1970 to 1979	3,970	13.04%
1960 to 1969	4,154	13.64%
1950 to 1959	<b>5,646</b>	<b>18.54%</b>
1940 to 1949	3,814	12.52%
1939 or earlier	8,389	27.55%

Source: US Census Bureau, American Community Survey, 2011-2015 5-Year Estimates, Selected Housing Characteristics

## Overcrowded Housing

The Council on Affordable Housing's (COAH) rules state that "overcrowded units" are those with more than one person (1.01 persons) living in a room. Approximately 4.6% of households in East Orange may be considered overcrowded.

**Table 31: Occupants per Room - 2015**

	<i>Units</i>	<i>Percent</i>
1.00 or less	24,353	95.40%
1.01 to 1.50	714	2.80%
1.51 or more	459	1.80%
<b>Total</b>	<b>25,526</b>	<b>100.00%</b>

Source: US Census Bureau, American Community Survey, 2011-2015 5-Year Estimates, Selected Housing Characteristics

### ***Lack Plumbing and Kitchen Facilities***

The second and third indicators for substandard housing are those units that lack plumbing and kitchen facilities. 348 units in the City may lack complete kitchen facilities and 154 units lack complete plumbing. It is possible that these units are under construction and not actually deficient, but it is more likely that these homes are vacant or abandoned properties.

**Table 32: Condition of Housing Stock - 2015**

	<i>Units</i>	<i>Percent</i>
Lack of complete plumbing	154	0.60%
Lack of complete kitchen	348	1.36%
Lack of telephone services	628	2.46%
Lack of adequate heat	137	0.54%

*Source: US Census Bureau, American Community Survey, 2011-2015 5-Year Estimates, Selected Housing Characteristics*

## **ADDRESSING VACANT/ABANDONED PROPERTIES IN NEIGHBORHOODS**

3.5% of the acres in East Orange are vacant and abandoned residential properties. Approximately 73% of residents in East Orange are renters where rentals have become a critical resource for housing in the City. However, a large part of the City's rental housing stock is in poor condition or poorly maintained, as a result of absentee landlords. 59% of tenants pay over 30% of their income on rent, limiting the renter's ability to maintain the rental property themselves. These factors in combination equate to quality of life issues.

The City can ensure minimum health and safety standards for East Orange renters through a rental licensing program, also known as a landlord licensing scheme. The scheme would require landlords to register with the City, in which their properties would be subject to City inspection to ensure adequate living accommodations. As the City grows this program, it must also build a relationship with the landlord community.

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# HOUSING RECOMMENDATION CHECKLIST

The following recommendations provide a checklist of the strategies discussed within the Housing Element in order to prioritize actions, identify the responsible department(s) and to keep track of accomplished tasks.

Strategy	Implementing Party	Timeframe	Check Box
<b>GENERAL</b>			
1 Create community identity by installing welcome signs in various neighborhoods.	Public Works	Short to Medium	
2 Encourage the inclusion of Universal Design (UD) features, which promotes accessibility, safety, flexibility, functionality, simplicity, and comfort without compromising the aesthetics of a space, in residential construction and housing rehabilitation. <sup>19</sup>	Construction Department	Short	
3 Join the AARP Network of Age-Friendly Communities. <sup>20</sup> The partnership helps communities because great places for all ages provide safe, walkable streets, better housing and transportation options, access to key services, and opportunities for community participation. A key goal of AARP's Livable Communities initiative is to advance efforts to help people live easily and comfortably in their homes and communities as they age.	Planning Department/ Senior Services	Short	
4 Market East Orange as an emerging housing market and hold housing summits in other cities to promote available housing.	Planning Department	Short to Long	
5 Continue efforts by non-profit housing corporations to invest in the City with technical and financial support.	Planning Department	Short to Long	
6 Continue to hold 1 <sup>st</sup> time homebuyer workshops for City residents.	Planning Department	Medium	
7 Allow more rent-levelled units to move to market rate as they become vacant in exchange for a certain amount of upgrades to the units.	Property Maintenance	Short to Long	
8 Support efforts to reestablish the middle class with construction of market rate housing units.	Planning Department	Short to Long	
9 Work with lenders to provide builders and developers with no or low-interest loans, grants, tax breaks, or waived fees to incentivize building a variety of housing types in areas of need.	Planning Department	Short to Long	
10 Continue to encourage Transit-Oriented and Transit-Supportive Development.	Planning Department	Short to Long	
11 Provide development opportunities for market-rate senior housing on City-owned land.	Planning Department/ Property Maintenance	Medium	
12 Provide housing maintenance/education programs for senior citizens to assist homeowners in repairing their home.	Property Maintenance	Medium	

Strategy	Implementing Party	Timeframe	Check Box
<b>AFFORDABLE HOUSING</b>			
13 Inventory existing deed-restricted affordable housing units that are at risk for conversion to market-rate units and take steps to encourage the preservation of the affordable status of those units.	Property Maintenance	Short	
14 Support the inclusion of affordable housing in areas with good access to public transportation.	Planning Department	Short	
15 Advocate for more affordable housing dedicated to older adult and special needs populations.	Planning Department	Short to Long	
16 Work with the VA Hospital and not-for-profit developers to identify opportunities for affordable veteran housing near the VA Hospital.	Planning Department	Medium	
17 Pursue funds to help low-income families undertake rehabilitation, weatherization, and energy efficiency projects. Pursue funds to administer such programs.	Planning Department	Short to Long	
<b>VACANT &amp; ABANDONED HOUSING</b>			
18 Link data from inspection, police, and tax records in order to set-up the framework for a performance-based rental licensing program with 'good-landlord' incentives.	Planning Department/ Property Maintenance / Police Department/ Information Technology	Medium	
19 Build a systematic outreach program to the landlord community.	Planning Department/ Property Maintenance	Short	
20 Create regulation tools for rental properties through the establishment of rental licensing. (i.e. rental registrations, targeted "bad apple" programs, rental receivership)	Planning Department/ Property Maintenance	Short to Medium	
21 Provide online capability for licensing rental properties and registering vacant properties, including forms and payment of fees, through the City's website.	Information Technology/ Property Maintenance	Medium to Long	
22 Support the creation of neighborhood associations and other grassroots organizations as a way to encourage property maintenance by homeowners and renters.	Planning Department	Short	
23 Work with neighborhood associations to develop community policing officers to address quality of life issues around neighborhoods.	Planning Department/ Public Safety	Short	
24 Strategically use eminent domain to acquire vacant/blighted housing to consolidate properties for redevelopment.	Planning Department/ Property Maintenance	Short to Long	
25 Align vacant property actions to city redevelopment goals and initiatives.	Planning Department/ Property Maintenance	Short	
26 Develop a program to allow for property transfers in exchange for new for-sale units being constructed.	Planning Department/ Property Maintenance	Short to Medium	
27 Create a rehabilitation program in which the City would sell property and provide financial support for rehabilitation to qualified homeowners	Planning Department/ Property Maintenance	Medium	

Strategy	Implementing Party	Timeframe	Check Box
28 Provide financial opportunities for local investment in 2-to-3 family homes as long as owner occupies one of the units on the property.	Planning Department/ Property Maintenance	Medium to Long	
29 Develop residential urban design standards in historic East Orange neighborhoods to preserve and enhance neighborhood character.	Planning Department/ Property Maintenance	Medium	

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# COMMUNITY FACILITIES



## GOAL #1

Build partnerships to deliver high-quality programs and services to residents.

## GOAL #2

Stimulate social engagement and prosperity through educational schools and programs.

## GOAL #3

Invest in modern civic spaces throughout the City that are accessible to the public.

## GOAL #4

Enhance quality of life through well-funded public safety and health programs.

## GOAL #5

Utilize art and creative programming to activate public spaces.

## INTRODUCTION

The Community Facility Element provides an inventory and evaluation of basic services in East Orange, including educational services, municipal and human services, water services, emergency services, recreation, and cultural services. These essential services benefit East Orange residents and can have a significant impact on residents' quality of life. This Element evaluates the quality of these services and makes recommendations to ensure they remain accessible to all residents.

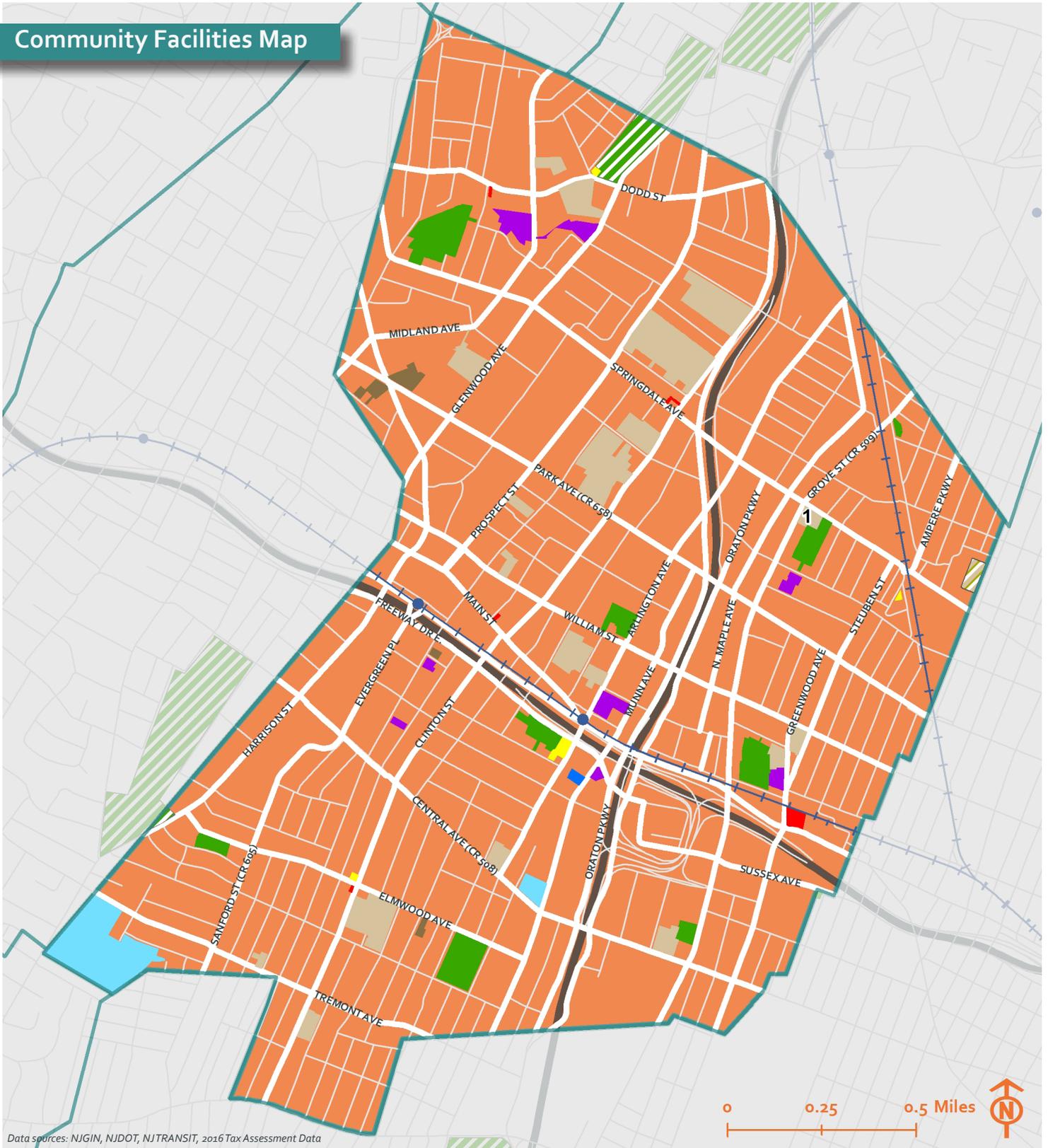
## EDUCATIONAL FACILITIES

The East Orange School District is one of 31 special-needs districts in the State, known as a "School Development Authority (SDA) District" or formerly known as an "Abbott District." This means that the State has taken over control of the District to help ensure that all students receive a satisfactory education under the New Jersey Constitution.



*Whitney E.  
Houston  
School*

# Community Facilities Map



Data sources: NJGIN, NJDOT, NJTRANSIT, 2016 Tax Assessment Data

## Community Facilities

- |   |   |   |
|---|---|---|
|  Civic Building |  Police                    |  City Park   |
|  Library        |  City School               |  County Park |
|  Hospital       |  Private or Charter School |   |
|  Firehouse      |  County Tech School        |   |

1 The new location of the George Washington Carver Institute, currently under construction, is expected to open in Summer 2020.

## Public Schools

The East Orange School District offers its residents enrollment into Neighborhood Schools. The City previously offered enrollment into Unique Schools of Choice, but to cut transportation costs, moved back to Neighborhood Schools in 2013. Under the Unique Schools of Choice program, students enrolled in a school building other than their resident neighborhood school and were eligible for transportation to and from school. In the Neighborhood Schools program, only those living further than 2 miles from their neighborhood school are eligible for transportation.

The interplay between transportation access and housing stability/affordability, and education, the “H/T/E nexus”, is an economic necessity to create thriving regional economies and opportunity rich communities. Although reverting back to Neighborhood Schools has cut transportation costs, East Orange should explore innovations in student transportation. Offering subsidized youth passes for public transit and creating safe and accessible school environments will maximize access to opportunity.

While the schools maintain their Magnet/Choice names and still implement portions of the specialized curriculum, the schools are no longer Magnet/Choice schools. While seeking to improve the student graduation rates, the City should continue to develop its “School Academy” model for middle/high school education.

### *Pre-k / Day Care*

The New Jersey Supreme Court ruled in the 1998 landmark case (*Abbott v. Burke*) that all 3- and 4-year old children in the highest poverty school districts receive a high-quality pre-school education. As a result, all children in Abbott Districts are eligible to receive a full-day/full-year Pre-K program from teachers certified in early education. In East Orange, there are eleven (11) collaborating community providers of Pre-K and other child care centers (list in Table 1) as well as several Elementary Schools that offer Pre-K programs. Thirty-three (33) other child care centers licensed with the State of New Jersey Department of Children and Families are located in East Orange. More information about child care in East Orange can be found through Programs for Parents, Inc., a New Jersey Childcare Resource and Referral Agency (CCR&R), serving the Essex County, East Orange, Irvington, Newark, and Orange “Abbott Districts”.

#### **1. Whalstrom Early Childhood Center**

Built in 1960, the 15,549-square foot school serves Pre-k through Kindergarten. The facility underwent rehabilitation in 2004.

#### **2. Althea Gibson Early Childhood Educational Academy**

The 66,180-square foot school serves Pre-k through Kindergarten.

**Table 1: Participating Licensed Child Care Centers**

<i>Day Care Center</i>	<i>Ages</i>	<i>Capacity</i>	<i>Address</i>
Community Day Nursery	Ages 2 ½ - 6	146	115 S. Munn Ave.
East Orange Child Development Corporation	Ages 0 - 6	54	44 Glenwood Ave.
East Orange YMCA Child Care Center	Ages 2 ½ - 6	97	100 N. Arlington Ave.
Norjenes Day Care Center	Ages 0 - 13	135	60 Glenwood Ave.
Harambee Family Academy	Ages 2 ½ - 13	38	61 N. Arlington Ave.
The Little Ones	Ages 0 - 13	217	43 Prospect St.
Three Stages Learning Center	Ages 0 - 13	202	91 S. Harrison St.
Zadie's of the Oranges	Ages 0 - 13	186	141 S. Harrison St.
Sarah Ward Nursery Vailsburg	Ages 2 ½ - 6	124	406 Sanford Ave., Newark

### **Elementary Schools**

There are fourteen (14) elementary schools currently operating and proposed to operate, serving Pre-k through 5<sup>th</sup> grades. The following provides a description of each school within the East Orange School District.

**3. Gordon Parks Academy of Radio, Animation, Film, and Television**

The 66,846-square foot school serves Pre-k through Kindergarten.

**4. Dionne Warwick Institute**

The 61,684-square foot school serves Pre-k through Kindergarten.

**5. George Washington Carver Institute**

The school is currently located at 135 Glenwood Avenue and a new 71,300-square foot school facility will be built on the grounds of the former Columbian School located on the corner of Springdale Avenue and Grove Street, serving Pre-k through 8<sup>th</sup> grades. The SDA anticipates completion of the new school by Summer of 2020. The current school building will possibly be converted to a vocational/technical high school.

**6. Ecole Toussaint Louverture**

Built in 1898, the 153,864-square foot elementary school serves Pre-k through 5<sup>th</sup> grades.

**7. Mildred Barry Garvin MicroSociety School**

Constructed in 1959, the school underwent renovations (23,740-square feet) and two additions totaling 51,400-square feet, re-opening in 2008. The elementary school serves Pre-k through 5<sup>th</sup> grades. The updated facility includes new cafetorium, gym, media center, specialized classrooms, office, and other spaces.

**8. J. Garfield Jackson Sr. Academy**

The 132,860-square foot school serves Kindergarten through 5<sup>th</sup> grades.

**9. Edward T. Bowser School of Excellence**

Formerly known as the Dr. John Howard Jr. Unique School of Excellence Institute.



**10. Johnnie L. Cochran Academy of Law and Community Service**

Built in 1920, the 94,611-square foot elementary school serves Pre-k through 5<sup>th</sup> grades.

**11. Langston Hughes School**

Constructed and opened in 2006, the 92,146-square foot elementary school serves Pre-k through 5<sup>th</sup> grades and replaces the old Langston Hughes School on an adjacent site. The facility includes 30 general classrooms, gym, cafeteria, library, auditorium, computer lab, and specialized classroom spaces for writing; foreign language; music; science lab; publishing lab; and graphic arts. The school was designed to maximize energy efficiency and environmental sustainability under LEED guidelines and telecommunications connectivity through the E-rate program.

**12. Benjamin Banneker Academy**

Constructed and opened in 2010, the 83,561-square foot elementary school serves Pre-k through 5<sup>th</sup> grades. The facility includes 28 general classrooms, a media center, a cafeteria, an auditorium, a gymnasium, a space dedicated

to teaching hospitality management, and specialized classroom spaces for science; writing and speaking; foreign language; computers; and art and music.

Benjamin Bannekar was an influential African-American mathematician and astronomer who did planetary and celestial calculations that appeared in widely circulated scientific almanacs in the 18<sup>th</sup> and early 19<sup>th</sup> centuries.

**13. Cicely L. Tyson Community School**

Serves 1<sup>st</sup> through 4<sup>th</sup> grades.

**14. Whitney E. Houston Academy Television**

The combined elementary and middle school serves Pre-k through 8<sup>th</sup> grades.

***Middle Schools***

There are two (2) middle schools currently operating in East Orange serving 6<sup>th</sup> through 8<sup>th</sup> grades.

**1. Hart Complex (John L. Costley, Patrick F. Healy, and Sojourner Truth)**

The Hart complex, made up of three buildings, houses grades 6-8. Students stay in the same building every year, meaning each building hosts a new grade level. Both the John L. Costley and Sojourner Truth Schools are approximately 169,100 square feet and the Patrick Healy School is approximately 118,800 square feet. East Orange plans to renovate these buildings at some point in the future.

**2. Fresh Start Academy (Glenwood Campus)**

The building serves as an alternative school for at-risk/disruptive and disaffected students.

***Middle and High Schools***

There are two (2) combined Middle and High schools currently operating in East Orange serving 6<sup>th</sup> through 12<sup>th</sup> grades.

**1. East Orange STEM Academy**

Formerly known as Campus "g" and Clifford J. Scott High School, the STEM Academy is one of the few schools in the City that is not a Neighborhood School. Students must first pass a test to gain admittance.

**2. Cicely L. Tyson School of the Performing Arts**

Constructed and opened in 2009, the 280,095-square foot performing arts/music magnet school serves 6<sup>th</sup> through 12<sup>th</sup> grades. The former East Orange High School, built in 1911, as well as the additions built in 1926 and 1960 were demolished to make way for the new education campus, a SDA Demonstration Project. The campus has four integrated buildings housing Pre-K and kindergarten together, 1<sup>st</sup> through 4<sup>th</sup> grades in another building (Cicely L. Tyson Community School), 5<sup>th</sup> through 8<sup>th</sup> grades in a third building, and 9<sup>th</sup> through 12<sup>th</sup> grades in the remaining building.

The facility includes six (6) Pre-K classrooms, six (6) special education classrooms, cafeteria, library, gymnasium, two auditoriums, music rooms, performing arts media center, individual performance practice rooms, costume design and drafting rooms, set design room/workshop, state-of-



East Orange STEM Academy



East Orange Campus High School

the-art television studio/laboratory, wellness center, health clinic, and dental clinic. The campus provides parking staffed by school security personnel during non-school hour community events.

### High Schools

There are two (2) High schools currently operating in East Orange serving 9<sup>th</sup> through 12<sup>th</sup> grades.

#### 1. East Orange Campus Main

Located in two buildings that were part of the former Upsala College, the school is a campus-setting. The school educates in the visual arts, culinary arts, and other areas of focus. A new 16,050-square foot-940-seat auditorium was constructed in 2005, totaling 65,073 square feet in size.

#### 2. Fresh Start Academy (Edmonson Alternative)

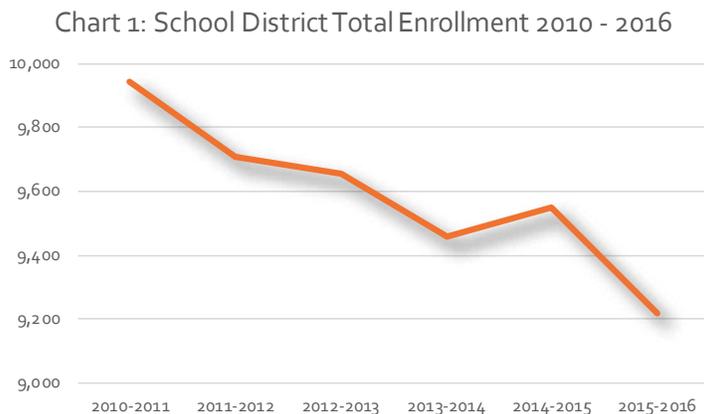
The 136,761-square foot building serves as an alternative school for at-risk and disaffected students. Students are often referred to this school by the East Orange School District Division of Operations Compliance, & Educational Support Services.

### Administration Buildings

School Administration offices are currently located at 199 Fourth Avenue. The Service Building located at 125 Glenwood Street houses offices for the Maintenance Department and Early Childhood Education staff.

Each school district in New Jersey is required to prepare a Long Range Facilities Plan (LRFP) to be submitted to the Department of Education for review and Final Determination. East Orange last amended its plan in February 2015. Although school district enrollment has been declining district-wide between 2011 and 2016 per the NJDOE website, the district's LRFP predicts that enrollment will increase by 2019.<sup>21</sup>

Currently, the district is experiencing overcrowding that will be exacerbated by increased enrollment. As a result, several school facilities are planned for rehabilitation/upgrades, renovation, or demolition of existing buildings to be replaced by new construction.



With funding from the SDA, the East Orange School District has seen significant new school construction in the past decade, leaving many obsolete school

buildings vacant. The Washington Academy of Music and the old Langston Hughes School (located at 181 Elmwood) are currently vacant and will be developed as private developments. The Mary M. Dantzler Student and Parent Counseling Center located at 308 Prospect Street, a former administrative building, also remains vacant. The current George Washington Carver Institute located at 135 Glenwood Avenue may be converted for technical/vocation use for grades 9 through 12.

The Fresh Start Academy (Glenwood Campus) is no longer expected to serve 6<sup>th</sup> through 8<sup>th</sup> grades, and will instead house high school grades. The Board of Education is currently discussing whether students at the Hart Complex should stay in the same building every year.

### ***Essex County Vocational School***

The Essex County Vocational-Technical School District operates the North 13<sup>th</sup> Street Tech High School located on the border of East Orange and Newark. Located in one of the oldest buildings in the district, the school is slated to close in 2018 where programs and students will be shifted to a new facility. The new Essex County Donald M. Payne, Sr. Vocational Technical School Campus is planned to open in Fall 2018, located just outside of East Orange in Newark, at the corner of West Market Street and 9<sup>th</sup> Avenue.

### **Charter / Private Schools**

Charter schools are public schools operating as their own Local Education Agency (LEA), independent of the East Orange Board of Education - they are free, public, and have open-enrollment on a space-available basis with preference given to students from the charter school's district or region. Out of 21 Charter Schools located in Essex County, two (2) are located in East Orange: the East Orange Community Charter Elementary School and the Pride Academy Charter Middle School. No expansions of existing charter schools and no new charter schools are currently planned for East Orange.

St. Joseph's Elementary School and the Ahlus Sunnah School formerly the Islamic Day School, are private schools with faith-based affiliations.

## **COMMUNITY FACILITIES**

### **County Facilities**

The Essex County Improvement Authority (ECIA) owns the Essex County Economic Development Center property in East Orange along Clinton Street. This building houses The Division of Training and Employment, the Workforce Investment Board, and the One-Stop System. These programs provide case management services, education and training opportunities, workforce planning and development, and job placement assistance. More information on these programs can be found here: [essexcountynj.org/economic-dev-training-employment/](http://essexcountynj.org/economic-dev-training-employment/)

## Municipal Facilities

### *Healthy Communities*

The USDA publishes a Food Access Research Atlas (last updated in May 2017) which describes food access and identifies “food deserts” throughout the nation. The Atlas indicates that in East Orange, there are low-income census tracts where a significant number of residents are more than half a mile from the nearest supermarket. The Atlas also indicates that there are low-income census tracts where more than 100 housing units do not have a vehicle and are more than ½ mile from the nearest supermarket.<sup>22</sup> This lack of access to supermarkets in combination with East Orange’s higher density of corner convenience stores, which often offer fewer healthful choices with higher prices, and a higher density of fast food outlets, has exacerbated the food access issue in East Orange. Healthy food access can help lower the risks of obesity, diabetes, heart disease, and other diseases.

East Orange recognizes that not all residents have access to food, especially children. In the summer of 2016, under sponsorship from the USDA’s Food and Nutrition Services, East Orange’s Summer Food Service Program (SFSP) served over 100,000 free meals to children under 18 at six of East Orange’s parks and at over 42 partner sites throughout the City. The City of East Orange also employs the Afterschool Meals Program, funded by USDA, which provides dinner and/or snack to youth in at-risk programs. The mission of the program is to close the hunger gap for at-risk youth by providing nutritious healthy meals during and afterschool hours. Both programs are administered by the City of East Orange’s Department of Recreation and Cultural Affairs Food Services. The East Orange Division of Senior Services operates an affordable food co-op program for resident senior citizens and disabled adults. At an affordable rate, participants receive monthly food packages that include fresh produce, fresh meats, frozen vegetables, and other staple items.

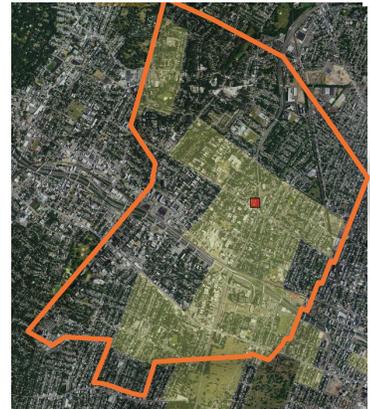
Besides supermarkets, mom-and-pop corner stores, farmers markets, farm stands, ethnic markets, community vegetable gardens, and community kitchens in multi-family and low-income housing can offer access to healthful food options.

### *East Orange Golf Course*

The City of East Orange Golf Course located in Short Hills, NJ is an 18-hole golf course constructed in the 1920s by acclaimed golf architect Thomas Bendelow. Between 2010 and 2013 however, the golf course saw a decline in profit, losing approximately \$300k to \$400k annually. The City of East Orange closed the golf course in 2014 to undergo an extensive course and facility renovation totaling \$6.5 million dollars. Improvements included the building of two (2) new golf holes, a new practice/driving range, a new putting green, a new irrigation system, resodding of greens, rebuilding of tee boxes, the redesign and rebuilding of all sand bunkers, and a new 6,000 square foot clubhouse and restaurant. Today, the golf course which lies within over 2,300 acres of land making up the East Orange Water Reserve, generates over one million dollars in revenue annually, creating an enjoyable and affordable golf experience.



*Low-income and low-access food desert*



*Low-income food desert*

### ***East Orange Water Department***

The East Orange Water Department (EOWD) provides water services to East Orange residents and by contract to the Township of South Orange Village, providing up to 11.2 million gallons per day. East Orange is one of few cities in the state to own and control its own wells (18 wells in four well fields across 2,400 acres) which is located in Short Hills and Florham Park, NJ. Between 2014 and 2016, the city spent \$15 million on capital projects in an overhaul of its water system, greatly improving water infrastructure and water quality. In 2016, additional funds were spent to rehabilitate all wells. The NJ Department of Environmental Protection (DEP) continues to ensure water quality with quarterly monitoring.

The Water Distribution Division and Sanitary/Storm Drain Collection Division operate out of the building located at 99 South Grove Street. The Water Supply Division works out of the White Oak Ridge Pumping Station (WORPS), an East Orange owned property located in Short Hills, NJ.

### ***Department of Public Works***

The Department of Public Works is located within City Hall, with its municipal yard located at 333 Glenwood Avenue. The Department purchased five (5) new heavy-duty Ford trucks, dual fitted with plows and salt spreaders. Eight (8) existing trucks were retrofitted with plows. The City's total snow fleet as of 2015 is 18 trucks, more than double of what the City had the previous year.

### ***Emergency Services***

In 2015, police, fire, emergency, OEM, and animal control operations were merged into divisions under the East Orange Department of Public Safety in order to provide more structure under one management.

### ***Fire Department***

The East Orange Fire Department recognizes that it provides fire protection and other related fire services for the citizens and employees of East Orange and identified four Departmental Goals:

1. Provide quality training opportunities.
2. Maintain current table of organization and request opportunity to review a plan for an increase in the future.
3. Provide the school system with a public education program.
4. Provide public education/code enforcement program for the East Orange Community.

### **Stations**

The main headquarters of the East Orange Fire Department is located at 468 Dr. Martin Luther King Jr. Boulevard, at the corner of Ashland Avenue. Engine 1, Spare Engine 7, Truck 1, Rescue 1, Car 3 (Deputy Chief's SUV), the Communications Center / Dispatch and Administrative Staff operate out of Headquarters.

In addition to the headquarters, there are three other firehouses located within the City: Firehouse #2, #3, and #5. Engine 4, Truck 2, Engine 2, Spare Truck 3, Fire Prevention, Community Relations, and Training and Administrative Support Staff operate out of Firehouse #2. Engine 3 operates out of Firehouse #3 and Engine 5 and Spare Truck 4 operate out of Firehouse #5. The City no longer has fire services operating out of House #4.

Of the four firehouses denoted in Table 2, Firehouses 1 through 3 needs to be replaced and constructed with new firehouse development standards, including the Fire Headquarters. Capital Improvement funding has been approved for the development of the new headquarters.

**Table 2: East Orange Firehouse Locations**

<i>Firehouse</i>	<i>Ward</i>	<i>Address</i>
Headquarters	2	468 Dr. Martin Luther King Jr. Boulevard at corner of Ashland Ave.
Firehouse #2	4	60 Dr. Martin Luther King Jr. Boulevard at corner of Greenwood Ave.
Firehouse #3	1	321 Dodd Street
Firehouse #5	3	205 Elmwood Ave.

### Staffing & Resources

In August 2016, the City of East Orange was awarded a \$2.8 million SAFER grant (Staffing for Adequate Fire & Emergency Response) from the U.S. Department of Homeland Security. The City was one of four (4) cities in NJ and one of 121 cities nationwide to receive this competitive federal grant and was able to hire 22 new firefighters as a result.<sup>23</sup>

The EOFD employs 158 full-time Firefighters and 19 Civilians. 172 firefighters would be the optimal number in order for the EOFD to operate effectively and efficiently at any incidents in a building over seven (7) stories. East Orange’s recent development of high-rise structures in the past 4-5 years has increased the need for the proper number of fire personnel, especially according to fire code standards set forth by the National Fire Protection Association (NFPA). The Department’s self-set standard is three Firefighters for every apparatus, consisting of one Officer and two Firefighters, and additionally one Deputy Chief and one Chief’s Aide. Although the Department meets these standards, the Department has been making progress with the Administration towards raising the minimum to four Firefighters plus an Officer on each Engine and five Firefighters plus an Officer on each Truck and Rescue Company.

Civilians work in Dispatch and in Fire Prevention as Inspectors and Clerical Staff. The Department would be better served with a few more civilian code enforcement personnel to better protect the citizens of East Orange from the dangers of possible fires.

The EOFD recently added two new fire vehicles to its fleet (a pumper and an aerial ladder) and received \$16,000 worth of equipment including eight (8) automated external defibrillators, eight (8) emergency response radios, and two (2) laptops.<sup>24</sup> Currently, eight (8) apparatus operate 24 hours a day, some of which will need replacing in the near future. The director identified that the department would need to acquire two (2) new engines and an LT1 aerial truck in the coming years. The Hydrant system in East Orange rivals any of the best in the Nation.

### Fire Trends

East Orange has been designated by the Red Cross as a “high fire-risk zip code.” From mid-2012 to 2014, the Red Cross provided emergency assistance to 116 City families displaced by fire. In 2014, there were 54 major fire incidents of which six were fatalities.<sup>25</sup> In 2016, the EOFD responded to 320% more calls than in 2013 and twelve percent (12%) more actual fires occurred in 2016 than in 2013. On average, approximately 75% of actual fires are structural fires and the remaining 25% are non-structural fires.

### Initiatives & Programs

Red Cross’ targeted smoke detector installation plan rolls out in October annually. East Orange is the second highest risk City in northern New Jersey to roll out the program, behind Perth Amboy.<sup>26</sup> In 2015, over 500 homes were visited and 1,000 free smoke alarms installed.<sup>27</sup>

The Department is committed to educating the public and increasing the safety of the City. The Department of Public Safety expanded Police Athletic League (PAL) programming by introducing the Fire Explorers Program, targeted for young men and women aged 12 to 18 years old who want to learn about the fire service and firefighting. The program meets twice a week where participants learn about the EOFD in a safe, controlled, educational, and fun way and enhances personal development. The program also serves as a recruiting tool for future firefighters.

The EOFD also has a Community Relations Program. The EOFD attends the City’s five (5) Ward Community Meetings, held every few months. Two (2) representatives from the Fire Department provide seasonal fire safety tips to residents, information on smoke detector installation campaigns, information on proper placement of carbon monoxide detectors, and take questions, comments and concerns of residents in attendance. The Fire Department uses these meetings as an opportunity to understand citizens’ needs, educate citizens, and help them keep a safe home and environment. Targeted meetings for the elderly occur at the Senior Center, where the discussion concentrates on senior safety in the home. The Department has expressed interest in expanding the Community Relations Program by holding meetings for students Grade 5 through the High School.

## *Police Department*

### Station

The City of East Orange maintains only one police station located at 15 South Munn Avenue, across the street from the East Orange Court, there are no substations located within the city. The department is considering neighborhood “storefront” units, which would not be police stations, but serve as community stations where the police could interact with the neighborhood and provide information about the department and city services.

### Staffing & Resources

Individuals wishing to become police officers in East Orange must be a resident of New Jersey for at least one year and are required to stay on the force a minimum of two years. Priority is given to applicants residing in East Orange, then Essex County, then resident applicants of the State.

Currently the EOPD maintains a staff of 211 active police officers, with an authorized strength of 242 officers. The department is actively in the process of hiring forty (40) new recruits by December 2018 to bring the force to full strength. The department maintains a fleet of 125 police cars, which are maintained by city mechanics.

In June 2016, the EOPD hired six new police officers as a result of a \$1.5 million federal COPS grant from the U.S. Department of Justice.<sup>28</sup> The EOPD introduced a new Bicycle Patrol Unit and purchased a 15-passenger bus which doubles as a mobile command post and a vehicle for the East Orange Safe Haven PAL Program.<sup>29</sup>

In order to coordinate efforts with the Federal Government, specifically the Drug Enforcement Agency (DEA), the Federal Bureau of Investigation (FBI) and Immigration and Custom Enforcement (ICE), one officer is assigned to each agency for inter-agency cooperation to apprehend and prosecute offenders for crimes.

The department also maintains a Bloomfield/East Orange Border Patrol, where one officer is assigned to proactively patrol the municipalities’ borders to combat crimes.

East Orange Police officers are trained in the following technology for everyday use in the department:

**License Plate Readers (LPR)** – This program is installed on several cars, and uses optical character recognition on images to read vehicle registration plates. It can scan over 100 passing vehicle license plates a minute. The program is connected to a database that immediately identifies license, registration or outstanding warrants.

**InfoCop** – Computer program located in each patrol car that allows officers to run license plate information from the vehicle.

**Radar Certification** – Officers are trained on the most current radar units to enforce speeding violations.

**Firearm Training** – Each office is required to qualify twice a year for firearms training at the city owned gun range in Livingston, NJ, to protect themselves and the citizens of the community.

**Leadership Training** – Officers are sent to leadership training when they reach a certain rank, in order to enhance leadership skills, add skills that will help them progress up the ranks and add value to the department.

### Policing Trends

The EOPD has developed a grid system, dividing the City into 100 areas, to ensure that every street in the City is visited by a police cruiser at least twice during every police shift.<sup>30</sup> Each officer in patrol is equipped with body cameras.

The East Orange Police Department is an early adopter of technology-enabled crime prevention strategies focusing first on preventing, rather than reacting to criminal activity. The Police Department has used intelligence-led policing (ILP) principles to prevent criminal activity by leveraging the power of information. The EOPD developed the Community Safety Information Grid (CSIG) housed in the Real-Time Crime Prevention Center (RT-CPC). This police technology platform transforms different data sources into an integrated system architecture, discovering hidden trends, patterns and relationships which identifies leading indicators of potential threats. It is an effective method for creating situational awareness, solving crimes, planning for long-term crime prevention and anticipating future crimes.<sup>31</sup>

In addition, the department employs the recently updated Shot Spotter sensors around the City that enable the RT-CPC to identify the location of gunshots and allow department resources to respond immediately. The technology is so advanced that it can determine the difference between gunshots, fire crackers and cars backfiring. When there is an active shooting investigation, the city detectives and the Enhanced Community Safety Team (ECST) are responsible for the investigation.

Residents of East Orange care about the community they live in and truly believe in community policing. For example, between 2004 and 2015, calls to 9-1-1 increased by 200%, but between 2003 and 2014, East Orange saw a 70% overall drop in its crime rate, bringing the City's overall crime rate closer to the national average.<sup>32</sup>

### Initiatives & Programs

During Summer 2016, the City of East Orange kicked off the East Orange Public Safety Youth Academy, for ages 9-12.<sup>33</sup> It also launched its Summer Safety Initiative, which included the "Cops in the Crosswalk" campaign, a "Safe Park" plan which had extra patrol to monitor parks citywide, additional officers posted in senior buildings where there is a high volume of quality of life concerns, and

upon request, safety checks on residences when families are away on vacation.<sup>34</sup> The local Police Athletic League (PAL) runs several successful programs with the city's youth, including a boxing club, football league, karate classes, a mentoring program, the Police Explorers Program, which was so successful that it is looking to expand, and a Department held video game tournament between law enforcement and teens. All of these programs are helping to create positive interactions with law enforcement.<sup>35</sup>

Monthly Crime Watch meetings hosted by the EOPD are held on the first Tuesday of each month in the Mock Court Room at the Main Library Branch, East Orange Room at 7pm.<sup>36</sup>

### Needs of the Department

Police Department needs include the following:

- Update the existing Police Department buildings heating and AC systems, as they do not currently function properly;
- Upgrade holding cells;
- Maintain the Police car fleet; and
- Purchase riot gear, including gas masks, shields, personal protection equipment. As of the date of this report the department does not have riot gear.

### *Office of Emergency Management*

The Office of Emergency Management (OEM) is located at 402 Springdale Avenue on the borders of 1<sup>st</sup> and 2<sup>nd</sup> Wards. The OEM provides assistance to other City Departments, the East Orange School District, Hospitals and the private sector by aiding them in their planning and preparation for emergencies and by responding to incidents.

The Office of Emergency Management operates the emergency notification system, a reverse 911 by texting "Swift911" to 99538.

The Department also maintains the Special Needs Registry, a list of East Orange residents who may require additional assistance, transportation and/or sheltering in the event of a major emergency or disaster.

The OEM maintains the emergency equipment stockpile, which contains vital equipment during a disaster event such as power generation, pumps, light towers, command support/fire scene rehabilitation vehicles, and other equipment.

## *Hospitals*

There are two hospitals located in East Orange, each with their own local, regional, and historical significance.

### East Orange General Hospital & Healthcare Campus

The East Orange General Hospital is a general medical and surgical, for-profit hospital with approximately 212 beds, 160 of which are medical/surgical beds and the remainder are intensive/critical care unit beds or psych beds. The hospital employs approximately 871 full-time equivalent jobs. More than 30,000 patients come through the Forrest E. Brower Emergency Department annually, which is a medium volume per state hospital standards.

The hospital declared bankruptcy in 2015 and was consequently purchased by a Los Angeles based for-profit chain, Prospect Medical Holdings. The new owner has committed to maintain the facility for at least five years and to invest \$52 million in capital improvements by 2021. The owner also committed to establishing a Community Health Improvement Initiative to work directly with patients, families, physicians and community leaders to promote wellness.<sup>37</sup>

The East Orange General Hospital is a key anchor institution within East Orange. It provides direct and indirect support to the City in the form of taxes, employment, services to residents, and outside contracting for food, services, and other support. The City should look to strengthen the hospital's position within the City and the region, but encourage its evolution from a series of buildings to a healthcare campus along both sides of Central Avenue. This will allow the hospital to grow as the opportunity arises, provide the impetus for related businesses such as medical offices, training schools (such as a nursing school), research facilities, and outpatient services to locate in proximity to East Orange General Hospital campus. The Land Use Element provides a number of recommendations to incentivize and assist the growth of a hospital campus.

### Veterans Affairs (VA) New Jersey Health Care System Hospital

Located at 385 Tremont Avenue, the 34-acre site is one of two main campuses for the consolidated Northern New Jersey facility. The building was designated as a national historic site in 2017, having served northern NJ veterans for over seven decades, opening in 1952.

## *Libraries*

The 2010-2013 East Orange Public Library Strategic Plan recognized that the Library System is committed to serve as part of the East Orange community and identified three Community Goals:

1. Ensure that young people in East Orange are able to succeed.
2. Support the economic development of East Orange and its residents.
3. Increase support to underserved communities.

The Plan also identified two Library System goals:

1. Maintain robust services at the Main Library Branch in response to the diversity of needs in our community; and
2. Explore alternatives for reaching people who have difficulty accessing the Main Library facility.

The East Orange Public Library (EOPL) helps people of all ages meet their informational, educational, and recreational needs through professionally selected print and non-print resources, and by offering over 350,000 volumes. The East Orange Public Library System operates out of its main Library Branch and is open 64 hours a week. Three ward branches are currently closed to the public, except during weather emergencies when all libraries are used as shelters and warming stations. Occasionally, the ward branches are used by City Staff. A 2016 East Orange Public Library Physical Needs Assessment identified the needed repairs to all of the East Orange Public libraries and gave estimated costs, totaling nearly \$3 million. The Ampere Branch is in the most need of repair. The Elmwood Library and the Franklin Library branches do not occupy their entire buildings, and lease out the remainder. No new library facilities are planned at this time.

*The East Orange Main Library (now East Orange Municipal Court), the Franklin Library Branch (opened 1909) and the Elmwood Library Branch (opened 1912) were designed and constructed under Carnegie grants, and are three of 36 Carnegie-funded libraries in New Jersey. Andrew Carnegie, a businessman and philanthropist, donated money to build a total of 2,509 libraries world-wide.*

**Table 3: East Orange Library Branch Location**

<i>Branches</i>	<i>Ward</i>	<i>Address</i>
Main	2	21 S. Arlington Avenue
Elmwood	3	317 S. Clinton Street
Franklin	1	192 Dodd Street
Ampere	5	39 Ampere Plaza

### Initiatives & Programs

Library cards are available to those who live, work, go to school, or own a property in East Orange. The East Orange library also provides a free, monthly delivery service for homebound residents who are unable to travel to the library due to illness, age or disability.

The library offers year-round programs for community members of all ages. Adult programs include book clubs, English as a Second Language (ESL) conversation groups, tax assistance, poetry readings, concerts, movies, exhibits, family entertainment, lectures, seminars, writing workshops, and author presentations. Children and teen programs include craft workshops, story times, technology classes, homework help, gaming, movies, cultural and educational entertainment, and summer reading clubs. One-on-one assistance with a staff member or librarian is also available.

The EOPL hosts several events, including film screenings, book readings, and other events associated with the 'Big Read' a county-wide library partnership. The Library just completed hosting a Women in Film series in association with the Women in Media group of Newark. Other events hosted at the EOPL is East Orange's annual Toshon-con, a free comic convention open to the public with anime, gaming, and sci-fi.

Technology is an important aspect of the library. Approximately 100 computers are available for use at the library, three of which are stand-up express computers. Computer classes ranging from basic to advanced levels are held in the computer lab on the second floor. In December 2016, the East Orange Public Library was the recipient of a \$9,300 Best Buy Foundation Community Grant in partnership with the Union NJ Best Buy store. The EOPL purchased a 3D Printer and currently offers 3D printing workshops for teens, ages 13-18, four times a year, helping them become interested and fluent in digital learning.

The EOPL also plans on creating a Document Center to be located on the first floor, where members can fax, color copy, scan, and other new services. In an effort to preserve history, the East Orange Historical Society adopted the local History Room in the library and has begun digitizing the records there.

Although branch libraries are currently closed, a Clean and Green/Small Tools Library run by the Department of Public Works is offered to residents on the first floor of the Elmwood Branch Library. The Small Tools Library loans residents equipment for small home improvement and maintenance projects. The Franklin Branch Library shares a building with the Jersey Explorer Children's Museum (JECM), one of the first non-profit children's museums in the country to display true-to-life, interactive exhibits.

### *Community Centers*

Master Plan Workshop participants repeatedly expressed a desire for neighborhood community centers, especially ones that could offer after school recreation programs for children and teens. The East Orange Department of Recreation and Cultural Affairs manages the City's only municipal recreation center, the Fellowship Civic Center located at 1 Fellowship Circle, with Orange Oval as its backyard. Residents commented that the civic center is old and outdated. It is also not well connected with Orange Oval. The City should consider updating the Fellowship Center and consider expansion, to allow for more flexibility for indoor activities. Any improvements to the Center should also include improved connections to Orange Oval.

An initial first step the City should take is to conduct a needs assessment on the facility and identify what services would be necessary to enhance the Fellowship Center. This should include a multi-generational approach to programming and services, to meet the needs of youth, parents, and older adults looking to remain active and "age in place" in East Orange. In addition, the Center's relationship to the Orange Oval should be enhanced, creating a stronger physical and psychological connection to the park and its rich urban history with a museum dedicated towards the legacy of the Orange Oval and baseball in East Orange.

East Orange has other community centers not currently run by the City. There is the 3<sup>rd</sup> Ward Community Center located at 120 Rhode Island Avenue, for instance, which is used as a flexible meeting space. The Doddtown Plaza Apartments recently opened the Dean W. Britton, Jr. Computer and Community Center, equipped with nine (9) computers, a printer, fax machine and scanner available for residents. Job search assistance, GED preparation, and after school

homework help are also offered through the center. Another popular community center located in East Orange is the YMCA located at 21 S. Arlington Avenue. Residents have expressed a desire for a larger YMCA facility.

## CULTURAL FACILITIES

From diverse cultural backgrounds to festivals celebrating that diversity to unique schools of choice offering programs in culinary, performing and fine arts, East Orange is a burgeoning source of arts and culture. Programming in the City continues to embrace the cultural diversity of East Orange residents. However, there are few cultural institutions located in East Orange to house events for artists, and many residents use cultural facilities located in surrounding Essex County municipalities. The City should continue to support cultural diversity through programming and events, while keeping in mind that a cultural center may be considered for the future.

Current cultural facilities in the City include Manufacturer's Village, an industrial warehouse with commercial studio space, or maker space, for artists and makers. The City is also home to the Jersey Explorer Children's Museum (JECM), that offers true-to-life, interactive exhibits, which has become a cultural staple in the City.

### Creative Placemaking

Creative Placemaking refers to the utilization of art, performances, and cultural amenities to establish a sense of place within a community. For a City like East Orange, with a rich history and diverse cultural background, there is significant opportunity to leverage these assets to define East Orange from the surrounding areas. Creative Placemaking can also result in greater tourism, promote economic activity, develop a sense of civic pride, and further enhance the arts within a community. In many cases, there are grants available to support creative placemaking, such as through the National Endowment for the Arts to help cities develop Creative Placemaking in their communities.

Another opportunity to enhance arts and culture in East Orange is by working with developers to include curated art displays in their buildings. By creating public use in private space, it strengthens the bond between the community and the new development. In addition, it helps support East Orange artists and markets the new building.

*Scotland, use of lighting and art to activate uninviting underpasses  
Source: Inhabitat.com*



*ART BOX in front of City Hall*

# COMMUNITY FACILITIES RECOMMENDATION CHECKLIST

The following recommendations provide a checklist of the strategies discussed within the Community Facilities Element in order to prioritize actions, identify the responsible department(s) and to keep track of accomplished tasks.

Strategy	Implementing Party	Timeframe	Check Box
<b>GENERAL</b>			
1 Continue to promote shared service opportunities with other municipalities as a way to provide increased services and save taxpayer money.	Planning Department/ City Council	Short	
2 Complete an Age-friendly Facilities Audit, similar to one conducted by St. Louis County in Missouri, to evaluate the usability, safety, and accessibility of City facilities by older adults.	Planning Department/ Public Works	Short to Medium	
3 Continue to coordinate with local non-profit groups to determine how the City can support their efforts to assist residents.	Planning Department/ City Council	Short to Long	
4 Explore opportunities to develop a local non-profit co-work space where resources between groups can be shared and knowledge exchange can take place.	Planning Department	Short to Long	
5 Work with East Orange General Hospital to pilot a community health liaison program where members of the community works with the hospital to ensure at-risk residents are getting adequate healthcare.	Planning Department/ East Orange General Hospital	Short to Long	
6 Continue to meet with members of the faith-based community to identify ways the City can best reach residents for services and information through the congregations.	Planning Department	Short to Long	
7 Identify ways to partner with the VA with various support services (housing, education, training, etc.) through the City.	Planning Department	Short to Long	
8 Ensure Zoning is in place to encourage supermarkets to open in East Orange’s commercial areas.	Planning Department	Short	
<b>EDUCATIONAL FACILITIES</b>			
9 Work with the School Board to plan for the future use of existing vacant school and administration buildings.	School Board/ Planning Department	Short to Long	
10 Implement a Safe Routes to School Policy.	School Board/ Planning Department	Short to Medium	
11 Offer subsidized youth passes for public transit to and from school.	School Board/ Planning Department	Medium	
12 Continue to have local school representatives participate in the Local Emergency Planning Committee (LEPC).	School Board/ Office of Emergency Management	Short	
13 Support Board of Education’s initiatives to develop more “Academies” in the City.	City Council	Short to Long	

Strategy	Implementing Party	Timeframe	Check Box
14 Work with the Board of Education to develop arts and cultural programs and events to utilize Cicely Tyson as a true “community school”, the way it was intended to be when the school was constructed.	Planning Department/ City Council/ Recreation Department	Short to Long	
15 Work with the Essex County School system to identify appropriate opportunities for the ‘old’ vo-tech school building, located in East Orange and Newark.	Planning Department	Short to Medium	
16 Develop a unified development vision for the former Cicely Tyson and Langston Hughes schools in the Elmwood Avenue area.	Planning Department	Short to Medium	
17 Work with the Board of Education to develop an “open playgrounds” agreement where playgrounds on school properties are available for community use after school hours.	Recreation Department	Short	
<b>EMERGENCY SERVICES</b>			
18 Continue to pursue grants to improve existing services and develop new safety initiatives.	Public Safety	Short to Long	
19 Communicate East Orange’s vast improvements in crime prevention and safety as a way to draw further new investment and residents to the City.	Planning Department/ City Council	Short	
20 Continue to utilize intelligence-led policing (ILP) and use of the Community Safety Information Grid (CSIG) to <i>prevent</i> criminal activity from occurring.	Planning Department/ Police Department	Short to Long	
21 Consider relocating or making significant upgrades to the Office of Emergency Management’s current location on the corner of Springdale Avenue and Clinton Street.	Planning Department	Medium to Long	
22 Prepare an Emergency Preparedness and Management Plan.	Office of Emergency Management	Short to Medium	
23 Support the use of capital improvement funds for the construction of a new Firehouse headquarters.	Planning Department/ Fire Department	Short to Long	
24 Fund for the construction of new firehouses, in compliance with modern fire house development standards.	Planning Department/ Fire Department	Short to Long	
25 Increase the Fire Department Staffing Standards and increase hiring as needed.	City Council	Short	
26 Continue to partner with the Red Cross to provide emergency assistance to families affected by fires.	Planning Department/ Fire Department	Short to Long	
27 Upgrade Police Headquarters with AC units and upgrade the holding cells.	Public Works/ Police Department	Short to Medium	
28 Consider expanding police presence throughout the City with police sub-station ‘storefronts’.	Planning Department/ Police Department	Medium	
29 Ensure that the Police Department is appropriately staffed to meet the current and future needs of a growing city with an increasing population.	City Council	Medium	

Strategy	Implementing Party	Timeframe	Check Box
30 Conduct a security analysis of East Orange parks and make safety improvements consistent with Crime Prevention Through Environmental Design (CPTED) principles.	Planning Department/ Police Department/ Recreation Department	Short to Medium	
31 Continue to provide educational programming for the public, such as the Fire Explorers Program, the Fire Department’s Community Relations Program, the Public Safety Youth Academy, PAL, and Monthly Crime Watch Meetings.	Fire Department/ Police Department	Short to Long	
<b>COMMUNITY FACILITIES</b>			
32 Continue to pursue sponsorship from the USDA for East Orange’s Summer Food Nutrition Services Program and the Afterschool Meals Program.	Recreation Department	Short to Long	
33 Continue to operate the City’s affordable food co-op program for seniors and disabled adults.	Senior Services Division	Short to Long	
34 Revise the Zoning Code to restrict fast-food facilities to certain locations within the City, to promote a culture of healthy communities in East Orange.	Planning Department (Zoning Phase II)	Short	
35 Continue to foster a partnership with the East Orange General Hospital to administer the Community Health Improvement Initiative to promote wellness.	Planning Department/ Administration	Short to Long	
36 Upgrade the DPW yard located on Glenwood Avenue.	Public Works	Long	
37 Explore opportunities to relocate or consolidate the Essex County Improvement Authority’s Economic Development Center from its current location on Clinton Street. The current property is well-suited for higher-density development.	Planning Department	Medium to Long	
38 Provide capital funding to develop a new and upgraded Fellowship Community Center at the Orange Oval.	City Council	Long	
39 Consider a partnership with the East Orange YMCA to develop a programming and management agreement at the Fellowship Center.	Recreation Department/ City Council/ YMCA	Short to Medium	
40 Continue to further the goals identified in the 2010-2013 East Orange Public Library Strategic Plan.	Public Library	Short to Long	
41 Share information between the Public Library’s Homebound Program and the OEM’s Special Needs Registry for a comprehensive list of elderly or disabled persons in need.	Public Library/ Office of Emergency Management	Short	
42 Identify ways to re-use the Ward libraries, using the 2016 Library Building Assessment Report as a reference.	Public Library/ Planning Department	Short to Medium	

Strategy	Implementing Party	Timeframe	Check Box
<b>CULTURAL FACILITIES</b>			
43 Establish an Upsala alumni facility within the City.	Planning Department	Short	
44 Conduct a feasibility study to construct a Cultural Center that will enhance arts and cultural diversity in East Orange.	Planning Department	Long	
45 As new parking in the East Orange train station area becomes available, convert the parking in front of City Hall to a pedestrian only plaza with rotating arts installations and community events.	Planning Department/ City Council	Long	
46 Work with local artists and entertainers to establish a City Arts Council as a way to improve arts and culture in East Orange.	Planning Department/ Recreation Department	Short	
47 Work with NJDOT and NJ TRANSIT to identify ways to activate vacant spaces under the train stations and alongside highways with murals and art installations.	Planning Department	Short to Long	
48 Identify small vacant parcels throughout the city which can be used for local art displays.	Planning Department	Short	
49 Working with local artists, planners, and developers, develop a Creative Placemaking Strategic Plan.	Planning Department	Short	
50 Develop a 2% for the Arts Campaign, where 2% of the money gained from PILOT agreements are set aside to support local arts and culture initiatives in the City.	Planning Department/ City Council/ Recreation Department	Short to Medium	
51 Encourage developers to include curated public art displays in their new residential and commercial buildings.	Planning Department	Short	

# SUSTAINABILITY

## GOAL #1

Increase the use of renewable energy, and decrease the level of greenhouse gasses in the City.

## GOAL #2

Improve East Orange's resiliency to effects of climate change and storm impacts.

## GOAL #3

Support locally sourced food with urban agriculture.

## GOAL #4

Encourage sustainable design in the development and redevelopment of public and private projects.

## GOAL #5

Maintain East Orange's status as a suburb within a city by preserving the City's natural features.

## INTRODUCTION

A Green Building and Environmental Sustainability Element ("Sustainability Element") is intended to guide decisions and provide the basis for introducing sustainability into local planning documents. This Element is the City's opportunity to consolidate past and future sustainability goals and objectives into one location, and to outline the action steps needed to meet those goals.

While the City is in the early stages of developing a sustainability framework and strategy, this Element creates a guiding document which will help the City of East Orange move towards a sustainable and resilient future.

The need for including a Sustainability Element comes from the Municipal Land Use Law (MLUL). Amended language in the MLUL created the need to include the Green Buildings and Environmental Sustainability Element in 2008, which shall:



Image Source: [http://www.ij.com/news/index.ssf/2011/12/east-orange-general-other\\_nort.html](http://www.ij.com/news/index.ssf/2011/12/east-orange-general-other_nort.html)

*"...provide for, encourage, and promote the efficient use of natural resources and the installation and usage of renewable energy systems; consider the impact of buildings on the local, regional and global environment; allow ecosystems to function naturally; conserve and reuse water; treat storm water onsite; and optimize climatic conditions through site orientation and design."*

This Element, a first for the City, provides guidance and recommendations consistent with the MLUL’s guidance regarding actions for moving a sustainable policy forward.

## SUSTAINABILITY vs. RESILIENCY

The purpose of sustainability is to achieve the three main benefits known collectively as the triple bottom line: a stronger economy, a healthier environment and a happier community.

The Natural Resources Defense Council (NRDC) further characterizes a sustainable community as one:

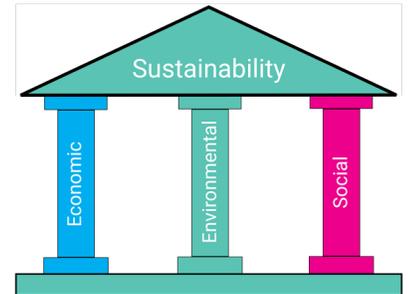
*“...that can continue in a healthy way into an uncertain future. More formally, a sustainable community reflects the interdependence of economic, environmental, and social issues by growing and prospering without diminishing the land, water, air, natural and cultural resources on which communities depend.”*

The counter-point to sustainability is resiliency. This concept, in a planning context, came to fruition after 2005’s Hurricane Katrina. With increases in extreme weather events such as superstorm Sandy, Hurricanes Harvey and Irma, and the early 2017 torrential rains in California, this term has only continued to gain national traction. C.S. Holling, a pioneer in the field of resiliency and ecological economics, defines resiliency as:

*“the capacity of a system to absorb disturbance and reorganize while undergoing change so as to still retain essentially the same function, structure, identity, and feedbacks.”*

Very much related to sustainability, resiliency evolved from the need to manage interactions between human systems and natural ecosystems. Programs like the 100 Resilient Cities, a partnership between the Rockefeller Foundation and other organizations, have been working with cities to adopt and incorporate views of resiliency that address not just the aftershocks of earthquakes, fires, floods, etc., but other stresses, such as high unemployment, that weaken the fabric of life on a daily basis.

Sustainability and resiliency are distinct, but closely related concepts. Sustainability is a view of maintaining while resiliency consists of improvement through adaptation. Both are vitally important; East Orange considers both as integral concepts related to this Element. The Sustainability Element recommends strategies the City can develop towards incremental action that will help East Orange achieve a triple bottom line of environmental, social, and economic benefits.



## ELEMENT ORGANIZATION & GOALS

This Element has been informed through community meetings, stakeholder interviews, a review of current and past planning documents and the other Master Plan Elements, including Land Use, Circulation, and Community Facilities. The key sustainability themes that this community process identified are:

- Land Use
- Renewable Energy and Greenhouse Gas Emissions
- Climate Change and Water
- Green Building and Design

Principles within these theme headings include natural systems preservation, smart development patterns through zoning, green building techniques in site plan and subdivision requirements, and cooperating with neighboring municipalities on land use, stormwater management, and waste management initiatives.

## VISION

Each key sustainability theme above helps to address at least one of the City's basic environmental principles:

1. Improve the natural landscape
2. Produce less greenhouse gas emissions
3. Become more resilient
4. Improve building efficiency

This Element illustrates the City's vision and lays out the policies, strategies and priority action items towards achieving this sustainable future. All policies and recommendations indicated in this Element should meet one or more of its environmental goals. Coordination between sustainable efforts is required to ensure a cohesive strategy and involve all departments within the City.

In addition to the themes and goals described above, it is the City's desire to become a certified Sustainable Jersey community (see left). Due to requirements necessary for certification this document has been organized, to the extent possible, to address this third-party process. It is important to note that, while drafting this document is a key step towards certification, the City will need to take many more steps.

*"Due to requirements necessary for Sustainable Jersey certification, this document has been organized, to the extent possible, to address this third-party process. This document is a key step towards certification, but the City will need to take many more."*



Image Source: 2014 New Jersey Planning Awards, APA-NJ, Slideshare

# CURRENT SUSTAINABILITY EFFORTS

## U.S. Mayors' Climate Protection Agreement

Former East Orange Mayor, the Honorable Robert Bowser, joined 140 American cities in signing an agreement to meet or exceed the Kyoto Protocol targets. In this agreement, the mayors agreed to achieve greenhouse gas reduction through anti-sprawl land use policies, urban forest restoration, and public information campaigns. The State of New Jersey has since set state-wide greenhouse gas emission reduction targets as part of this initiative.

## Energy Audit

The City completed an energy audit in 2015, with funding from the American Recovery and Reinvestment Act of 2009 and assistance from Rutgers University. The audit assessed the City's current energy consumption and identify measures that could be taken to improve energy efficiency and reduce consumption.

## Small Tools Library/Clean and Green Center

The Clean and Green Center and Small Tools Library at Elmwood Library (124 Elmwood Avenue) assists groups in litter prevention, community cleanup and other beautification projects by providing education and tools for loan to residents for home improvement and maintenance projects. The program has added more days for recycling and enhanced environmental education outreach to schools and the local community, and is accessible to all residents by appointment during weekdays. This educational effort introduces children to the concept of sustainability and environmental at an early age while providing tangible benefits through increased recycling efforts at the school.

## Green Infrastructure Plan

Passaic Valley Sewerage Commission and Rutgers University recently completed a Green Infrastructure Plan, which outlines many Green Stormwater Infrastructure (GSI) measures and identifies twelve (12) projects that could be implemented in the City. GSI projects are highly visible, impactful projects that include all three pillars of sustainability by enhancing water quality (environmental), reducing flooding (economic), and beautifying the community (social).

## The Urban Essex Coalition for Smart Growth

The Urban Essex Coalition for Smart Growth was established in 2013 as a forum for municipalities, non-profits, and businesses to achieve mixed-use development and economic development around the five commuter rail stations in Essex County. One of these stations is the East Orange station at City Hall. The forum details the history of the site, many of the challenges of the area, provides information about planned economic development, and identifies capital improvement options for the area. The City should build upon their existing partnership with the forum and seek grants for future improvements. Specific information about the East Orange station can be found at: [urbanessexcoalition.org/](http://urbanessexcoalition.org/).



*Mayor's Signing Agreement*

*Right Image Source: <http://www.businessinsider.com/mayors-could-override-trump-on-paris-accord-2016-11>*

## Earth Day

The city celebrates Earth Day annually. The City organizes a poster contest as part of Earth Day, where children in City schools compete. The winners' posters are subsequently displayed in City Hall. The DPW and East Orange Historical Society are also involved in the festivities. Earth Day events are a great way to involve the community to project civic pride while providing valuable education about steps people can take towards environmental stewardship. These events can be combined with community enhancement efforts to engage the public, with projects such as tree plantings or rain garden construction. As many of the City's environmental enhancement efforts are advanced, this event can also serve as a platform to celebrate and highlight specific projects and generate excitement about future projects.



## Spring Clean Up

Since the early 1990's, fall and spring clean-ups have been held by the Department of Public Works. At these clean-ups, the City showcases rain water collection barrels, existing sustainable programs in schools, and plants are provided to the neighborhood block associations. The City provides all equipment for the community to assist with the clean-up efforts.

## KEY SUSTAINABILITY THEMES

### Key Sustainability Themes

1. Land Use
2. Renewable Energy and Greenhouse Gas Emissions
3. Climate Change and Water
4. Green Buildings and Design

## 1 LAND USE

For a sustainable land use strategy, the City must develop a set of greening principles utilizing smart growth principles. These include: integrating a mix of land uses, utilizing compact building design, promoting walkable neighborhoods, encouraging a range of housing forms, enhancing green spaces, and providing a range of transportation options. Most importantly, smart growth means embracing the distinctive elements of East Orange's urban form to communicate a strong sense of place.

Over the course of drafting this Element, multiple meetings were held with residents and the Sustainability Committee. Through these meetings, surveys, and passionate discussions, it was determined that contamination, redevelopment, urban agriculture, and green space were the essential issues in any revitalization/land use strategies.

### Zoning

Efforts should continue regarding the codification of smart growth principles into zoning regulations and land use decisions. Current zoning regulations allow high density and mixed-use development. New neighborhood land use and zoning strategies would promote an active public realm, walkable urban environments, economic development, and sustainable place-making. These can be in the form of new regulations or through incentivizing various sustainable practices.

The City should review the parking ordinance and determine if standards are effective. For instance, it can target transit areas for parking infrastructure to



### ***Redevelopment***

As a fully built-out city, revitalization is central to sustainable growth and development in East Orange. Redevelopment of existing properties in East Orange is underway: according to City documents, in 2015 alone, \$200 million in private capital was invested in new or renovated buildings, including 1,700 residential units and 140,000 SF of retail/commercial/restaurant space. New buildings account for \$60 million in new tax ratables and \$3 million in new City taxes (once completed).

While new construction is a positive sign of things to come, sustaining redevelopment into the long-term future is vital. Redevelopment reduces the number of vacant lots, cleans up contaminated sites, improves neighborhood character and walkability, and provides the City with increased tax review. The city should pursue redevelopment agreements while revising and updating incentives in targeted areas.

To promote its business community and create a distinctive sense of place, East Orange should invest in beautiful, green, and walkable commercial corridors. The financing to create thriving and sustainable retail districts can be achieved through the creation of tax increment financing (TIF) districts or outside grant funding for main street or community development cooperation (CDC) or business improvement district (BID) programs.

## **2 RENEWABLE ENERGY AND GREENHOUSE GAS EMISSIONS**

Policies that promote the conservation of fuel and the use of alternative fuels will save money, reduce emissions, and spur innovation.

### ***Public Facility Energy Use***

In 2015 East Orange completed an energy audit of all public facilities. The City is well prepared to develop a plan, budget, and timetable for implementing the recommendations contained in the energy audit. The City expects significant cost and emissions reductions by incorporating energy conservation measures in conjunction with scheduled maintenance and upgrades.

### ***Passive Design***

Conservation measures should include not only innovation and appliance upgrading but green building and passive design. Passive design can include roof overhangs, window glazing to reduce sun exposure or correct window placement to maximize solar heat gain.

### ***Clean Fleet***

As recommended by the 2015 energy audit, East Orange can realize significant reductions in fuel costs and emissions by cleaning its fleet of vehicles and investing in alternative fuel vehicles. Additionally, the City should create educational campaigns to promote the benefits of reduced vehicle idling, transit, and cycling both among fleet users and the public.

## ***Building Conservation and Renewable Energy***

While New Jersey is the 2<sup>nd</sup> largest state in terms of total solar energy output, additional efforts are needed in order to meet the Renewable Portfolio Standard, which requires that 22.5% of electricity come from renewable resources by the year 2021.

East Orange is already setting an example. The East Orange Senior Building is the first municipal building in the city to install a solar array, which is expected to significantly reduce energy costs. Demonstration projects such as this can help to relay the many benefits of alternate energy to the private sector.

New Jersey's Clean Energy Program, sponsored by the State of New Jersey Board of Public Utilities, provides state-funded financial incentives. East Orange residents and business are eligible to participate in most of these retrofit subsidy and low interest loan programs, which include the following:

- Benchmarking - provides an assessment of energy performance, available to municipalities.
- Combined Heat & Power (CHP) is a highly efficient technology that recovers heat and uses the thermal energy. Rebates are available for CHP conversion.
- Local Government Energy Audit - provides a thorough analysis of facilities with cost-justified and energy efficiency measures and is fully subsidized for municipalities.
- New Jersey Home Performance with ENERGY STAR (HPwES) - offers residential solutions to reduce a home's energy costs and carbon footprint. Rebates are available for installing energy efficient upgrades, which can save up to 30% on energy costs and increase home comfort, safety, and durability.
- Pay for Performance (P4P), provides incentives for comprehensive, whole-building energy improvements. Pay for Performance program can help save 15% or more on energy consumption and help builders construct a more efficient new building.
- New Jersey SmartStart Buildings - offers financial incentives for certain projects which can offset some or all of the added cost to purchase qualifying energy-efficient equipment.
- Direct Install - created specifically for existing small to medium-sized facilities, the program provides a free energy assessment to cut a facility's energy costs by replacing lighting, HVAC and other outdated operational equipment with energy efficient alternatives. The program pays up to 70% of retrofit costs.

By helping residents and businesses navigate these opportunities, East Orange can encourage new developments to utilize alternative energy production. Revisions in zoning regulations, where necessary, should permit small-scale, onsite energy production. The development of a LEED benchmark for new buildings, in conjunction with modernization of the City's zoning ordinance mentioned in the Land Use section, can maximize the energy savings and low-carbon potential of its sustainable design policies.



Flooding During Hurricane Sandy

Image Source:  
<https://thebreakthrough.org/index.php/voices/michael-lind/hurricane-sandy-and-the-case-for-adaptation-to-climate-change>

## 3 CLIMATE CHANGE AND WATER

Climate change affects everyone, not just those along the Jersey Shore or in otherwise low-lying areas. The effects of Superstorm Sandy were felt throughout the Northeast region where riverine flooding destroyed homes and infrastructure. At-risk zones near Watsessing and Soverel Parks are indicated as a Regulatory Floodway via FEMA mapping, and have a 1% annual chance of flood hazard surrounding the floodway. Extreme weather events will increase and thus the City will need to improve emergency management response times and establish policies with the hope of mitigating effects. Topics which the City will need to consider include flooding, water quality and green infrastructure.

### ***Green Stormwater Infrastructure***

Extreme weather events can cause flooding along the banks of the Second River (also known as Watsessing River), in floodplains, and low-lying areas of the City. The County and Sewer authority have recently completed a green infrastructure plan, the *Green Infrastructure Feasibility Study* for the City, which outlines a variety of Green Stormwater Infrastructure (GSI) measures and discusses twelve (12) potential projects. The projects range from large efforts (~\$180K) to much smaller projects (~\$1,000-\$2,000). These amenities will build resilience into the stormwater management system while beautifying the city.

Significant GSI should be programmed for the future, allowing time to seek grants and identify funding partners. Many of the smaller projects can likely be implemented in the short term by the City's Public Works staff as pilot projects. These demonstration projects can be a great way to educate the community while underscoring the City's dedication to sustainability.

Additionally, by restructuring water fees to be weighted towards wastewater generated, rather than tap water consumed, those who produce large volumes of runoff will be incentivized to capture water onsite through alternative strategies. The City can ease the transition by phasing in these fees gradually while providing GSI design and construction assistance.

Additional steps that the City could take include identifying at-risk areas, and identifying additional ways to reducing flooding and associated insurance costs through FEMA partnerships and programs. One such program the city should consider is the Community Rating System (CRS). The National Flood Insurance Program codified the CRS as an incentive program that encourages communities to exceed the minimal federal requirements for development within floodplains, with the goal of reducing "losses to properties for which repetitive flood insurance claim payments have been made." As an incentive, flood insurance premium rates are discounted to reflect reduced flood risk. The City should continue to cooperate with federal and state partners in educating the community about flood prevention and mitigation, stormwater management, storm safety, storm recovery. Increased awareness will help government, the business community, and residents to build and maintain a more resilient East Orange.

## Tree Cover

Mature trees absorb water to reduce flooding, reduce greenhouse gases by absorbing more carbon than they release, and move water from the ground into the environment, cooling the City through the process of transpiration. East Orange boasts a notable Shade Tree Division, with a city-wide historic tree canopy. The Division acts out of the Department of Public Works, which uses the existing tree inventory as a starting point for the work that they do. The tree canopy adds property value to the commercial district. In many cases, neighborhoods built in the 1900s have trees that have outgrown their physical spaces in the sidewalks, causing sidewalks to rise.

The City continually faces the challenge of handling dead or damaged trees, which are routinely removed to protect public safety, while trees that conflict with infrastructure and maintenance are also removed. The City is also working hard to regain the tree canopy, which suffered severe damage that Superstorms Sandy and Irene. A tree inventory is scheduled for an update in 2018, which will update the addition/loss of the canopy, and will provide data to initiate a strategy behind handling the historic tree inventory in East Orange.

East Orange is very proud of its successful and decades-old Shade Tree Division. The City's streets host national commercial campaigns for fortune 500 companies because of its beautiful and historic tree canopy. Accordingly, the City is taking the next key step towards rebuilding its tree cover by updating its Tree Inventory, which will be completed in 2018.

The City can further this progress by drafting a comprehensive Natural Resources Inventory. This tool provides baseline information for measuring progress on significant resource protection issues, such as:

Geography/topography	Climate
Geology	Air
Hydrology	Historical and Cultural Features
Soils	Infrastructure
Vegetation	Noise
Wildlife	Regional Relationships
Wetlands	Contaminated Sites
Land Use	Critical Environmental Areas

For guidance and case studies, Sustainable Jersey recommends *The Environmental Resource Inventory: ERI*, an online resource paper by The Association of New Jersey Environmental Commissions.

A City tree planting program and tree protection measures might promote an increase in the quality, quantity, and health of trees in East Orange. Previously, the City used a city-sponsored tree farm to replace fallen trees, but the trees have become too large to act as replacements. Currently the City negotiates with landscapers to use "unsellable trees" for planting projects. Some effective ways to increase the number of trees may include enacting a Street Tree ordinance, requiring street trees as part of development or redevelopment plans, and a Tree



16<sup>th</sup> Street Mall, Denver, CO

Image Source:  
<https://nextcity.org/daily/entry/saving-the-urban-canopy>

Protection ordinance, which would require that removal of trees be accompanied by planting new trees.

A great partner organization for East Orange is Tree City USA. This national program recognizes cities and towns for urban and community forestry and helps provide assistance and public attention to showcase the importance of urban forestry. It is co-sponsored by the National Association of State Foresters and the USDA Forest Service and has grown to include more than 3,400 towns, cities, and military bases in all 50 states.

### ***Ground Water***

Contaminated lands and ground water are a concern, especially as it relates to land being used for recreational purposes and parks. Former land uses, most notably dry cleaning establishments, have contributed to contamination below the surface of the land. The City of East Orange does currently subsidize brownfield development, a detailed plan for brownfields is recommended, to prevent the spread of contamination. Potential funding opportunities should be researched to assist with the effort of planning for groundwater contamination remediation.

### ***East Orange Climate Change Strategy***

To plan for longer-term sustainability and resiliency, the City should draft a Climate Change Strategy. The document would include measurements of the largest generators of CO<sub>2</sub> in the city and identify strategies and targets for reducing emissions from public and private sources.

## **4 GREEN BUILDINGS AND DESIGN**

According to the US Energy Information Administration, in 2016, about 40% of total U.S. energy was consumed by the residential and commercial buildings. Accordingly, any conversation around sustainability must include a discussion of how to improve building design.

### ***New Construction***

With new construction comes opportunities to not only grow East Orange, but to promote sustainability through design. In recent years the City has seen the construction of new projects many of which have elements of green building and design. New green building projects in the City include:

- Lotus@315 – a 203-unit building located at 315 S. Harrison Street which has a green covered parking deck
- Essence 144 – a 130+ unit building located at 144 S Harrison St which has a green roof
- Parkway Lofts – a 361-unit project located at 5 Lawrence St. which is designed to LEED certified standards
- Brick Church Commons – a 258- unit project located at 520 Main Street has various green building design elements

Currently, East Orange does not have defined green development standards for public and private development. By way of this Master Plan, it is recommended to develop a sustainability plan that is comprehensive. The green or sustainable development standards should be inclusive of county and state plan requirements, and account for all aspects of sustainability.

### ***Green Building Certification***

The last 20 years has seen increasing interest in sustainability, recycling and life cycle analysis. Some of the most well-known programs include the Leadership in Energy and Environmental Design (LEED) and Net Zero Energy Building (NZEB) certification. A 2007 public opinion survey conducted by the World Business Council for Sustainable Development found that respondents believed, on average, that green features added 17% to the cost of a building, whereas a study of 146 green buildings found that in fact they actual averaged a marginal cost of less than 2%. While the City should push green building and design, there will clearly need to be some amount of education.

LEED provides standards for the design, construction, operation, and maintenance of green buildings, homes, and neighborhoods that help building owners and operators be environmentally responsible and efficient. Two buildings in East Orange were designed according to LEED standards, although LEED certification from the United States Green Building Council is still in progress. These include the G. W. Carver Elementary School and 25 Kearney Street.

Alternatively, NZEB is a structure that is designed to use roughly the same amount of energy as it creates through on-site renewable energy generation and passive design. While not a requirement to be considered NZEB, the International Living Future Institute (ILFI) developed a certification system for those who wish to obtain recognition.

East Orange should promote LEED, NZEB and energy efficiency by requiring a green building analysis when new municipal construction exceeds a minimum threshold. In the modernizing of its zoning ordinance, the City should require or incentivize LEED standards in construction, energy efficiency, and other green building features.

The City can make green design part of the daily discussion by formalizing it in the zoning ordinance and by including discussions in development review procedures and public education and outreach materials. The City should also develop partnerships with gas and electric providers to incentivize green design and innovation.

## *Green Roofs and Solar*

Green roofs are a great mechanism to control both stormwater runoff and to reduce interior heating costs. Green roofs help reduce heating costs by adding mass and thermal resistance value, create wildlife habitat and help lower urban air temperatures thus mitigating the heat island effect. Many cities, such as Chicago and New York City incentivize buildings to put green roofs on buildings. Green roofs are also considered as part of the LEED certification process.



*Green Roofs in Chicago*

*Image Source:*  
<https://inhabitat.com/green-roofs-for-healthy-cities-awards-2008/>

East Orange should install a demonstration green roof in a prominent public building to build awareness of their many benefits. To incentivize their installation, the City should also implement a green roof tax abatement program.

In 2009, East Orange received congressional appropriations for economic development initiatives, including installing solar on the City-owned Senior Citizens Center building at 90 Halsted Street. Pre-construction work has been completed, and the project is now in the post-bid construction phase.

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# SUSTAINABILITY RECOMMENDATION CHECKLIST

The following recommendations provide a checklist of the strategies discussed within the Sustainability Element in order to prioritize actions, identify the responsible department(s) and to keep track of accomplished tasks.

Strategy	Implementing Party	Timeframe	Check Box	
<b>LAND USE</b>				
1	Employ smart growth principles.	Planning Department	Ongoing	
2	Create specific area plans which focus on the regulation of building form and desired Streetscaping - Create district guidelines utilizing visual preference surveys.	Planning Department	Medium	
3	Review parking ordinance and determine if standards are effective - Target transit areas for parking infrastructure to reduce auto dependency.	Planning Department/ Public Works	Medium	
4	Revise zoning ordinance to include more design guidelines and performance standards regarding sustainable measures - Ordinance should include a combination of traditional zoning standards, form based measures and performance enhancement standards.	Planning Department	Short	
5	Develop a program to support community-based neighborhood cleanup initiatives.	Planning Department/ Public Works	Short	
6	Establish a City "Green Team" and achieve Sustainable Jersey certification.	Planning Department/ Public Works/ Recreation Department	Short	
7	Increase public education and awareness of the importance of sustainability.	Planning Department/ Recreation Department	Ongoing	
8	Implement strategies for brownfield remediation - Create an open administrative process for transferring ownership to reactivate abandoned, blighted, or otherwise vacant land for commercial, residential, or public use.	Planning Department/ Property Maintenance	Medium	
9	Continue and grow healthy locally grown food options at East Orange Farmer's Market.	Planning Department	Short	
10	Establish an urban agriculture program in vacant land between Woodland Avenue and Glenwood Avenue north of Park Avenue. Explore other potential vacant lots for neighborhood based community gardens.	Planning Department	Short	

Strategy	Implementing Party	Timeframe	Check Box
<p><b>11</b> Develop an open space trust fund to maintain, purchase and sell vacant City lots - This tool can support a variety of policies that repurpose land for productive use, from creating and maintaining municipal parks, stormwater management, activating small vacant parcels for commercial applications, etc. Consider alternative municipal, county, and state policies, such as those utilized by the <i>Bergen County Open Space, Recreation, Floodplain Protection, Farmland &amp; Historic Preservation Trust Fund</i>.</p>	<p>Planning Department/ City Council</p>	<p>Short</p>	
<p><b>12</b> Continue to pursue redevelopment agreements. Revise and add incentives in targeted areas.</p>	<p>Planning Department</p>	<p>Short</p>	
<p><b>13</b> Seek grant funding to create thriving and sustainable commercial corridors - This could be achieved through the creation of tax increment financing (TIF) districts or seeking outside grant funding for main street or CDC or BID programs.</p>	<p>Planning Department</p>	<p>Short to Long</p>	
<p><b>RENEWABLE ENERGY &amp; GREENHOUSE GAS EMISSIONS</b></p>			
<p><b>14</b> Develop a plan, budget, and timetable for implementing the recommendations contained in the energy audit.</p>	<p>Public Works</p>	<p>Short</p>	
<p><b>15</b> Incorporate energy conservation measures to public infrastructure in conjunction with scheduled maintenance and upgrades.</p>	<p>Public Works</p>	<p>Short</p>	
<p><b>16</b> Educate staff regarding passive solar design, prioritize energy savings during the construction process and when possible, incentivize its use.</p>	<p>Planning Department/ Public Works</p>	<p>Short to Medium</p>	
<p><b>17</b> Create an educational campaign to promote the benefits of reduced vehicle idling.</p>	<p>Planning Department/ Health Department</p>	<p>Short</p>	
<p><b>18</b> Conduct a fleet inventory and purchase eco-friendly vehicles as East Orange vehicles are replaced.</p>	<p>Public Works</p>	<p>Short to Medium</p>	
<p><b>19</b> Create an educational campaign to promote the use of bicycles and other alternative modes of transportation in order to reduce GHG emissions.</p>	<p>Planning Department</p>	<p>Short</p>	
<p><b>20</b> Create an educational campaign for New Jersey's Clean Energy Program to encourage residents and businesses to take advantage of the program.</p>	<p>Planning Department/ Property Maintenance</p>	<p>Short</p>	
<p><b>21</b> Develop a LEED benchmark for new buildings in conjunction with modernization of the City's zoning ordinance.</p>	<p>Planning Department</p>	<p>Short</p>	
<p><b>22</b> Encourage new developments to utilize alternative energy productions, such as solar panels through revisions made to the zoning regulations.</p>	<p>Planning Department</p>	<p>Short to Long</p>	

Strategy	Implementing Party	Timeframe	Check Box
23 In cooperation with PSE&G, SolarCity and other installers, encourage residential and commercial solar installations. Provide public education component.	Planning Department/ Property Maintenance	Medium	
<b>CLIMATE CHANGE AND WATER</b>			
24 Encourage green stormwater infrastructure (GSI) investment such as rain gardens, rain barrels, green roofs, porous cement island plantings. The twelve (12) projects detailed in the City's <i>Green Infrastructure Feasibility Study</i> should be scheduled on a pilot basis, starting with smaller projects. The City should also begin identifying partners for the larger projects with a realistic timeline for implementation.	Planning Department/ Public Works/ Recreation Department	Short to Long	
25 Educate public on stormwater discharge reduction. Rain barrels, which capture rain water for gardening and graywater systems, which capture and reuse water from showers and sinks to flush toilets. The East Orange Water Commission should develop public education campaign to reduce water usage.	Planning Department/ Water Commission	Short	
26 Structure stormwater fees on wastewater generated, rather than tap water consumed - This will incentivize those who produce large volumes of runoff to capture runoff through alternative strategies.	Water Commission/ Public Works	Medium	
27 Draft a Natural Resource Inventory of specimen trees and canopy cover.	Planning Department/ Public Works	Short	
28 Enact a street tree ordinance and a tree protection ordinance.	Planning Department/ Public Works	Short	
29 Create partnerships with communities that have made substantial efforts to tackle issues of resiliency.	Planning Department/ City Council	Short	
30 Review and update zoning regulations to ensure that climate adaptive policies are included.	Planning Department	Short	
31 Join Community Rating System (CRS). By participating in the CRS program, the City had reduce homeowner's flood insurance premiums by 5% for each level achieved.	Planning Department	Medium	
32 Adopt a Climate Change Policy.	City Council	Short	
33 Set measures and goals for reducing public and private CO <sub>2</sub> output.	Planning Department/ Public Works	Medium	
34 Identify significant sources of greenhouse gas emissions.	Planning Department/ Public Works	Short	
35 Adopt LEED standards for building design into the land development code for developments of a certain size.	Planning Department/ Public Works	Short to Medium	

Strategy	Implementing Party	Timeframe	Check Box
<b>GREEN BUILDING &amp; DESIGN</b>			
36 Upgrade municipal buildings with energy efficient lighting, windows, and other technology.	Public Works	Medium to Long	
37 Require a green building analysis when new municipal construction exceeds a minimum threshold.	Planning Department	Short	
38 Revise zoning to require or incentivize LEED standards in construction, energy efficiency, and other green building features.	Planning Department	Short	
39 Make green design part of the daily discussion - Formalize in the zoning ordinance and include discussions in development review procedures and public education/outreach materials.	Planning Department	Short	
40 Promote the use of renewable energy and energy efficiency programs in public buildings and private developments.	Planning Department/ Public Works	Short to Long	
41 Install a demonstration green roof in a prominent public building to build awareness of GSI, energy conservation, and stormwater management.	Public Works	Medium	
42 Model a green roof tax abatement program after New York City's.	Planning Department/ Administration	Medium	



# RECYCLING

Department of Public Works Yard, Midland Avenue

## GOAL #1

Increase understanding of the importance of recycling and programs.

## GOAL #2

Increase recycling levels in the City.

*Recyclable material is residential, commercial, and industrial materials or byproducts that are set aside, handled, packaged, or offered for collection separate from garbage for the purpose of being processed and then returned to the economic mainstream in the form of commodities or products.*

*Single Stream recycling is a process where the resident/business can mix all recyclable materials in one container; making the task of recycling easy in the home or business.*

## INTRODUCTION

The City of East Orange was named the Cleanest City in the Nation three times, all before its 100th birthday. The Solid Waste and Recycling Programs in East Orange are adding to that legacy. The City has made it easier for residents to recycle by distributing 20 gallon containers to each household for the purpose of mandating a single-stream, or “no-sort” recycling program. East Orange also created a new apartment dumpster program which keeps streets clear of an over-abundance of garbage bags or containers, and instead creates one central location for apartment residents (50+ units) to dump their garbage and recyclables. In 2012, the City adopted a Recycling Ordinance that established clear enforcement and violations of the law and established a Construction and Demolition (C&D) Waste Recycling Ordinance. The City participates in other waste reduction initiatives, including a Clean and Green/Small Tool Library located at the Elmwood Library where East Orange homeowner residents and tenants may borrow tools for small home improvement projects and a Grass, Cut It and Leave It Program urging residents to leave their grass clippings on their lawn, to reduce that amount of yard waste entering into East Orange’s solid waste stream. These recent efforts have helped make East Orange the cleaner and greener city that it is today.

The Solid Waste and Recycling Division, one of five divisions within the Department of Public Works (DPW), is responsible for various aspects of solid waste and recyclable collections and is located within City Hall. The Division also operates the Recycling Drop-Off Center located at 133 Midland Avenue with containers for paper, bottles/cans, cardboard, motor oil, cooking grease, and E-waste (electronic waste). With 60 workers within the DPW, seven (7) work within the Solid Waste and Recycling Division. Each year the Division distributes a Solid Waste and Recycling Handbook to residents by mail, and additionally

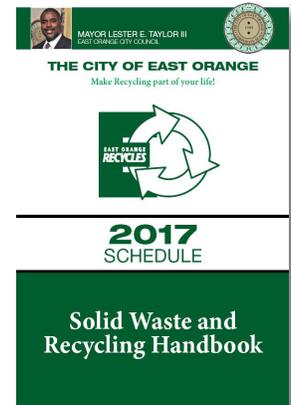
posts the handbook on the City's website. The handbook outlines the pick-up schedule with accompanying calendar and map, and also outlines the rules on collection of recycling materials, garbage, bulk trash, lawn and garden debris, and special collection rules for large items such as refrigerators, freezers and air conditioners (i.e. "White Goods"), tires, appliances and metals. The handbook also provides a list of important phone numbers for city services.

## Solid Waste

Administrative responsibility for collection and disposal of solid waste rests with the Solid Waste and Recycling Division within the DPW. Collection of the waste, however, is contracted out to private carters with 5-year terms. Pick-up occurs twice a week in each area. The City is responsible for waste collection at all residential buildings and large apartment buildings while most commercial establishments are responsible for their own solid waste. The Division continues to increase its garbage dumpster program for apartments, which reduces the amount of garbage placed on the curb, adding to the cleanliness and beautification of the City.

In one year from 2015-2016, the DPW reduced solid waste costs by half a million dollars, spending about \$4 million in 2016 in fees for the hauling and dumping of City's waste. The amount of annual waste has remained about the same throughout the years, however, at approximately 23,000 tons for regular garbage and 4,160 tons for bulk trash. Approximately 15% of all waste is taken to a landfill (about 80 tons a week) and the remaining waste is hauled to the incinerator per waste flow laws (approximately 425 tons per week). The cost for incinerator waste is \$80.93 per ton, an increase of \$6.53 from 2006 (\$74.40 per ton). The cost for landfill waste in 2017 is \$80.44 per ton, a \$0.16 decrease in cost from 2006 (\$80.60 per ton). Bulk trash is sent to a transfer station owned by Waste Management, located at 864 Julia Street in Elizabeth, NJ.

Landfilling and incineration not only results in emissions from methane and toxic chemicals, but it is also more costly per ton than recycling. That is why the City of East Orange must continue to diminish trash volume and increase recycling efforts.



*Recycling benefits include a cleaner environment and healthier people, fewer emissions from landfilling and incineration, less pollution seepage into soils and groundwater, and significant cost savings.*

## Recycling

New Jersey became the first state to require that all NJ residents and businesses recycle as per the New Jersey Recycling Act of 1987. The mandatory recyclable items are determined by individual county laws. East Orange meets the minimum recycling standards set for residential, commercial and institutional sectors, but additionally recycles Plastics (#1 and #2), steel/tin containers, and ferrous scrap, exceeding the minimum recycling standards set forth in the Essex County Solid Waste Management Plan (SWMP). East Orange is also in the process of obtaining a new recycling compactor and has increased the number of shredding events offered with three events now open to the public and two for internal staff.

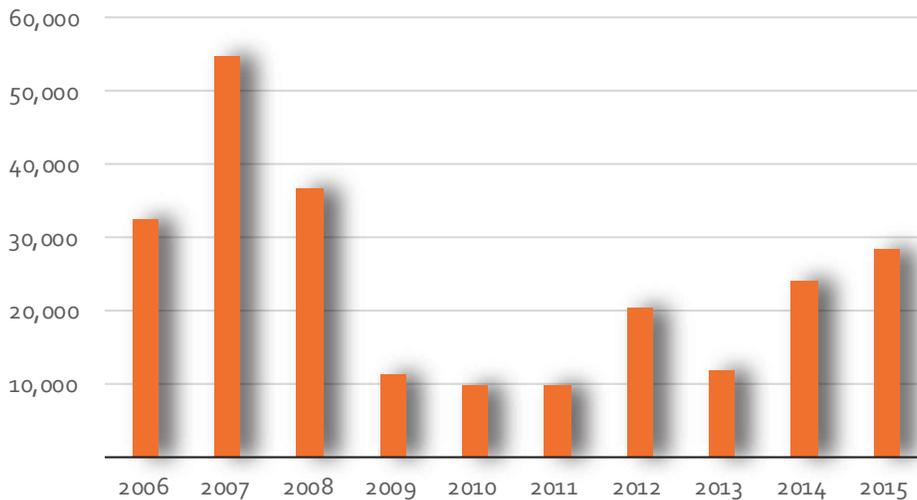
In East Orange, The Department of Public Works' Solid Waste and Recycling Division supervises a bi-weekly residential curbside system and weekly dumpster pick-up for commercial buildings and apartment buildings with over 50 units. The DPW operates recycling collection for apartment buildings (50+ units) where a private contractor collects from all other residential dwellings and apartment buildings, all with no collection fee. The Division has recently improved its apartment program by mandating that apartments wishing to participate in the dumpster program, must recycle.

To measure the City's track to success, the DPW must establish baseline figures and track progress. The total municipal solid waste (MSW) generated versus recycled, determines a municipality's MSW recycling rate. Total solid waste (TSW) can also be calculated in this way, and differs from MSW because it includes municipal waste plus construction debris and other types of non-municipal waste. The most recent municipal rates available from the New Jersey Department of Environmental Protection (NJ DEP) are 2014 recycling rates. In 2014, the State MSW recycling rate was 41 percent, compared to the national average of 34 percent. The TSW recycling rate in 2014 for New Jersey was 62 percent.<sup>39</sup>

In January 2018, the State of New Jersey purchased an online program to centralize recycling information for municipalities and counties in an app for smart devices and computers. The app, Recycle Coach, allows users to input their address to access information such as when to put recyclables and solid waste out for pick-up including regular and holiday collection schedules. The app also includes articles about becoming better recyclers, a section to ask questions about recycling, quizzes, educational podcasts, and the ability to receive specific communication from the city or county. While the app has not been implemented state-wide as of yet, the City should work with the State to ensure proper application and integration of existing resources. An education component on how to use the app and press release notifying residents of the app will also be integral to the transition.

During 2014, the East Orange DPW collected approximately 24,000 tons of recyclables (a 51% increase from 2013). East Orange received a \$21,618.43 state grant in 2017, based on its 2014 recycling performance through the State's Recycling Enhancement Act, a \$14,000 increase from the grant received for the previous year (\$7,606.54) and at a higher dollar amount per ton recycled. In 2015, the city increased recycling tonnage by 15.6%.

Chart 1 : East Orange's Recycling Tonnage 2006-2015



## Conclusion

The DPW is continuing recycling awareness and education through school education programs. In 2015, the DPW increased the number of recycling days but also enhanced its environmental education outreach to schools and the local community. In 2016, five (5) East Orange schools (East Orange Community Charter School, Cordon Parks Academy, STEM Academy, and Cicely Tyson Middle and High Schools) received NJ Clean Kids Clean Communities Awards during the 13th Annual Clean Communities Conference. Approximately 130 students were able to attend the event with the Manger of Recycling.

It is in the best interest of East Orange to continue to promote recycling and continue education awareness.

# RECYCLING RECOMMENDATION CHECKLIST

The following recommendations provide a checklist of the strategies discussed within the Recycling Element in order to prioritize actions, identify the responsible department(s) and to keep track of accomplished tasks.

Strategy	Implementing Party	Timeframe	Check Box
<b>GENERAL</b>			
1 Encourage recycling Citywide through education and recycling events.	Solid Waste & Recycling Division	Ongoing	
2 Continue to follow State Recycling Plan goals.	Solid Waste & Recycling Division	Ongoing	
3 Improve communication about the recycling schedule that is more user-friendly via the City's website, and via the mobile app Recycle Coach, made available for free by the State	Solid Waste & Recycling Division/ Information Technology Department	Medium	
4 Continue to post the annual Solid Waste and Recycling Handbook on the City's website.	Solid Waste & Recycling Division	Ongoing	
5 Work with the Essex County Environmental Center to continue to educate students about the positives of recycling and to live responsible lifestyles.	Solid Waste & Recycling Division	Short	
6 Continue to pursue grants from the Recycling Enhancement Act (a state grant), the New Jersey Clean Communities program and for future grants, begin the application process for Sustainable Jersey certification.	Solid Waste & Recycling Division	Ongoing	
7 Perform an inventory of commercial and institutional establishments and categorize the types of generators and identify targeted recycling opportunities.	Solid Waste & Recycling Division	Medium	
8 Establish a method of tracking Recycling Education and Enforcement Initiatives.	Solid Waste & Recycling Division	Short	
9 Explore the inclusion of other non-mandated recyclable materials into the City's recycling ordinance (i.e. Food Waste, bulky rigid plastics).	Solid Waste & Recycling Division/ Planning Department	Short	
10 Add the Pick-Up Area Map from the Annual Solid Waste and Recycling Handbook to the Open Data mapping platform (sdlportal), available on the City of East Orange website.	Solid Waste & Recycling Division/Information Technology Department	Short	

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## 2013 HISTORIC PRESERVATION

16705 - Earlier Settlement

1831 - Second Presbyterian Church (Brick Church) established

1863 - East Orange incorporated as a municipality after seceding from Town of Orange

1874 - Franklin School - Whitney Houston Academy

1896 - Architects develop concept plans for first City Hall

1899 - Nassau School opens

1911 - 1<sup>st</sup> apartment building (The Hamilton) constructed

"By 1920, East Orange had a population of almost 40,000. Residential houses gave way to apartment buildings as developers, running out of land, had no choice but to "go up". Retail stores lined Main Street and Central Avenue. Sixty-eight thousand people lived in East Orange in 1930. The Depression slowed growth a bit, but by the 75th anniversary celebration in 1938, more than 70,000 people called East Orange home. By the time East Orange turned 100, the Garden State Parkway had already bisected the city, and the population was over 80,000. The little village was all grown up."  
~ East Orange in Vintage Postcards

The 2013 East Orange Historic Preservation Element of the East Orange Master Plan was adopted by the East Orange Planning Board on June 5, 2013. It replaces the Historic Preservation Element that was adopted as part of the City's 2006 Master Plan.

### INTRODUCTION

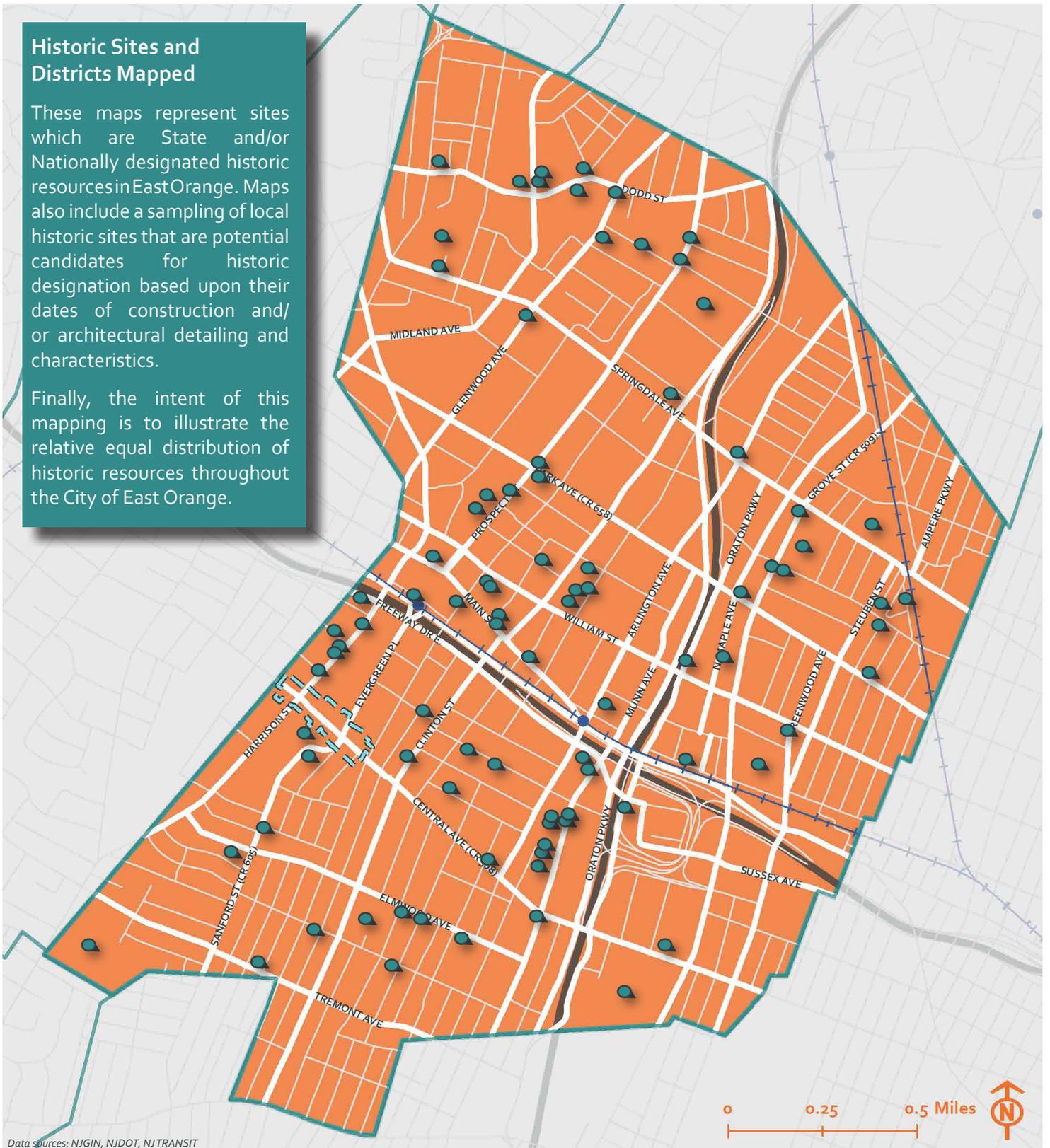
The City of East Orange's many historic resources are worth preserving and promoting because they provide a physical link to the past, contribute to the sense of community in the present and offer a degree of continuity as the City advances into the future. Historic preservation also contributes to attractive streetscapes, stable neighborhoods, economic development and civic pride. This Element of the East Orange Master Plan highlights the benefits of preserving local heritage, identifies sites listed on the State and National Registers of Historic Places and chronicles the City's historic preservation efforts to date. It also reinforces the City's tradition of encouraging historic preservation as a way of protecting sites that have played a significant role in the City's maturation and supports the City's current revitalization and economic development efforts.

Intended as a proactive means of planning for the preservation and protection of the City's character and historic resources, the Historic Preservation Element must be construed in the broadest context of the City's vision and plans for its sustained growth. This Element should be cross-referenced with the other Elements of the City's Master Plan, the Zoning Ordinance and Map, Redevelopment Plans and Building Codes. One of the early lessons learned during this planning process was that without a holistic approach to historic preservation it is increasingly difficult to achieve preservation goals...or worse, those preservation goals may

## Historic Sites and Districts Mapped

These maps represent sites which are State and/or Nationally designated historic resources in East Orange. Maps also include a sampling of local historic sites that are potential candidates for historic designation based upon their dates of construction and/or architectural detailing and characteristics.

Finally, the intent of this mapping is to illustrate the relative equal distribution of historic resources throughout the City of East Orange.



conflict with other City policies and regulations. For example, if historic preservation is not well coordinated with relevant city policies, than property tax statues can run contrary to the goals of local historic preservation programs. Similarly, Redevelopment programs might encourage the demolition of significant architectural and cultural resources. Conversely, when historic preservation is well coordinated and insinuated into the on-going dialogue between property owners, developers, and the general public, it can be transformative; creating a sense of place in neighborhoods, building civic pride, eliminating blight and contributing to municipal ratables.

### GOAL #1

Ensure that historic resources qualified and certified under state or federal registers are in compliance with regulatory standards governing their preservation and management.

### GOAL #2

Ensure that East Orange has high quality historic districts, landmarks, buildings, and places that represent a diverse historical perspective.

### GOAL #3

To integrate historic preservation more fully into East Orange’s comprehensive planning program.

### GOAL #4

Foster public education and greater appreciation and understanding for historic resources, and public support for preservation in East Orange.

### OBJECTIVE #1

Establish appropriate regulations and resources to adequately protect East Orange’s historic assets.

### OBJECTIVE #2

Advance policies, programs, and investments that facilitate the preservation of historic sites, buildings, and districts.

### OBJECTIVE #3

Advance programs that educate and engage the public in the awareness and appreciation of historic preservation in the City of East Orange.

### OBJECTIVE #4

Create and enforce appropriate standards and regulations to ensure the protection and maintenance of historic sites, buildings, and districts.

Finally, in an effort to underscore the City’s commitment to historic preservation, a *Historic Preservation How-To Guide* was commissioned as a companion to the Historic Preservation Element. This Guide simplifies the process for formulating a Historic Preservation Ordinance and establishing a Historic Preservation Commission by providing a comprehensive database of existing historic resources and maps, in addition to amalgamating all of the legal/administrative regulations, in one user-friendly document. Utilized together, the *Historic Preservation Element and How-To Guide* will expedite the City’s realization of its vision for historic preservation.

The *Early Historical Timeline* highlights the developmental milestones of this City at the Crossroads and **Appendix A.1** provides a more detailed summary of East Orange’s history.

## STATEMENT OF PURPOSE, GOALS & OBJECTIVES

### Purpose

It is the *Intent & Purpose* of this Plan to accomplish the following:

- To state clearly the goals of historic preservation in East Orange.
- To advance compliance with state planning enabling legislation requiring local governments to have comprehensive plans, which require historic preservation elements prior to the adoption of historic preservation ordinances.
- To form the basis for the adoption of a historic preservation ordinance and formation of a Historic Preservation Commission.
- To ensure consistency between various local government policies that affect the community’s historic resources.
- To educate and inform the East Orange citizenry about their heritage and its value to the community.
- To strengthen the political understanding of, and support for, historic preservation policies.



### Goals

The overarching Goal of this *Historic Preservation Element of the East Orange Master Plan* is to cultivate sustained awareness, appreciation, preservation, protection and enhancement of the historically rich and significant buildings, structures, themes, and character of East Orange. In this context, the City of East Orange seeks to strengthen civic pride through neighborhood conservation and contribute to the economic development and vitality of the city. This Goal is deemed particularly relevant to the East Orange community given their realization that historic assets and culture are at risk in the urban context of future development. Protecting the City’s historic character is intended to preserve community values for the future.

# SUMMARY OF PAST PRESERVATION EFFORTS

## Public Sector Efforts

### *1990 Historic Preservation Element of the East Orange Master Plan*

The singular Goal of the **1990 Historic Preservation Element of the East Orange Master Plan** was as follows:

*" . . . to encourage the preservation and restoration of buildings, districts , sites , objects and structure s that reflect the cultural, social, economic and architectural history of the city. Retaining historically significant resources strengthens the local economy, provides a distinctive sense of place and adds to the city's visual appeal."*

The 1990 Historic Preservation Element was informed, in large part, by the **1981 East Orange Historic Survey**. This Survey recommended the following three nominations to the State and National Registers:

- Central Avenue Business District
- Thematic nomination of significant apartment buildings
- Thematic nomination of local churches

Absence of a *Historic Preservation Ordinance* was highlighted as the most significant challenge to achieving the *1990 Historic Preservation Goal*. Specifically, the Historic Preservation Element acknowledged that without such an ordinance, *"most properties that figure prominently in the city's history remain unprotected. Continued deterioration and neglect threaten the survival of many."* Accordingly, the 1990 Historic Preservation Element made the following Recommendations:

- Update and expand the *1981 East Orange Historic Survey*, using National Register and other applicable criteria.
- Develop special city markers to place at significant sites to inform the public of their character.
- Nominate eligible properties and districts to the State and National Registers of Historic Places.
- Enact an historic preservation ordinance. The revised historic survey and the standards outlined in this historic preservation element will provide a valid framework for the preparation and implementation of the ordinance.
- Plan, schedule and perform infrastructure improvements in a manner that will encourage the physical and functional preservation of historic resources.
- Provide to property owners, developers, local building personnel and architects information regarding construction codes for historic preservation, specifically Section 513.1 of the Building Officials and Code Administrators (B.O.C.A.) Code, which has been incorporated into the New Jersey Uniform Construction Code.
- Acquire historically significant properties for public use if there are no alternative uses for them.
- Consider granting a period of tax-free status for approved rehabilitation of historically significant properties.



Finally, the 1990 Element recommended consideration for register listing and local preservation protection for the six (6) resources for which the Office of New Jersey Heritage had issued preliminary determinations of register eligibility: [1] Clinton Street streetscape [2] Park Avenue [3] Park Avenue streetscape [4] North Walnut Street streetscape [5] Washington Street streetscape [6] 75 Prospect Avenue. {Please refer to the *Historic Property Matrix* herein and the 2013 *Draft Reconnaissance Level Survey Update* in the *How-To Guide* for additional information on these resources.}

### ***2006 Historic Preservation Element of the East Orange Master Plan***

Approximately sixteen years later, the East Orange Master Plan was re-written and its Historic Preservation Element provided several updates to the State and National listings discussed in the 1990 Historic Preservation Element. This Element also provided a short list of Potential Historic Sites and acknowledged the contributions of the Historical Society of East Orange, which was formed five years after the 1990 Historic Preservation Element.

The *Potential Historic Sites* included the following:

- Manufacturer's Village - the original site of Johnson & Johnson Historical Landmark
- Prospect Avenue and Dodd Street - a copper mine is located on the Dodd property
- Grove Street - was originally known as Whiskey Lane
- City Hall Plaza (including the block with the East Orange Post Office, City Hall and the former police building)
- Streetscape along Grove Street to Springdale Avenue,

north of Maple Avenue

- Mixed use properties on North Grove Street and Springdale Avenue
- East Orange City Hall

Finally, the 2006 *Historic Preservation Element* offered, in part, the following Recommendations:

- Identify, inventory, and map both existing historic sites and districts as well as those with potential historical significance, especially if any are in danger of being demolished.

NOTE: This recommendation is carried over from the 1990 Historic Preservation Element. Although there was some progress on this recommendation, it remains relevant today. Mapping of the existing sites and district[s] was completed as part of this Historic Preservation Element. The Inventory included in this Element and the How-To Guide also identifies those with potential historical significance. Additional work is required for the identification of at-risk historical sites and districts.

- City should encourage adaptive reuse where appropriate.

NOTE: This recommendation also remains relevant. The City should incorporate additional language in the Land Use & Housing Elements to reinforce this recommendation. Financial incentives should be explored to further this recommendation.

- Formulate and adopt a Historic Preservation Ordinance. Historic Design Standards should be included in this ordinance.

NOTE: This recommendation is carried over from the 1990 Historic Preservation Element. It remains, perhaps, the most important...if not critical component...of the City's Historic Preservation efforts. Preparation of the 2013 *Historic Preservation Element Update* and the *Historic Preservation How-To Guide* are specifically intended as the precursors to the formulation of a Historic Preservation Ordinance for the City of East Orange.

- Consider the establishment of a Historic Preservation Committee (HPC)

NOTE: As with the formulation of the Historic Preservation Ordinance, the establishment of a Historic Preservation Commission remains critically important to the success of the City's historic preservation efforts. Details for the establishment of the East Orange Historic Preservation Commission are provided in the East Orange Historic Preservation How-To Guide.

- Recognize historic sites with plaques.

NOTE: This recommendation remains relevant. The City should continue to act on this recommendation. A Historic Site Commemorative Initiative creates an ideal opportunity to bolster existing partnerships {ex., Historical Society, School

District, Presidential Heights Association}, and create new ones, as well as the opportunity to coordinate this effort with a historic preservation public education & awareness campaign.

- Public Education: inclusive of tours, activities, and public awareness campaigns.

NOTE: This should be an on-going effort. The City should consider greater support of the Historical Society's role in this context.

- Preserve historic relics of the East Orange High School.

NOTE: Verification of this recommendation's intent is required. The former East Orange High School was demolished and replaced with the Cicely Tyson School of Performing Arts in 2009. If any building materials, or portions of the former High School, were salvaged, then there may exist several opportunities to publicly exhibit the same in School District facilities, the public library or as part of the proposed open space treatments at the corner of Main and Arlington Streets. Collaboration between the School District and City on this, and other issues, is considered integral to the overall historic preservation effort.

- Rename schools to honor and recognize individuals of City and regional importance.

NOTE: Many of the schools have been renamed in furtherance of this recommendation.

- Reflect the 1987 renaming of Main Street to Dr. Martin Luther King Jr. Boulevard on street signs.

NOTE: This recommendation has been implemented.

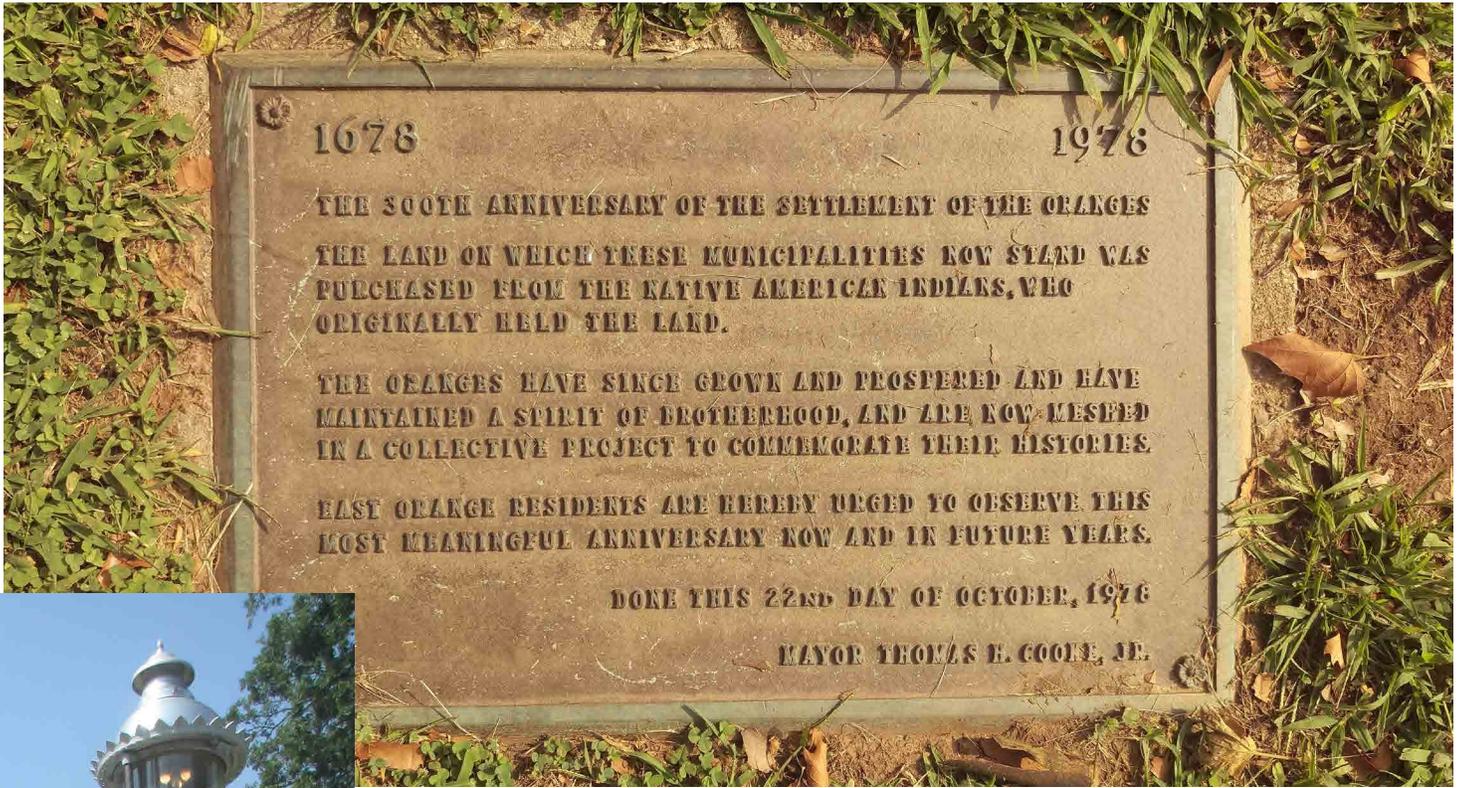
- Recognize historic sites with plaques.

NOTE: This is an ongoing process. It is recommended that the City utilize the updated maps and inventory included in this Element to continue commemorative efforts.

- Undertake efforts to improve the physical appearance of the City Hall and Civic Center.

In particular, the public space in front of East Orange City Hall, which includes pavers, fountains and planted beds, also known as the Olmsted Gardens, should be restored and maintained.

NOTE: Completed. City Hall Plaza was renovated in the context of the Olmsted Brothers original design with the assistance of Wilson-Woodrige Architects. The Plaza includes statuary and historic markers. Maintenance of the new Plaza should remain a priority and its historic significance should be incorporated in any public education & awareness campaigns, and tours. Linkages between this historic site and the East Orange Train Station should be strengthened.



### ***Certified Local Government {CLG} Designation***

The CLG Program is jointly administered by the National Park Service and the State Historic Preservation Offices and is intended to promote historic preservation on the municipal level with a focus on local control and oversight. Participation in the CLG program allows designated municipalities to participate directly in state and federal historic preservation programs. Designated municipalities are eligible to compete for: [1] state funded grants, such as the Historic Preservation Fund (HPF), for a variety of preservation activities [2] matching grants from the federal government for historic studies and preservation efforts such as planning and education projects and historic register nominations. In 2012, the City of East Orange initiated the preparation of an application for CLG designation as part of a broader effort to seek funding for the implementation of the City's historic preservation initiatives. Although, the City did not submit a final application to the New Jersey Preservation Office, the submission process informed the City's decision to first update its *Historic Preservation Element*, adopt a *Historic Preservation Ordinance* and subsequently create a *Historic Preservation Commission*.

### ***Private Sector Efforts***

Like many traditional Historical Societies, the Historical Society of East Orange, Inc. collects, researches, interprets and preserves information or items of historical interest. Unlike the proposed Historic Preservation Commission, the Society does not have any regulatory authority. Indeed, the Historical Society of East Orange is an independent non-profit organization. Its primary focus has been the fostering of public awareness about historic preservation in East Orange and the monitoring of development in the City. The Society is led by a dedicated

cadre of volunteers, all of whom are passionate about their organization's logo... ***Preserving the Past for the Present to Prepare for the Future.*** Although the Society does not presently own or occupy a historic property in the City of East Orange, they do conduct tours of the historic churches and other sites. More importantly, they have been the consistent torch bearers for historic preservation in East Orange since their inception.

## LEGAL CONTEXT FOR HISTORIC PRESERVATION

### New Jersey Municipal Land Use Law (MLUL)

Historic Preservation Elements, in accordance with N.J.S. 40:55D-28, are considered optional elements for incorporation into the master plan. Although the Historic Preservation Plan Element is technically optional, it becomes a necessary component of the master plan if the municipality intends to adopt a historic preservation ordinance. The MLUL provides that a historic preservation plan element of a master plan must indicate "*the location and significance of historic sites and historic districts.*" Such historic sites and historic districts are required to be based upon identifications in the historic preservation plan element of the master plan.

Historic Districts are defined in the MLUL {40:55D-4} as "*one or more historic sites and intervening or surrounding properties significantly affecting or affected by the quality and character of the historic site or sites.*" Therefore, every historic site or district regulated by the zoning ordinance must be designated with specificity in the historic preservation element of the master plan. This Historic Preservation Element Update includes a comprehensive inventory of historic resources.

According to the *New Jersey Zoning & Land Use Administration* (2013), the statutory authority for historic preservation puts New Jersey municipalities in a strong position to deal with the problem of endangered historic places. This is particularly relevant to the City's current preservation endeavors given the 1990 Historic Preservation Element's caution about at-risk historic resources. Consequently, the adoption of a *Historic Preservation Ordinance* is the top priority recommendation.

N.J.S., 40:55D-107 et. seq. establishes the authority for the creation of Historic Preservation Commissions for the following purposes: [A] preparation of a survey of historic sites [B] Recommendations to the Planning Board on the historic preservation plan element [C] Advise the Planning Board on the inclusion of historic sites in the recommended capital improvement program. The detailed procedures for the establishment of a Historic Preservation Commission are provided in the **2013 East Orange Historic Preservation How-To Guide.**

### Historic Resources Inventory & Survey

The survey is a method of identifying and gathering data on a community's historic resources. According to the National Park Service, "*a survey includes a field survey, the physical search for and recording of historic resources on the ground, and planning and background research before the field survey begins.*" The survey

also includes the development of inventories. In general, the inventory is an organized compilation of information on those properties that are evaluated as significant. As previously stated, the last comprehensive Survey was completed in 1981. Consequently, the City should consider a comprehensive review of the *1981 East Orange Historic Survey* to ensure an accurate & current inventory of historic resources in East Orange.

As part of the planning process for this *Historic Preservation Element*, a **reconnaissance level survey** was completed to identify sites and districts that meet the City's criteria for designation. This survey level is a "once over" inspection of an area, which is useful in characterizing the resources of that area in general and for developing a basis for how to organize more detailed survey efforts. Based upon a careful review of the *1981 East Orange Historic Survey* data included in the *1990 and 2006 East Orange Master Plans*, numerous areas of the City were identified for field verification and inspection. Additional research was conducted to verify and/or correct information provided in the Master Plans or collected in the field.

Results of this *Reconnaissance Survey* are provided below in the *Historic Property Matrix* and Map on page 185. The *Historic Resources Inventory* may also be found in the *East Orange Historic Preservation How-To Guide*. Collectively, the Inventory and Survey will further inform the City's historic preservation planning efforts.

### **National, State, Local and Candidate Historic Sites of East Orange**

Consistent with the 1990 East Orange Master Plan, the goal of the Historic Preservation Master Plan is to encourage the preservation and restoration of buildings, districts, sites, objects. And structures that reflect the cultural, social, economic, and architectural history of the city.

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The following definitions are provided for the abbreviations and terminology either used in this Matrix for actual or potential candidacy for designation listing:

*LH: This category represents evidence of a building's history, mainly by provisions of a date that was gathered during an inventory, site visits and/or research of information founded in the resources bibliography (See Executive Summary). This evidence should give consideration, based on designation criteria, to the potential candidacy for Local Historic designation in the City of East Orange.*

*P: This category includes properties listed in the 1990 and 2006 Master Plan whose dates could NOT be identified by the use of the resources in the Executive Summary. Visually, these properties tend to have character defining details of the carious period revival styled found in the City of East Orange; however, information regarding dates of construction, early photographs, or a narrative on the property's history could NOT be found. Subsequent research will be necessary for all properties categorized as pending.*

*O: (SHPO Opinion) This is an opinion of eligibility issued by the State Historic*

## List of Sites, Buildings, Memorials, Monuments, Streetscapes and Districts

	National Designation (Site/District)	State Designation (Site/District)	EO 1990 Master Plan	EO 2006 Master Plan	Other Historic References	National (N)/ State (S) (Potential)	Local Historic / Pending (L/H/P)
<b>NATIONAL AND STATE DESIGN</b>							
Ambrose/Ward Mansion	✓	✓		✓			
Ampere Railroad Station	✓TR	✓	✓	✓			
Arlington Avenue Presbyterian Church		✓O		✓			
Bakery Village		✓		✓			
Brick Church Railroad Station	✓TR	✓		✓			
Central Avenue Commercial Historic District	✓	✓	✓	✓			
Clinton Street Streetscape		✓O		✓			
Corinthian Towers		✓O					
East Hill Historic District		✓O		✓			
East Orange Railroad Station	✓	✓	✓	✓			
East Orange High School		✓O					
East Orange Main Post Office		✓O		✓			
Elmwood Avenue Historic District		✓O					
Garden State Parkway Historic District		✓O		✓			
General Electric Company Bloomfield Works		✓O		✓			
Maple Avenue Footbridge		✓O		✓			
Montclair Branch of the Delaware, Lackawanna & Western Railroad Historic District		✓O					
North Walnut Streetscape		✓O		✓			
Old Main Delaware, Lackawanna and Western Railroad Historic District		✓O		✓			
Orange Park (Essex County Park System)		✓O					
Park Avenue Streetscape [400 Block]		✓O		✓			

List of Sites, Buildings, Memorials, Monuments, Streetscapes and Districts	National Designation (Site/District)	State Designation (Site/District)	EO 1990 Master Plan	EO 2006 Master Plan	Other Historic References	National (N)/State (S) (Potential)	Local Historic / Pending (LH/P)
Park Avenue Streetscape [600 Block]		✓O		✓			
Parkway Arches		✓O					
75 Prospect Street		✓O	✓	✓			
Prospect Street Historic District (Upsala College)		✓O					
North Walnut Street Streetscape (Williams St - Summit)		✓O	✓				
Ward Bread Company		✓O	✓				
Washington Street Streetscape		✓O		✓			
<b><u>Washington School</u></b>							
65 Edgar Street			✓				P
Elmwood Avenue Streetscape (Sanford St-Halsted)			✓				P
226 Shepard Avenue			✓				P
South Munn Avenue Streetscape (Central Ave - Wilcox)			✓				P
<b><u>Cemetery of the Holy Sepulchre</u></b>			✓		✓	S	LH
South Maple Avenue Streetscape (Winthrop Terr - Central Ave)			✓				P
Hawthorne Avenue Streetscape (Winthrop Terr - Central Ave)			✓				P
<b><u>First Baptist Church</u></b>			✓		✓		LH
<b><u>East Orange Public Library (Carnegie)</u></b>			✓		✓	N/S	LH
<b><u>First Presbyterian Church</u></b>			✓		✓		LH
32 South Munn Avenue			✓				P
36 & 40 South Munn Avenue			✓				P
39 & 41 South Munn Avenue			✓				P
61 South Munn Avenue			✓				P

Preservation Officer. It is in response to a federally funded activity that will have an effect on historic properties not listed on the National Register.

TR: The property is represented as a Thematic Resource as defined by the National or State Register of New Jersey.

State of New Jersey Historic Preservation Terminology  
 COE: A Certification of Eligibility is issued by the New Jersey State Historic Preservation Officer. For properties not already listed on the New Jersey Register of Historic Places, a COE satisfies a prerequisite to apply for funds from the New Jersey Historic Trust, as well as several county preservation funding programs.

DOE: A Determination of Eligibility is issued by the Keeper of the National Register, National Park Service, Department of Interior. It is a formal certification that a property is eligible for registration.

Local Certified Historic District: Although not necessarily listed in the Registers, Local Certified Historic Districts have been recognized by the National Park Service as 1) meeting the criteria for designation, and 2) governed by a state or local statute or ordinance

that protects the historic resources of the district.

*MPDF: A Multiple Property Documentation Form is the core a Multiple Property Submission, the format currently used to register groups of properties that are related by historical relation or theme, but are not contiguous and need not be nominated all at the same time. A Multiple Proper Documentation form contains the historic contexts, and the background historical, geographical, and architectural information about the group of properties being nominated, and is accompanied by one or more Registration Forms that describe specific properties. Together, the MPDF and its associated Registration Forms comprise a Multiple Property Submission.*

*MPS: A Multiple Property Submission is the name given to the current format for nominating groups of properties related by historical association or theme, but which are not contiguous and need not be nominated all at the same time. In 1986, this format replaced the previously used Thematic and Multiple Resource Area (TRA/MRA) formats. A MPS consists of Multiple Property Documentation Form and is associated*

## List of Sites, Buildings, Memorials, Streetscapes and Districts

	National Designation (Site/District)	State Designation (Site/District)	EO 1990 Master Plan	EO 2006 Master Plan	Other Historic References	National (N)/State (S) (Potential)	Local Historic/ Pending (LH/P)
65-67 South Munn Avenue			✓				P
<u>Nassau School</u>			✓		✓		LH
84 Carnegie Avenue			✓				P
Chestnut Street Streetscape (South Burnett St - South Arlington)			✓				P
57 Chestnut Street			✓				P
87 Chestnut Street			✓				P
Lenox Avenue Streetscape (South Arlington Ave - South Burnett)			✓				P
75 Lenox Avenue			✓				P
115 South Clinton Street			✓				P
170 South Clinton Street			✓				P
31-33 Cambridge Street			✓				P
South Harrison Street Streetscape (Central Ave - Freeway Dr)			✓				P
65, 71 & 75 South Harrison Street			✓				P
78 South Harrison Street			✓				P
82 South Harrison Street			✓				P
111 South Harrison Street			✓				P
120 South Harrison Street			✓				P
150 South Harrison Street			✓				P
158 South Harrison Street			✓				P
164 South Harrison Street			✓				P
16 Baldwin Street			✓				P
Main Street Streetscape (Baldwin St - Lincoln St)			✓				P
<u>Second Presbyterian Church</u>			✓		✓		LH
<u>First Reformed Baptist Church</u>			✓		✓		LH
481 & 491 William Street			✓				P
<u>East Orange Fire Headquarters</u>			✓		✓		LH

<b>List of Sites, Buildings, Memorials, Monuments, Streetscapes and Districts</b>	<i>National Designation (Site/District)</i>	<i>State Designation (Site/District)</i>	<i>EO 1990 Master Plan</i>	<i>EO 2006 Master Plan</i>	<i>Other Historic References</i>	<i>National (N)/ State (S) (Potential)</i>	<i>Local Historic / Pending (LH/P)</i>
<b><u>Our Lady of Help Christians Church Complex</u></b>			✓		✓		LH
<b><u>Christ Episcopal Church</u></b>			✓		✓		LH
372-382 Main Street			✓				P
<b><u>East Orange City Hall</u></b>			✓		✓	N/S	LH
East Orange Health Department			✓				P
Hotel Edgemere, William Street			✓				P
376-378 William Street (Demolished)			✓				P
83 North Walnut Street			✓				P
95 North Walnut Street			✓				P
96 North Walnut Street (Demolished)			✓				P
106 North Walnut Street (Demolished)			✓				P
111 North Walnut Street (Demolished)			✓				P
112 North Walnut Street			✓				P
122 North Walnut Street (Demolished)			✓				P
129 North Walnut Street			✓				P
169 North Arlington Street			✓				P
14 Summit Street			✓				P
14 Carlton Street			✓				P
<b><u>Temple Sharey Tefilo</u></b>			✓		✓		LH
101 Prospect Street (Demolished)			✓				P
116 Prospect Street			✓				P
138 Prospect Street			✓				P
142 Prospect Street (Demolished)			✓				P
500 Park Avenue			✓				P
160 Prospect Street			✓				P
61 Glenwood Avenue			✓				P
<b><u>Park Avenue M.E. Church</u></b>			✓		✓		LH

Registration Registration Forms. In the following lists, properties registered as part of a Multiple Property Submission indicate the name of the MPS of which it was a part.

MRA: Multiple Resource Area refers to a format used in the 1980s to register groups of properties related by historical association or theme. This format was replaced by the MPS in 1986.

NHL: National Historic Landmark refers to a designation by the National Park Service that a property has national significance. Properties designated as NHLs are automatically listed in the National Register.

NR: This abbreviation indicates that a property is listed in the National Register of Historic Places.

NR Reference #: This number is provided for properties which have been included in the National Register Information System (NRIS) database, which is available online from the National Park Service.

See Main Entry / Filed Location: An entry followed by this text indicates property or district that is in more than one county or municipality and refers to the main entry. The main entry provides a list of the

additional counties and municipalities in which the property is located "Also located in") and indicates the filing location at the HPO.

*SHPO Opinion: This is an opinion of eligibility by the State Historic Preservation Officer. It is in response to a federally funded activity that will have an effect on historic properties not listed on the National Register.*

*SI&A #: Bridges with SHPO opinions may also have a Structure Inventory and Appraisal Number which indicates bridges that are part of the Federal Bridge Inspection Program.*

*SR: This abbreviation indicates that a property is listed on the New Jersey Register of Historic Places (State Register).*

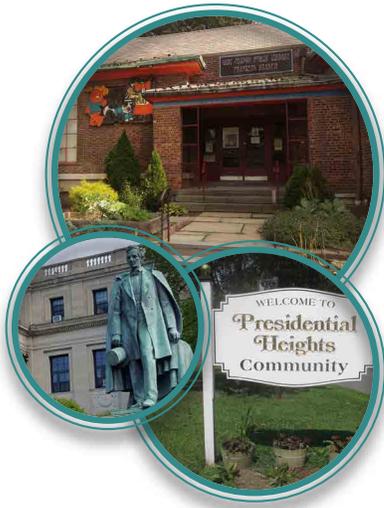
*Thematic Nomination (TRA): Thematic Nominations were prepared for groups of properties all related under a common theme or a single property type. This format was replaced by the MPS in 1986.*

## List of Sites, Buildings, Memorials, Monuments, Streetscapes and Districts

	National Designation (Site/District)	State Designation (Site/District)	EO 1990 Master Plan	EO 2006 Master Plan	Other Historic References	National (N)/ State (S) (Potential)	Local Historic / Pending (LH/P)
Park Street Streetscape (Washington St - Buchard Ave)			✓				P
40 Park Street			✓				P
70 Park Street			✓				P
70 Eastwood Street			✓				P
694 Springdale Avenue			✓				P
<b>Grace Methodist Church</b>			✓		✓		LH
<b>Bethel Presbyterian</b>			✓		✓		LH
Midland Avenue Streetscape (Dodd St - Fair St)			✓				P
249 Midland Avenue			✓				P
141 Dodd Street			✓				P
30 Glenwood Place			✓				P
Seabury & Johnson Pharmaceutical Works/ Manufacturer's Village			✓	✓	✓		LH
Truck No. 3, Engine No. 4			✓				P
North Arlington Avenue Streetscape (Parkway Dr - Park Ave)			✓				P
<b>Central Christian Church</b>			✓		✓		LH
344 North Grove Street			✓				P
North 18 <sup>th</sup> Street Streetscape (4 <sup>th</sup> Ave - Springdale)			✓				P
<b>North 18<sup>th</sup> Street Ampere Bank/Fidelity Union Trust Company</b>			✓		✓		LH
<b>Park Avenue Christian Church</b>			✓		✓		LH
111 Park Avenue			✓				P
Warrington Place Streetscape (N. Grove St - N. 19 <sup>th</sup> St)			✓				P
45 & 37 Warrington Place			✓				P
<b>Park Avenue M.E. Church</b>			✓		✓		LH

**List of Sites,  
Buildings, Memorials,  
Monuments,  
Streetscapes and  
Districts**

	<i>National Designation (Site/District)</i>	<i>State Designation (Site/District)</i>	<i>EO 1990 Master Plan</i>	<i>EO 2006 Master Plan</i>	<i>Other Historic References</i>	<i>National (N)/ State (S) (Potential)</i>	<i>Local Historic / Pending (LH/P)</i>
227 Park Avenue			✓				P
192 North Grove Street			✓				P
221 William Street			✓				P
7 Division Place			✓				P
Grove Street Station			✓				P
North 18 <sup>th</sup> Street Station			✓				P



Top: Franklin Branch Library;  
Left: Lincoln Statue; Right:  
Presidential Heights, proposed  
historic district

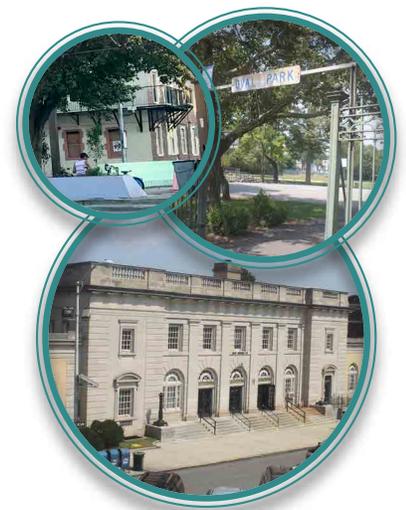
## List of Sites, Buildings, Memorials, Monuments, Streetscapes and Districts

	National Designation (Site/District)	State Designation (Site/District)	EO 1990 Master Plan	EO 2006 Master Plan	Other Historic References	National (N)/State (S) (Potential)	Local Historic / Pending (LH/P)
<b>HISTORIC MASTER PLAN UPDATE</b>							
<b><u>SCHOOLS</u></b>							
Columbian School					✓		LH
East Orange Catholic High School					✓		LH
Elmwood School					✓		LH
Franklin School					✓		LH
Holy Name School					✓		LH
Lincoln School					✓		LH
Our Lady Help Christian School					✓		LH
Our Lady of all Souls School					✓		LH
Our Lady of the Most Blessed Sacrament School					✓		LH
Stockton School					✓		LH
Vernon L. Davey					✓		LH
Original Ashland School (1860)					✓		P
Second Ashland School (1906)					✓		P
St. Joseph's School					✓		P
Eastern High School (Demolished)					✓		P/TR
Panzer College of P.E. and Hygiene					✓		P
<b><u>CHURCHES</u></b>							
Elmwood United Presbyterian					✓		LH
First Baptist Church of Orange					✓	S	LH
Holy Name of Jesus Church					✓		LH
Mt. Olive Baptist Church					✓	N/S	LH

**List of Sites,  
Buildings, Memorials,  
Monuments,  
Streetscapes and  
Districts**

	National Designation (Site/District)	State Designation (Site/District)	EO 1990 Master Plan	EO 2006 Master Plan	Other Historic References	National (N)/State (S) (Potential)	Local Historic/ Pending (LH/P)
Our Lady Help of Christians Roman Catholic Church					✓	S	LH
Peaceful Zion Tabernacle Church					✓		LH
Prospect Street Baptist Church					✓		LH
St. Agnes and St. Paul's Episcopal Church					✓		LH
First Presbyterian Church of Orange							
<b><u>APARTMENT BUILDINGS</u></b>							
The Hamilton Apartments					✓		LH
North Arlington Avenue Apartments					✓		LH
<b><u>CEMETERIES</u></b>							
St. Mary's Cemetery					✓		LH
<b><u>PARKS &amp; RECREATION</u></b>							
Columbian Playground					✓		LH
Elmwood Park					✓		LH
Soverel Playground					✓		LH
Memorial Park					✓		LH
Oval Park					✓		
<b><u>OTHER SITES</u></b>							
Ampere Library Branch					✓		LH
Jersey Explorer Children's Museum					✓		
East Orange Lincoln Statue					✓		LH
East Orange WWII Memorial					✓		
14 North Harrison Street					✓		
Manufacturer's Village				✓	✓		LH
City Hall Plaza				✓	✓		LH

Left: Ampere Plaza; Right:  
Orange Oval Park; Bottom: Main  
East Orange U.S. Post Office

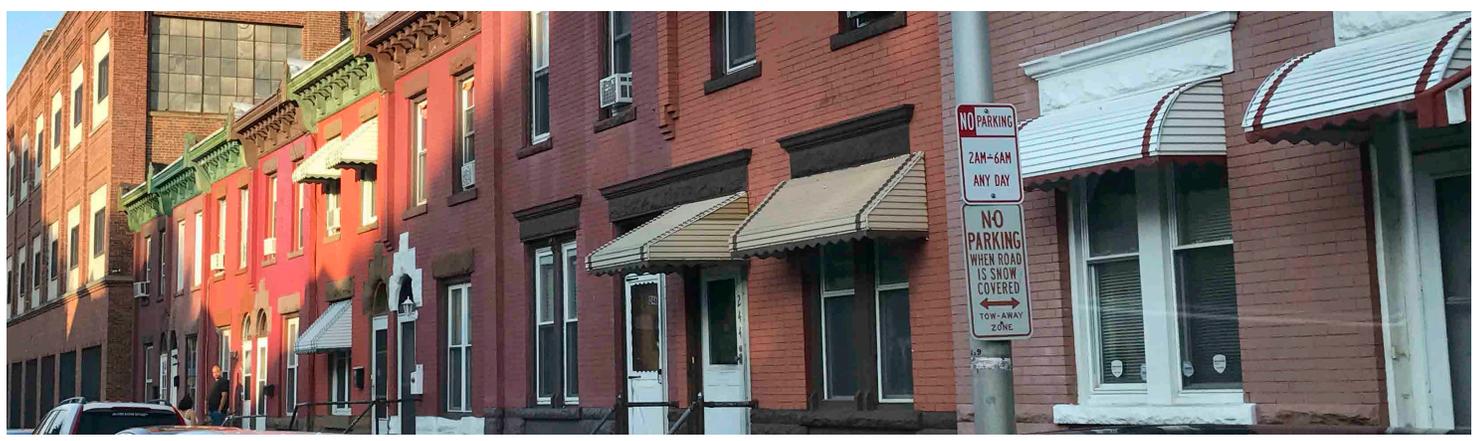


*East Orange residents have become accustomed to services which, to other municipalities, might seem the height of luxury. The citizen and the taxpayer has demanded the best, and he has been getting it. There is more to living in a city than getting police and fire protection, a fine school system and an excellent, alert Health Department. For East Orange residents these are not extras, but the amenities which good management, prudent expenditure and excellent personnel have made possible. ~ A Centennial History of East Orange*

## HISTORIC PRESERVATION RECOMMENDATION CHECKLIST

The following recommendations provide a checklist of the strategies discussed within the Historic Preservation Element in order to prioritize actions, identify the responsible department(s) and to keep track of accomplished tasks.

Strategy	Implementing Party	Timeframe	Check Box
<b>REGULATIONS AND RESOURCES</b>			
1 Formulate and adopt a Historic Preservation Ordinance. This Ordinance should be consistent with the purpose & intent, goals, and objectives of this Element. Design standards and guidelines should be included in this ordinance. The recently completed Central Avenue District Facade Improvement Project provides an example for future design standards and guidelines. {Please also refer to the How-To Guide}	Planning Department/ City Council	Short	
2 Update the East Orange Zoning Map to include the Central Avenue Historic District.	Planning Department	Short	
3 Establish an East Orange Historic Preservation Commission.	Planning Department/ City Council	Short	
4 Consider the undertaking of a comprehensive Historic Resource Survey. The Commission could be tasked with hiring a historic preservation expert to survey and complete a new inventory.	Planning Department/ Historic Preservation Commission	Short to Medium	
5 Identify staff that will assume responsibility for the implementation of the City's Historic Preservation efforts. Staff should also serve as the municipal intra-departmental liaison and the liaison between the City and its Historic Preservation partners.	Planning Department	Short	





Strategy	Implementing Party	Timeframe	Check Box
<p><b>6</b> Explore the identification and designation of additional historic sites, landmarks &amp; districts in the City of East Orange. The following sites and district are recommended for consideration as potentially significant:</p> <ul style="list-style-type: none"> <li>• Presidential Heights District: Potential local designation based upon the distinctive architectural styles which represent an established and visual feature of this particular community.</li> <li>• Princeton Street District: Potential local designation as a Thematic Resource.</li> </ul> <p>The Historical Society offers the following recommendations:</p> <ul style="list-style-type: none"> <li>• 17 N. Arlington Ave.: Oldest house in the City. Potential local designation because of its historic value to the community.</li> <li>• 309 N. Arlington: Home of the City's Third Mayor. Potential local designation because it is identified with a person who influenced society.</li> </ul>	<p>Planning Department/ Historic Preservation Commission/ East Orange Historical Society</p>	<p>Short to Medium</p>	
<p><b>7</b> Continue pursuit of the Certified Local Government designation from the State Historic Preservation Office.</p>	<p>Planning Department/ Historic Preservation Commission</p>	<p>Medium to Long</p>	
<p><b>POLICIES, PROGRAMS, &amp; INVESTMENTS</b></p>			
<p><b>8</b> Broaden City policies for Historic Preservation to include urban design, land use and rehabilitation.</p>	<p>Planning Department/ City Council</p>	<p>Ongoing</p>	
<p><b>9</b> Assure that City regulatory policies are conducive to preservation.</p>	<p>Planning Department/ City Council</p>	<p>Ongoing</p>	
<p><b>10</b> Augment consistency between the Master Plan Elements in support of Historic Preservation.</p>	<p>Planning Department</p>	<p>Ongoing</p>	
<p><b>11</b> Recommendations in the Land Use, Housing &amp; Economic Development Elements, in particular, should be reconciled with the Historic Preservation Element.</p>	<p>Planning Department</p>	<p>Ongoing</p>	
<p><b>12</b> Integrate the City's Historic Preservation Element with future Sustainability planning programs.</p>	<p>Planning Department</p>	<p>Ongoing</p>	

Strategy	Implementing Party	Timeframe	Check Box
<p><b>13</b> Preserve neighborhood character through historic preservation. The replacement of older homes with buildings that are out of scale or out of character with the neighborhood context may have a negative impact on the overall character of the neighborhood.</p>	Planning Department	Ongoing	
<p><b>14</b> Consider the development of a <i>Catalogue of Historic Homeownership Opportunities</i>. Such a Catalogue should identify opportunities to renovate blighted historic structures in the City. It should also encourage nonprofit groups to become involved in rebuilding East Orange’s historic homes.</p>	Planning Department/ Historic Preservation Commission	Short to Medium	
<p><b>15</b> <u>Promote the rehabilitation of historic properties.</u></p>	Planning Department	Short	
<p><b>16</b> Develop new tools and creative incentive programs that achieve the following purposes: [1] provide an incentive to the property owner to rehabilitate historic resources [2] counter land use policies that inadvertently threaten historic resources [3] generate systematic rehabilitation of historic buildings [4] provide a level playing field for rehabilitation projects to compete with new construction or abandonment [5] compensate owners who may be significantly burdened by historic preservation laws {<i>Innovative Tools for Historic Preservation</i>}; e.g.,</p> <ul style="list-style-type: none"> <li>• Historic Rehabilitation Tax Credit</li> <li>• Tax abatements,</li> <li>• use of CDBG funds for rehabilitation loans.</li> </ul> <p>Take advantage of <i>New Jersey’s Rehab Code</i>, which makes rehabilitation economically feasible without compromising safety.</p>	Planning Department/ City Council/ Property Maintenance	Medium	
<p><b>17</b> Demonstrate leadership through preserving and rehabilitating publicly owned historic and/or cultural resources.</p>	Planning Department/ Administration	Ongoing	
<p><b>18</b> The City should act as a steward of historic resources in the community through the preservation of municipally owned property.</p>	Planning Department/ Administration/ Public Works Department	Ongoing	
<p><b>19</b> East Orange should continue to pursue grants, donations and other types of funding alternatives to acquire, stabilize, rehabilitate, restore, interpret or protect historic resources. Continue to monitor traditional funders. Some Programs, like the Historic Preservation Emergency Grant, may be defunded or replaced with new programs.</p>	Planning Department/ Historic Preservation Commission	Ongoing	
<p><b>20</b> Acquire historically significant properties for public use.</p>	Planning Department/ City Council	Medium to Long	

Strategy	Implementing Party	Timeframe	Check Box
<p><b>21</b> <u>Economic Development Programs:</u></p> <ul style="list-style-type: none"> <li>• Implement &amp; promote the City's facade revitalization program in the Central Avenue Historic District. This program should serve as a benchmark for future Districts.</li> <li>• Incorporate historic preservation in the City's forthcoming UEZ Revolving Loan Fund.</li> </ul>	<p>Planning Department/ Historic Preservation Commission</p>	<p>Short to Medium</p>	
<p><b>22</b> Consider collaborative historic preservation efforts with adjoining municipalities. The cemeteries on Central Avenue and Springdale Avenue represent a significant opportunity to collaborate with the City of Newark to preserve these sites.</p>	<p>Planning Department/ City Council</p>	<p>Medium</p>	
<b>PUBLIC EDUCATION, AWARENESS &amp; ENGAGEMENT</b>			
<p><b>23</b> Seek and cultivate additional partners for the City's Historic Preservation efforts. Early and frequent participation of the property owners and general public should be an essential part of the City's efforts.</p>	<p>Planning Department/ City Council</p>	<p>Ongoing</p>	
<p><b>24</b> Develop a public education module for property owners and developers about potential incentives; e.g, tax credits and/or loan funds.</p>	<p>Planning Department/ Historic Preservation Commission/ East Orange Historical Society</p>	<p>Short to Medium</p>	
<p><b>25</b> Increase community outreach to educate property owners in the Central Avenue Historic District, and future Districts, about the preservation standards and resources available for preservation activities.</p>	<p>Planning Department/ Historic Preservation Commission</p>	<p>Short</p>	
<p><b>26</b> Partner with the School District to promote historic preservation/cultural heritage awareness for the City's school-age population.</p>	<p>East Orange School District/ Planning Department/ East Orange Historical Society</p>	<p>Short</p>	
<p><b>27</b> Collaborate with the City's Arts &amp; Culture Initiative and Open Space &amp; Park Master Planning to identify places of commemoration that acknowledge the City's heritage.</p>	<p>Planning Department/ Recreation Department</p>	<p>Short</p>	
<p><b>28</b> Promote heritage tourism. Presently, the East Orange Historical Society provides tours of the historic houses of worship in East Orange. The Society's efforts should be supported and expanded to include other historic resources and include other partners in the historic preservation program.</p>	<p>Planning Department/ East Orange Historical Society</p>	<p>Short to Medium</p>	

## RELATIONSHIP TO OTHER PLANNING EFFORTS

The Municipal Land Use Law requires that all municipal Master Plans consider the relationship of the Master Plan to Plans of contiguous municipalities, county plans and the New Jersey State Development and Redevelopment Plan (SDRP). The intent of this requirement is to ensure coordination among the communities and to reduce potential conflicts. This requirement was met in the 2006 East Orange Master Plan and remains in effect for the *2013 Historic Preservation Element*.

It should be noted however, that the Historic Preservation & Land Use Elements from each of the contiguous municipalities were reviewed during the preparation of the *2013 East Orange Historic Preservation Element Update*. Specifically, Elements from the following municipalities were reviewed: Newark, Bloomfield, Orange, Glen Ridge, South Orange, and Montclair. In general, it was determined that the *2013 Historic Preservation Element Update* for the City of East Orange is substantially consistent with the Master Plans of the adjacent municipalities.

Policy Objective No. 12 of the Essex County Plan establishes the following need: *"Promote the preservation and restoration of cultural, archaeological, and historic sites."*

The State Plan enumerates several policies concerning the preservation of historic resources including the following:

- Policy 1: *Identification and Registration*. Coordinate the identification of historic areas, sites, landscapes, archaeological site and scenic corridors for inclusion in registers and planning documents.
- Policy 2: *Municipal Programs*. Include historic surveys and scenic corridors in local master plans.
- Policy 4: *Historic Resources and Development Regulations*. Protect the character of historic sites, landscapes and structures through flexible application of zoning ordinances, construction codes, and other development regulations to such resources.
- Policy 7: *Main Street Programs*. Promote "Main Street" programs to aid in protecting historic sites and structures during the revitalization of traditional downtown areas.

The *East Orange 2013 Historic Preservation Element*, along with the *2013 East Orange Historic Preservation How-To Guide*, will substantially advance the above Policies of the County & State Plan.



*"As tout limb on a sturdy tree, Proud East Orange has grown to be;  
Al luring, happy, and pleasingly mild, With sheltering branches undefiled,  
Admired by neighbors on every side, And blessed with fame far and wide.*

*Oh Limb of progress on a sturdy tree,  
God's tender blessings be on Thee,  
Adored City with the friendly hand, Beautiful realm on Jersey Land,  
Soul of East Orange, under God's sun,  
Soul of East Orange, God's Will be done."*

*~Excerpt from the 75th Anniversary Commemorative Poem written by William Hunter Maxwell in 1938 {East Orange In Vintage Postcards}*

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## 2013 PARKS MASTER PLAN



Soverel Park Playground

*The following Element has been adapted from the 2013 East Orange Parks Master Plan, drafted by the consultant team led by Wells Appel, with the Nishuane Group, Toole Recreation Planning and Langan Engineering and Environmental Services. All data and resident concerns mentioned in this Element refer to the data and comments received for the development of the 2013 Plan. All mapping and other graphics have been adapted from the 2013 Plan. For convenience, the Element has been shortened here, referencing page numbers from the original document. Check out the full Element, available on the East Orange Website.*

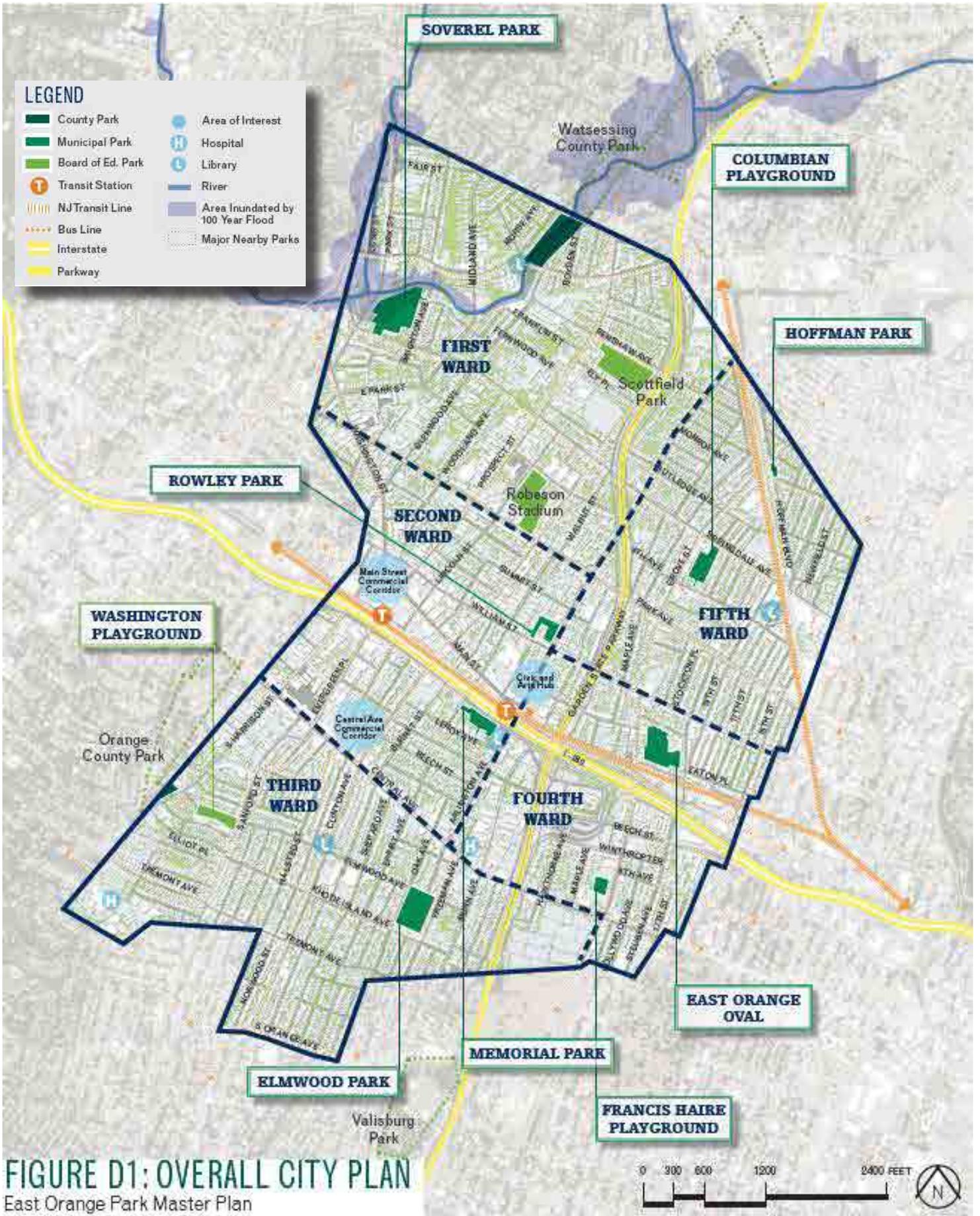
## INTRODUCTION

The parks are a vehicle for change in East Orange. Investing in parks and recreation will have an enormous impact on the quality of life in the city. Residents will be happier, healthier, and take more pride in their city; property values will increase; air quality will improve; stormwater will be better managed; communities will be brought closer together; and new residents and businesses will be drawn to the city. Economically, studies have shown that quality of life comes right after location and availability of workforce as a key factor in determining where to open a business. Parks and recreation are a major quality of life component (7).

## SURROUNDINGS: THE REGIONAL CONTEXT

### Physiographic Context

This parks master plan proposes detailed improvements to the parks and recreation offerings within East Orange itself, but so many opportunities exist regionally that it makes sense to provide a brief overview of the major parks closest to the city. Since park space is at such a premium within the city and immersion within nature difficult, residents and the city's recreational programming should take advantage of the many parks within the region (17).





### **The East Orange Golf Course**

*Owned by the City of East Orange, the Golf Course is located in Short Hills, New Jersey, about 25 minutes west of the city by car, but is not accessible by train or bus. The 18-hole golf course is currently undergoing a series of improvements by the city as the result of a recent master plan. It lies within over 2,300 acres of land making up the East Orange Water Reserve. It is adjacent to Canoe Brook Reservoirs No. 1 and No. 2 and with its range of ecosystems, provides many potential opportunities for passive recreation and ecological restoration, as well as the opportunity for golf (19).*

## **THE CITY AND ITS PARKS**

### **The East Orange Park System**

East Orange is a city on the upswing. Within its history, it has experienced a long period of great economic prosperity and investment in public infrastructure and amenities, followed by the flight of the gentry and the loss of a significant amount of tax revenue. Today the city is working hard to elevate the quality of life for its existing residents, and to attract new residents to East Orange. The city is striving to make East Orange a place where people want to live, work, and play. The improvement of the city's parks and recreational offerings would go a long way in accomplishing the city's goals. A city's park system is a highly visible quality of life indicator, and a powerful tool in attracting new residents.

In terms of existing parks and open space, there are a total of 9 municipal parks throughout the city, comprising a total of 45 acres. Figure D1 on page 209 illustrates the parks and other open space within the city. Washington Playground is currently a Board of Education property, but is being treated as a municipal park for the purposes of this study.

Two major Essex County parks also serve East Orange: Watsessing Park to the north and Monte Irvin Orange Park to the east. Both are large parks, just under 70 acres and 50 acres, respectively. Watsessing houses playgrounds, football, softball, cricket, and lacrosse/soccer fields, a bowling green, basketball courts, a dog park, and a senior citizen recreation building. Orange Park offers football, soccer, and softball fields, a jogging path, a fishing pond, a basketball court, and a playground. Like all Essex County Parks, Watsessing and Orange Parks were designed by the famed landscape architects, the Olmsted Brothers (21).

The City of East Orange Board of Education also operates Robeson Stadium (formerly Martens Park) and the grounds of the East Orange Campus High School. The Stadium offers track, football with stadium seating, and baseball, while East Orange Campus High School houses tennis, softball, track, and a football field. However, it is expensive, difficult, and sometimes impossible for residents to use Board of Education facilities. These amenities are illustrated in this study only as a means of demonstrating what publicly funded facilities could be available to residents if it were feasible.

The majority of municipal parks contain a fieldhouse and most were originally designed with one. Soverel Park is the largest municipal park, at over 11 acres, followed by Elmwood Park, at just under 9 acres, and the East Orange Oval, at just under 8 acres. Five of the parks are between 2.5 and 4.5 acres, with one park just over half an acre.

Amenities in the parks encompass swimming, basketball, baseball, tennis, volleyball, handball, playgrounds, swimming pools, and a spray park. Program offerings are covered in a separate section of this report.

Rowley Park was recently renovated by the City and reopened in November of 2011. It contains a new fieldhouse, an informal grass field, a spray park, and

basketball courts. Reception of this park by the community has been great and the park won a state parks and recreation award in 2013. Situated within an area of the city with the greatest need for quality parks and open space, the renovation of Rowley Park represents a significant step forward for the city (23).

Overall, the remaining municipal parks in the city are in various states of disrepair and are in need of major renovation. One major finding is that there is very little opportunity to experience nature within the parks (or within the city as a whole). Also, many residents expressed feeling unsafe in the parks, despite evidence that crime has dropped considerably. There should also be more opportunities for all generations and ages to enjoy the parks. It was found that the parks do not reflect the diversity of the current population of the city, and do not reflect their communities (23-26).

### East Orange Background and History

Today, the city is making great strides towards a return to stability and prominence. The importance of the park and recreation system in improving the quality of life in the city cannot be overstated. The East Orange of today is a diverse city with residents from all over the world, especially the Caribbean, South America, and Africa (27-28).

The city has a rich history athletically, with its importance within the history of the Negro Baseball Leagues, and the presence and interest of athletic stars such as Althea Gibson, major league baseball players, and professional football and basketball players.

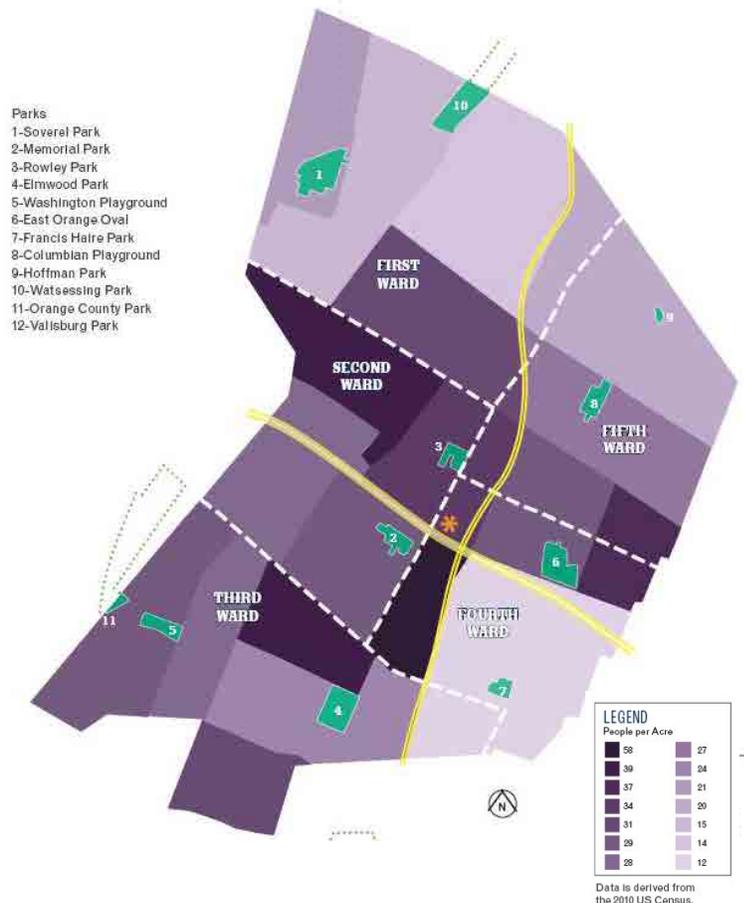
Arts and culture are just as important to residents of the city. A number of artists have come out of East Orange and contributed funds for schools and other public improvements. There are many opportunities within the park and recreation system for public art, arts programming, outdoor performance spaces, and other ways to use creative and innovative strategies to reflect what makes East Orange unique (28).

## PARK USAGE

### Demographics in East Orange

The City of East Orange is fortunate to have a diverse population of citizens who are highly creative, passionate, bold, forward-looking, and interested in the future of their city. No park system can be successful without an understanding of its users, and support and input from the community are essential (29).

### Population Density



# COMMUNITY ENGAGEMENT

## Process, Issues, and Ideas

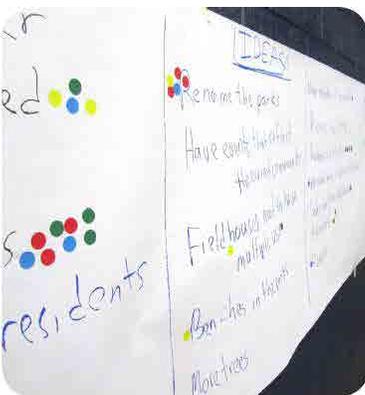
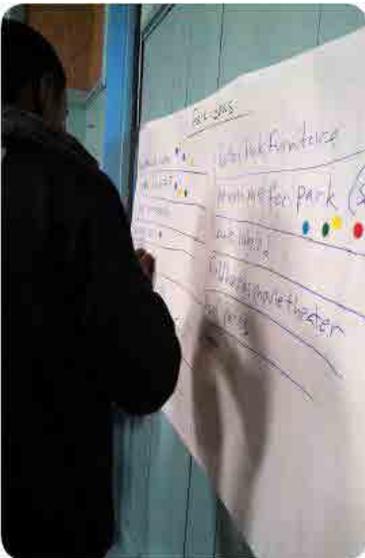
In Spring 2013, the Parks Master Plan consultants talked with more than 100 East Orange residents, government employees, and representatives of nonprofit and recreation groups in the city. We conducted a survey that received 86 responses, most of them from children, teens and older adults; the types of residents most likely to use local parks. We also made a lot of observations. The following describes what was heard and learned:

- East Orange Park's are important to residents.
- Establish and complete a Pilot project within the first year.
- Find better ways to connect to and engage residents and influential groups in the City
- Help build effective partnerships to make lasting improvements to the parks by nurturing "Friends of the Park" and park conservancy groups throughout the City.
- Build stronger partnerships between City Agencies and the Board of Education (42).

### Key Issues and Ideas Raised by Residents

As might be expected from such a diverse community, residents raised dozens of issues and offered many ideas for improving the parks. There were several issues that were important to residents and raised at various meetings and focus groups:

- Field houses in the parks are underutilized and do not meet the needs of residents. (45)
- Though the parks have less crime, some residents are still wary and want to have a greater sense of safety and security in the parks.
- The parks do not seem to be the kind of shared spaces that residents expect. There is a strong interest in making the parks multi-generational. The parks need to be ADA accessible and the walking tracks improved for seniors. Providing more shaded areas to sit and relax, as well as gathering ideas for families, would go far in accomplishing this.
- Residents want their parks to have more attractive landscaping and furniture.
- There is a strong interest in Replacing the existing tracks with rubberized tracks.
- There is a strong interest in having more sports programming and more basketball courts. (46)
- There is a strong need for more after school programs for children.
- There is a strong interest in having more organized programming and facilities related to arts and culture.
- There is an overall feeling that park facilities and plantings are past their lifespan and need to be replaced.
- Residents want to see some substantial improvements happen quickly to the park as a demonstration of the City's commitment to making them better.
- Residents want to be involved in the planning process for parks and recreation facilities and services. (47)



# BIG IDEAS: SYSTEM WIDE RECOMMENDATIONS

## Passive Recreation + Gathering Areas

More opportunities for strolling through planted areas should be provided. Comfortable seating areas and picnic areas in the shade should be provided for small gatherings of family or friends. Games tables could be scattered throughout the parks.

## More Nature!

More naturalistically planted areas should be included in the parks. The palette should be primarily native plants, but other noninvasive species could be used selectively for ornamental value. The Second River should be celebrated as a resource for the city. Nature and children’s play areas could be integrated for an exciting way to bring children closer to nature .

## Multipurpose, Synthetic Turf Athletic Fields

Using synthetic turf will enable more continuous use of the fields. The fields should be multipurpose, allowing for a more flexible range of sports. These fields cannot be driven on and must be fenced or enclosed (55).

## Play Area to Stimulate

The plan envisions a more robust play experience for children. This could include play equipment themed to relate to the community; integration of natural elements into play areas; outdoor musical equipment; small motion-activated water features; as well as more areas of unprogrammed, open lawn (56).



*Clockwise from left: Play for All Abilities Park, Round Rock, TX; Centennial Hills Park, Las Vegas; Riverplay Discovery Village Playground, Eugene, OR; an Outdoor Musical Instrument.*



## Safety + Security

Lighting, additional cameras, and potentially emergency call boxes could be used to help make users feel secure. Encouraging intergenerational use of the parks will also help.

## Sports + Pedestrian Lighting

Pedestrian scale lighting and athletic court / field lighting should be installed to help park users feel safe and to make the parks usable during the hours between sunset and the park closure.



## Signage + Marketing + Communication

Directional signage that is well designed and carefully placed within the neighborhoods would go far in helping residents get the most out of their parks and to instill a sense of coherency throughout the park system. Park entrance signs for each park should be attractively designed to welcome visitors. Each park should have a community bulletin board to announce programs or for the community to use (57).



## Replace All Cracked Courts

Much of the paving throughout the courts is past the point of fixing. Replacement is required, and must be accompanied by the resolution of all poorly draining areas.

## Park Connector Streets

The plan will include ideas for enhancing the streetscapes between the parks to include new paving, planting, directional signage to the parks, public art, and bicycle lanes. These connector streets will link each park to the others and with both train stations.

## Intergenerational Use

The parks should be more inviting for seniors and families. This can be accomplished by improving ADA access, upgrading all walking surfaces, providing more shaded sitting areas and picnic areas, and more planting.

## Rubberized Tracks Where Appropriate

Rubberized tracks will be provided where feasible. These surfaces will encourage the safe use of walking tracks by both seniors and athletes. However, these surfaces cannot be driven on. Where required, it may be necessary for police to switch to foot patrols of parks rather than driving on the tracks. In some areas, park users currently drive on tracks for events. This will need to be prevented with physical deterrents such as bollards and appropriate loading / unloading areas provided (58).

## Provide Fitness Zones

These areas could be complete with innovative outdoor fitness equipment that looks like it belongs in a gym. These types of fitness zones have been successfully installed in other municipalities and would include equipment appropriate for all ages, (including seniors). It would especially benefit community members that cannot afford gym memberships (58-59).

## Furnishings

The furniture used throughout the parks should be comfortable and allow use by individuals or small groups of families or friends.

## Include Opportunities for Donor Recognition

Pavers, bench plaques, and wall plaques could all be used to honor donors to the park system, while also encouraging a feeling of ownership of the park within the community.

## Public Art

Conducted in partnership between artists and communities, public art and art activities will enhance parks and park connector streets. These cost-effective installations can create a powerful sense of pride and stewardship for the parks.





## The Parks Should Reflect Their Communities

The park system should reflect the communities that live in East Orange today. This could be achieved through material and plant selection, color palettes, the names of parks, and of course the programs and activities offered in each park. There is an opportunity to allow the community to express itself in the design of the park. A graffiti / art wall, fences with laser-cut panels designed by students, murals, and mosaics could all be used towards this end (59).



## Upgrade All Field Houses

All field houses should either be renovated or replaced. A field house at Memorial Park should be installed.



## Provide Outdoor Entertainment + Performance Space

Within the existing parks, spaces will be provided for enjoying outdoor concerts or performances. Longer term, if new park space were built over the interstate, there may be an opportunity to construct a large outdoor performance space that could become a regional draw. Located adjacent to the East Orange Train Station, this park could become a regional draw, attracting people to the city and becoming a driver for economic development.



## Create a Deck Park Over the Interstate

A long term vision for the parks master plan could include the creation of a new park that bridges across Interstate 280 from City Hall and creates a large civic space right in the center of the City. This could include a large, contemporary bandshell and an expansive lawn for hosting outdoor performances and concerts (60).

## Elevate the Standard of Design for the Parks

Park design should not only meet the needs of the community, but should also express a level of innovation and sophistication that will inspire residents and visitors alike.



## Resolve Stormwater Issues

The fields and courts will have a much longer life span if they are properly drained. There is also an opportunity to manage stormwater in a way that can be beautiful, with natural vegetated swales and raingardens.

## Sustainability

Using energy efficient LED lighting, renovating field houses for insulation and efficiency, increasing the availability of both litter and recycling receptacles and installing spray parks that recirculate water will conserve resources, reduce the negative impact of the parks on the surrounding environment and enhance the long-term sustainability of the entire park system.

## Support Community Gardens + Farmer's Markets

Community involvement in individual vegetable or ornamental garden plots can be a simple and cost effective way to encourage a diverse range of park users on a daily basis. Farmer's markets could be hosted in many of the parks and in the covered area beneath the East Orange Train Station, activating the area between City Hall and the Public Library (61).



# THE CITY'S PARKS

## SOVEREL PARK, 1<sup>ST</sup> WARD

### A Vision for Soverel Park

The first ward contains only one municipal park—Soverel Park—but also contains the southern end of Watsessing Park, which is an Essex County Park. The first ward is also home to the only open water in the city—the Second River (also labeled on some maps as Wigwam Brook) (69).

### COMMUNITY BACKGROUND & HISTORY

*At the site of today's Soverel Park, in 1854 a resident named Matthias Soverel expanded an existing lake by flooding the land with water from the Second River for his ice business. In time, Springdale Lake covered almost the entirety of today's park.*

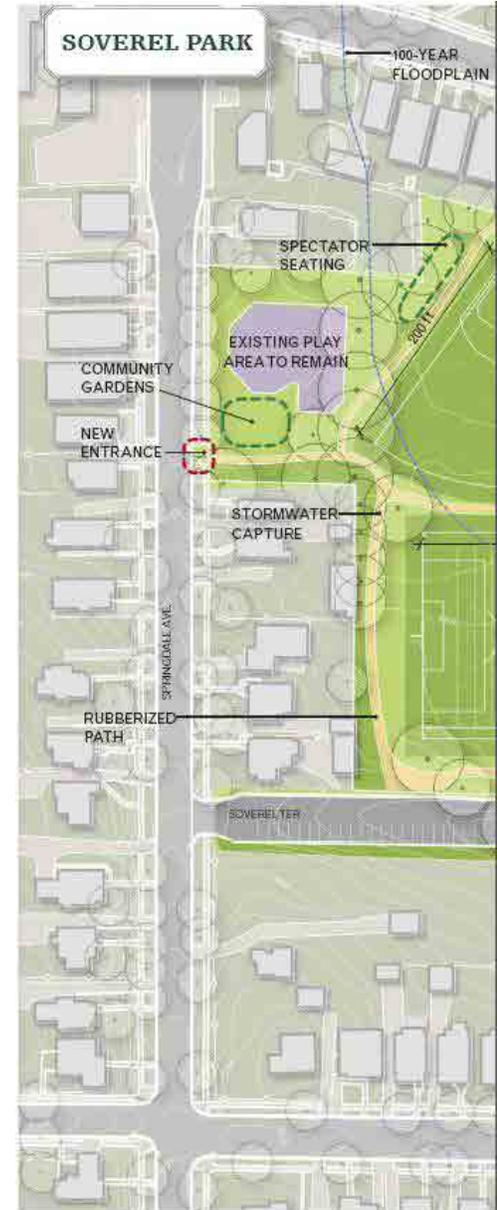
*In 1922, the City purchased the property and used it as a waste dump for about 4 years in order to save on hauling costs. In 1927, the tract was turned over to the Recreation Commission, and with a sum of \$135,000 (\$1.8 million in today's dollars) developed the land as a public park (70).*



To celebrate the most unique feature of this park, the master plan envisions a wide riparian corridor along the Second River that would be lushly planted with native plants. This natural swath of planting would include a meandering path, which would take visitors through a soft landscape and up to the river's edge. An open air pavilion and seating terraces cut into the slope would encourage educational opportunities as well as formal and informal gatherings. This provision for more passive recreation opportunities within a more natural setting would provide residents with an experience missing from today's park system. As a longer term goal, the plan also recommends installing a pedestrian bridge across the channel to provide a link to the other side and to allow users a unique view of this feature of the park. This bridge connection could tie into a linear park along the abandoned rail corridor leading to Watsessing Park.

The master plan also envisions a visible stormwater collection and conveyance system made of a series of vegetated swales and raingardens. This system would intercept surface flows coming off adjacent properties, allow stormwater to infiltrate, and finally outlet to the Second River. In this way, stormwater is intercepted before it has a chance to damage the park, and it is also celebrated as an amenity

## Proposed Improvements Plan



—a natural water feature supplied by a renewable source.

Since the grandstand requires a lot of renovation to make it fully usable, and because it exhibits significant cracking, the plan proposes its demolition. Its current placement is such that it is located on the short end of the field for both football and soccer. A new fieldhouse outside the 100-year floodplain is proposed to provide changing rooms for the athletic teams, as well as updated restroom facilities with showers. The plan also recommends renovating the existing fieldhouse. It is currently within the 100-year floodplain, so no new additions will be allowed (63).

*Grandstand at Soverel Park*



The plan also recommends rebuilding the tennis and basketball courts, as well as the baseball and football fields. The plan envisions an artificial turf field surrounded by a new track. This field would be multipurpose and lit with upgraded sports lighting. The consultant team heard from members of the athletic community that this field is highly used and that during football practices, most of the fields are used.

Upgraded lighting is provided at all courts and pedestrian lighting is provided throughout the park.

New tree, shrub, and perennial plantings are proposed throughout the park, and especially at entrances. Soverel could even accommodate an ornamental garden, as well as community gardens (after pg. 65).



# THE CITY'S PARKS

## MEMORIAL PARK, 2<sup>nd</sup> WARD

### A Vision for Memorial Park

The Second Ward contains an area of the city that may be in the most need of quality open space and recreational programming. This is due to the fact that this area contains the densest population, very high numbers of residents under the age of eighteen, and low median household incomes (84).

This park is key for the city since it lies within the planned Transit Village and serves the populous city center, with its high numbers of children and low median incomes. This park could become a great civic space in a highly visible location.

To activate this park and provide a more diverse and watchful set of users, the master plan for Memorial envisions a strong physical and programmatic connection between the library and the park. The plan proposes an outdoor terrace at a new entrance to the library that would transition to a park plaza and then into the park itself. At the time of this master plan, the Main Library had completed a design study showing this additional entrance. To accomplish this, the library's employee parking lot has been shifted to the south. With the park system and library working together, this park would become an example of a fruitful collaboration among city agencies, and create a new type of park—the community library park.

### COMMUNITY BACKGROUND & HISTORY

Prior to the construction of Interstate 280 in the 1960s, Memorial Park was on the interior of the block, surrounded by other lots, and with narrow street frontages on Walnut Street and Lenox Avenue. It was more than twice the size it is today, before the interstate and Freeway Drive East took over much of its space.

The land for the park was purchased by the City in 1926 for \$225,000 (close to \$3 million today). In 1929, the park began construction with \$94,000, and opened to the public in 1930.

The park was intended as a memorial to veterans who fought in World War I, and contains a statue which reads, "To Honor Those Who Kept the Faith 1917-1918". It originally contained lush and colorful plantings, a rose garden, a large concrete and wood pergola, walks for strolling, a wading pool 40 feet in diameter, children's play equipment, a horseshoe pit, and other small games (85-87).

### Proposed Improvements Plan



FIGURE H2: MEMORIAL PARK PROPOSED IMPROVEMENTS PLAN



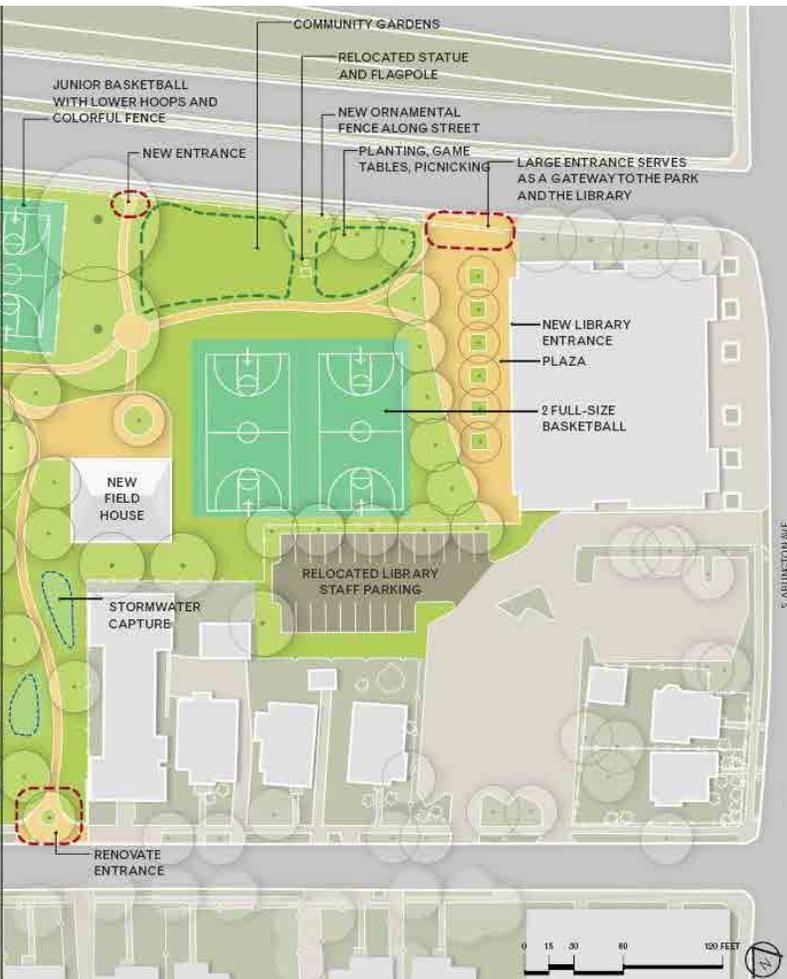
The master plan also envisions a new fieldhouse to replace the one that was removed due to water damage.

When speaking to young park users, the consultant team heard the need for a basketball court with lower hoops that teens would not be able to use, as well as a spray park, and a larger lawn area for unprogrammed play.

The plan also envisions a small bandshell set into a corner of the park that would enable park visitors to sit on the lawn and watch small performances. The location of this park in the center of town lends itself to such a use.

Between the adjacent lots and the park, the plan proposes a more naturalized planted buffer as well as a system of vegetated swales to intercept runoff before it can damage the lawn areas (95).

Gathering spaces for families are also provided, as well as new seating, and a new pedestrian circulation system (96-99).





## COMMUNITY BACKGROUND & HISTORY

The park was originally dedicated in 1967 and was named after Lincoln E. Rowley, Secretary of the Board of Recreation Commissioners in the city in the 1930s (Gerrish and Goode) (89).

## THE CITY'S PARKS ROWLEY PARK, 2<sup>nd</sup> WARD

The recently completed, award-winning renovation of Rowley Park represents a great first step in the advancement of the city's park system. Completed in 2011, the park has been extremely well received by the community.

The consultant team heard it repeatedly used as a standard or comparison for improvements that could happen at the city's other parks.

All in all, this park is a great accomplishment. One recommendation would be to nurture a "Friends of Rowley Park" group to help this park continue on successfully. It is also critical to protect the city's investment by ensuring sufficient maintenance funds are in place (89).

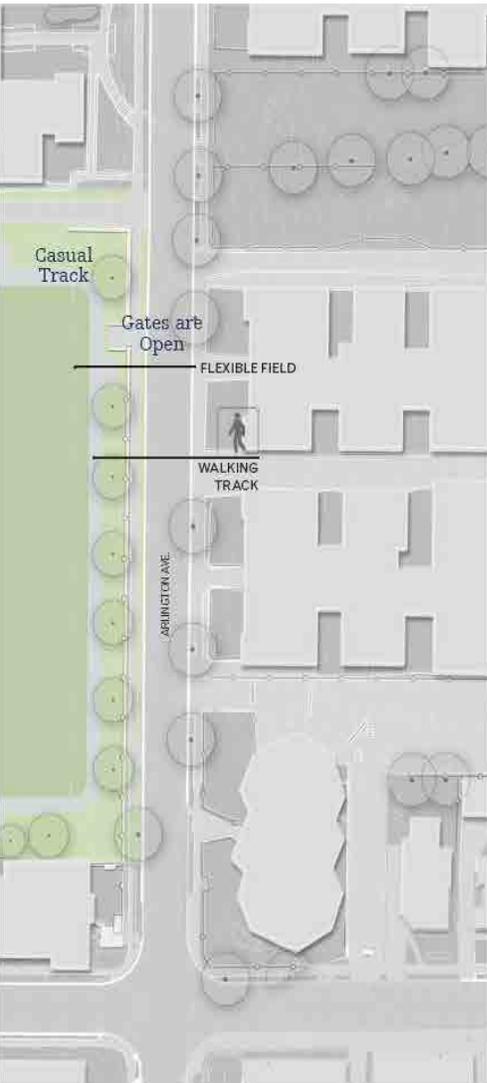
It is important to note that Rowley Park captured a state award from the New Jersey Recreation & Park Association in 2013 which is a tribute to the city staff involved in the planning and construction of this new park (249).

## Existing Conditions Plan



FIGURE H5: ROWLEY PARK EXISTING CONDITIONS PLAN  
East Orange Park Master Plan





## COMMUNITY BACKGROUND & HISTORY

The Third Ward contains what many believe to be the centerpiece of the city's parks: Elmwood Park.

Elmwood Park itself was donated to the City by the Elmwood Home Association on April 2, 1855 and consisted of about 9 acres of swampland (Hart Postcards 66).

It was then used as a dump for many years and at one time to house small pox patients, when there was a mild epidemic in the town.

Improvements were begun in 1910 for a sum of \$5500 with grading, seeding, walks, trees and shrubs, a running track, tennis courts, and for play equipment.

In 1916, the park came under the control of the Board of Recreation Commissioners and more improvements were made.

the brook running through Elmwood became an open sewer due to the use it was put by residents and industry. In 1917, a private resident by the name of Mr. Alden Freeman made it clear he would donate money to complete Elmwood Park if the City would eliminate the open sewer (Recreation Commissioners 46).

This water course was consequently buried in a seven-foot wide, 1600-foot long concrete pipe, the Elizabeth River Valley Drain, for a cost of almost \$40,000 (Pierson 562 and Recreation Commissioners 46).

# THE CITY'S PARKS ELMWOOD PARK, 3<sup>rd</sup> WARD

## A Vision for Elmwood Park

According to many residents, Elmwood Park is the most popular and best-loved park in the city. The vision for Elmwood returns this park to its former glory by celebrating its role as an active center of community celebration, pride, and history.

As the centerpiece of the park, the field house should be renovated to alleviate deferred maintenance issues. Restroom facilities should be returned to an optimal condition.

A new guardrail should be installed on the porch and a new shade awning could be fabricated to fit the existing hardware. Restoring the field house porch would bring the building back to life on hot summer days. The plan also recommends a kiosk near the field house that could be rented out to food vendors. This would further activate the park and bring in some revenue.

The plan also envisions an expanded pool deck and renovated poolhouse. There may also be opportunity for a small area containing spray features.

The master plan also envisions installing sidewalk around the entire perimeter of the park, and moving the fence line inward to accommodate this improvement. Since the fence needs to be

## Proposed Improvements Plan



FIGURE 12: ELMWOOD PARK PROPOSED IMPROVEMENTS PLAN





reset anyway in order to make it plumb, this is a great opportunity to make this park safer and more inviting (99).

To highlight the basketball history that permeates this corner of the park, commemorative pavers or a mural could be used along the streetscape, either in the sidewalk, or on a low seatwall that could also accommodate spectators.

The plan also proposes a rubberized track in place of today's asphalt track.

The master plan also proposes the entire oval of the field be regraded and reseeded, with an underdrain installed. Alternatively, an artificial turf field could be used, but the heavy use of this space for nonathletic events may discourage this. Lighting of this field is also recommended.

The tennis courts and associated fences and walls should be replaced.

Large drifts of shrub and perennial plantings are recommended for this park, as are new furnishings and pedestrian lighting. Smaller activity nodes are envisioned throughout the park as well—picnic tables, games tables, and exercise equipment.

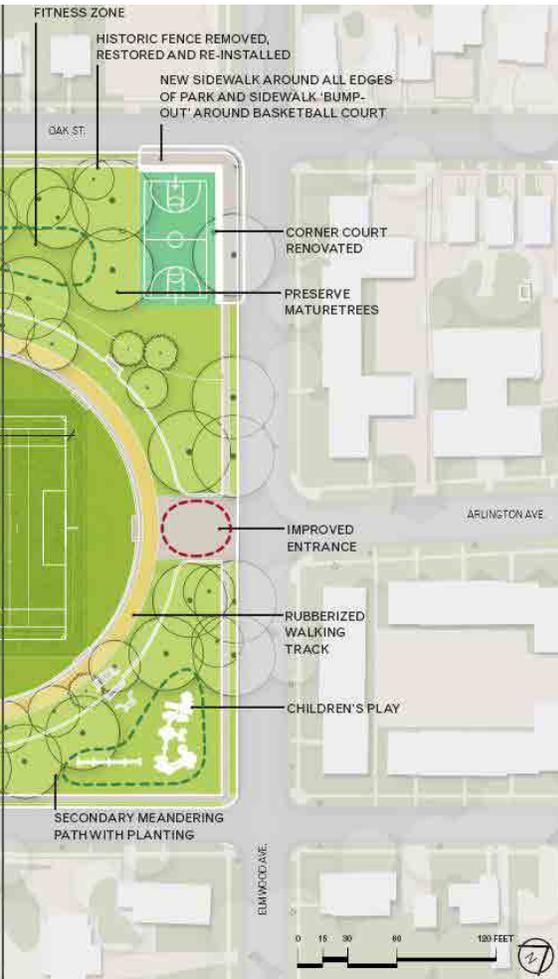
Entrances to the park would be renovated. The entrance off of Rhode Island Avenue presents a great opportunity to replace the missing row of sculptures with new public art that is relevant to today's East Orange (104).

*With this work complete, Mr. Freeman invested about \$150,000 of his own funds into the park. A large part of this sum was used for a series of sculptures dedicated to his father and entitled, "The Shrine of Human Rights", by the sculptor Ulric H. Ellerhuson. These sculptures were located at the Rhode Island Avenue entrance to the park and centered around the theme of equality and human rights, a very hot topic at this time in American history. There were four sculptures marching along the walk, one from each major continent and meant to represent a human rights figure. There were Pocahontas, Columbus, Confucius, and Frederick Douglass (Pierson 563). Today, only Confucius remains along this walkway.*

*The fieldhouse was erected in 1928 for about \$65,000 and was the pride of the Recreation Commission.*

*The ornamental fence was installed in 1931 to protect children from vehicular traffic.*

*According to interviews conducted by the consultant team, the basketball courts at Elmwood have hosted informal pickup games attended by some of the National Basketball Association's greatest players. The court at the corner of Oak Street and Arlington Avenue has a lot of special significance to the community (108-111).*



# THE CITY'S PARKS

## WASHINGTON PLAYGROUND, 3<sup>rd</sup> WARD

### A Vision for Washington Playground

For Washington Playground, the master plan proposes a more organic and informal shape for the field. Surrounding this field is an informal walking circuit, planted with shrubs and flowering perennials.

New entrances are proposed for the park, as are new site furnishings and pedestrian scale lighting.

The plan recommends replacing the existing play equipment with two new, adjacent play areas—one for older children and one for younger. This new equipment would remove some of the burden placed on the existing playground at nearby Elmwood Park.

A dog park is also proposed, as well as a small exercise equipment area, and a skate park. The field house is replaced with a new building that contains functioning restroom facilities and storage for equipment (105).

### Proposed Improvements Plan



FIGURE 13: WASHINGTON PLAYGROUND PROPOSED IMPROVEMENTS PLAN

### COMMUNITY BACKGROUND & HISTORY

The Washington School was onstructed in 1912 as the Washington Academy of Music to relieve overcrowding to other city schools. It was expanded in 1920 (Gerrish and Goode, Centennial 5).

As noted previously in this report, the idea of combining outdoor school facilities and neighborhood parks is not new for East Orange. A Schools and Recreation Report published by the City Planning Board in 1945 identified Washington Playground as a great opportunity. "Washington School and its playfield can be utilized without site changes as an adequate center for this neighborhood. It would be desirable to plan to provide a community center and library space in the present building" (City Planning Board 23) (117).



EXISTING FIELD IS SOGGY AND COMPACTED





## COMMUNITY BACKGROUND & HISTORY

The construction of the Garden State Parkway in the 1940s and 1950s and the elevation of the train line in 1922 altered the city forever, especially in the Fourth Ward.

Prior to the elevation of the train line, the East Orange Oval had great frontage directly linked to a busy train station. This made it easy for out of towners to visit the city for games or other events.

In 1907, the land for the Oval was purchased by the City for a sum of \$52,000. For an investment of about \$70,000, the City constructed a wood grandstand for 1,800 spectators, a field house, tennis courts, walks, a running track, a baseball diamond, play equipment, pavilions, and other amenities.

In 1923, the existing field house was replaced with an updated facility for a sum of \$12,750.

This fieldhouse looked very similar to the one that still stands at Soverel. The clock on the field house was donated by a private citizen and the bell in the tower by the East Orange Baseball Association.

In 1925, the wood grandstand was destroyed by fire. That

# THE CITY'S PARKS EAST ORANGE OVAL, 4<sup>th</sup> WARD

## A Vision for East Orange Oval

The centerpiece of the proposed master plan is a fully restored field, surfaced in artificial turf, and functioning for baseball, soccer, or football.

## Proposed Improvements Plan

Surrounding this field is a proposed rubberized track with a true oval form to replace the existing track that has lost its oval over the years.

The plan also envisions a memorial commemorating the Negro Baseball League, or a mural on the wall of the New Jersey Transit Train line.

The plan also recommends acquiring three lots on the southeast corner of the block to allow the Oval to fill in this corner. In one scenario, this corner could be used as an entrance to the park and as parking for the Civic Center. This would enable a very strong connection between the Civic Center and the Oval. In a second scenario, parking for the Civic Center could be moved onto a portion of Hollywood Plaza. This would open up the whole southeast corner of the Oval block as additional park space with a new park entrance and would also foster a strong connection between the park and the Civic Center.



The basketball courts are all relocated to the east side of the park, while the existing play area on the south is shown to remain. The play area to the north (close to Grove Place) is shown as being renovated.

A spray park is also proposed on the north side of the park.



FIGURE J2: THE OVAL PROPOSED IMPROVEMENTS PLAN  
East Orange Park Master Plan



A large area for picnics and small gatherings is located at the north side of the park surrounding an open lawn area, and encircled with lush new plantings.

There is also a more informal strolling path that winds around the perimeter of the path, through more natural planted areas and with tables and benches scattered throughout.

A system of vegetated swales, raingardens and subsurface detention is proposed to intercept stormwater as close to the park edges as possible, before it can damage the park (127).

It is also recommended that a feasibility study be completed to replace the Fellowship Civic Center with a modern facility that meets the needs of today's citizens. A partnership with the YMCA could be explored to the mutual benefit of both the YMCA and the City (132).

same year it was replaced by a concrete and steel covered stand seating 2,000 people for a cost of \$75,000.

Baseball has a long and impressive history at the East Orange Oval. From its beginning, the park has been known for baseball. The 1898 State Champions practiced here, and important games were held throughout the twentieth century. The 1945 Schools and Recreation Report states that the Oval has "a modern grandstand and dressing room facilities, a shelter building, softball diamonds, a running track and six tennis courts...The baseball diamond provides the home grounds for a semiprofessional baseball team whose games are attended to the full capacity of the grandstand during the summer months" (City Planning Board 12).

The park also holds an important place in the history of the Negro Baseball Leagues. "It was used by the New York Cubans from 1941-1947, and the Negro National League from 1940-1948. The field was also used by the Negro American League from 1949 -1950, and it served as a neutral site for the Newark Eagles from 1936-1948...Such great black ball players s Josh Gibson, Satchel Paige, John Henry "Pop" Lloyd, Oscar Charleston, Chino Smith, Judy Johnson, and many others played at this facility [the Oval]" (Martin, 25) (138-140).

# THE CITY'S PARKS

## FRANCIS HAIRE PLAYGROUND, 4<sup>th</sup> WARD

### COMMUNITY BACKGROUND & HISTORY

*Ms. Francis Haire was the first full-time recreation director for the city and was appointed in 1925. According to the 1964 Centennial History of East Orange, she initiated and organized high standards of leadership qualification and numerous special programs. Francis Haire Park is named for her and represents joint planning between the school board and the recreation department. The Centennial History describes this park in this way: "Its construction introduced creative and imaginative play equipment. A horse and wagon, a fort and tree climber were blended with the more traditional play swings and slides" (Stuart and Boutillier 47) (143-144).*

### A Vision for Francis Haire Playground

Ideally, the relationship between Dionne Warwick Elementary School and the park would be improved so that the school grounds and the park could flow together and share resources for the benefit of both sets of users. In today's climate, the master plan proposes renovations solely within the boundaries of the existing park.

Instead of the swimming pool, a new sprayground is proposed, with a safer and more accessible equipment area. The pool could be left in place and filled in, with the spray ground built within it.

The plan also proposes re-orienting the park so that it is clearly organized around a new, clearly defined entrance off Grove Street, adjacent to the bus stop. An urban plaza with seating would welcome visitors to this park and provide a small gathering space.

A new field house is proposed at the west side of the property with the spray ground in front. This field house could be designed with an attached shade structure or pergola with vines so that parents can gather under shade to watch their children play in the water.

### Proposed Improvements Plan



The little league field is proposed to be regraded and reseeded, with an underdrain. New trees are proposed around the outside edges, to help define this space and provide much needed shade.

The plan also proposes a creatively designed bus stop with seating that could visually connect to the park, and eliminate an unsafe existing situation (132).





**COMMUNITY BACKGROUND & HISTORY**

*It is unknown when Hoffman Park was added to the City's park system, but it appears it was the result of the 1945 Schools and Recreation Report. The report noted, "a small beauty spot and relaxation area between the Lackawanna Railroad and Hoffman Boulevard north of Rutledge Avenue should be acquired to serve the isolated northeast sector of the city" (City Planning Board 21) (162).*

**THE CITY'S PARKS  
HOFFMAN PARK, 5<sup>th</sup> WARD**

**A Vision for Hoffman Park**

The master plan envisions a small, lushly planted pocket park with winding pathways and small seating areas. Plant species would be selected that could be easily maintained and would stay relatively low to keep sightlines open. Colorful shrubs such as azalea would be used to provide pops of color. A large open lawn would occupy the center for informal play space. At one end of the park, a small water feature anchors a corner and provides a small gathering space. The water feature would be a reference to the historic Boiling Spring below the surface, and might even contain a graphic and narrative of this piece of history.

The plan also envisions a new bus shelter at the north end of the park that could be integrated into the park's design. There may also be the opportunity for a piece of educational, interactive sculpture that could relate to the area's industrial importance

**Proposed Improvements Plan**



**FIGURE K1: HOFFMAN PARK PROPOSED IMPROVEMENTS PLAN**

in the fields of electronics and motorization (155).



FIGURE K2: COLUMBIAN PLAYGROUND PROPOSED IMPROVEMENTS PLAN

### A Vision for Columbian Playground

The vision for Columbian Playground includes a newly restored natural turf multi-purpose playing field, with areas for spectator seating on either side.

A full circuit walking path is provided encircling the field and winding through naturalistic planting. Plenty of shaded seating and picnic areas are scattered throughout for small gatherings or for resting during a walk.

The deck around the pool is expanded and the field house is renovated.

The children’s play equipment is replaced and surrounded with lawn, shaded benches and picnic tables for family gatherings. Elements of natural play and outdoor musical equipment could also be included.

The basketball court is replaced and new spectator seating provided. A small skatepark is also provided, at the request of community participants.

Pedestrian lighting would be added throughout the park, as well as buffer plantings between adjacent residential lots and the park.

Stormwater is intercepted between the adjacent lots and the park and channeled safely into below-grade detention/infiltration beds.

New tree, shrub, and perennial plantings are proposed throughout, along with community gardens and improved entrances (155).



### COMMUNITY BACKGROUND & HISTORY

*When the Columbian School (named after Christopher Columbus) opened in 1893, "dairy farms surrounded the school and only three houses were standing north of Springdale Avenue. A pastureland extended southerly...and open fields stretched westerly to Arlington Avenue" (Pierson 575).*

*The playground was created in 1919, when the City purchased land from the school. Fields and play equipment were added and the playground dedicated in 1922. Later on, a real boat dock and boat were added for inclusion in the children’s play area (Hart, Images 104) (163-164).*



*Public art and arts activities can be powerful, subtle and cost-effective tools for enhancing parks and connecting streets (215).*

## ART AND COMMUNITY

### Creative Placemaking in the Park System Recommendations for Public Art in East Orange

- In all parks: Use decorative fencing that helps present themes or ideas about the park. For example, fencing in Soverel Park could include graphic elements inspired by the natural world. Fencing in other parks might be more playful or culturally-specific.
- Along bridges and park connector streets: Here, public art should be used as landmarks and beacons, and as ways to encourage people to walk more. Develop art that is fun, whimsical, and reflects colors and shapes in the surrounding area. The more that art reflects the aesthetics of residents in the community, the more comfortable they will feel with it.
- Underneath the NJ Transit overpasses, especially by the Brick Church station. Develop art that is bright, colorful and reflective to help activate the space. Use decorative lighting to make the spaces feel more like plazas after dark.
- Consider a public art exhibition in which the fieldhouses in each park are lit every night for six months with decorative lighting (or even more if neighbors enjoy the lighting). The art can be connected to a public engagement effort to get resident input about how they would want their fieldhouses to be used (216).

### Recommendations for Arts Programming and Events

- Engage the New Jersey Theater Alliance and area theater directors to explore how the Elmwood Park Fieldhouse can be reused as a community theater.
- Hold talent shows, pageants and art fairs that celebrate local talent and creativity.
- Park planners should work with the city's arts committee to engage residents about their preferences for arts and culture programming (216).

# HOW MUCH PARK DO WE NEED?

## Assessing Park Need

A number of different methods exist to try to quantify whether a City's park system is sufficient for its inhabitants. The 2006 Master Plan looked at the National Recreation and Park Association (NRPA) Standards to come up with a standard of 8.375 acres/thousand people. This would mean East Orange is short 377 park acres!

It is also important to note that New Jersey's Statewide Comprehensive Outdoor Recreation Plan (SCORP) sets the standard for open space at 3% of the developable land mass. This would translate to about 75 acres required for East Orange. According to this standard, the city is short about 30 acres (219).

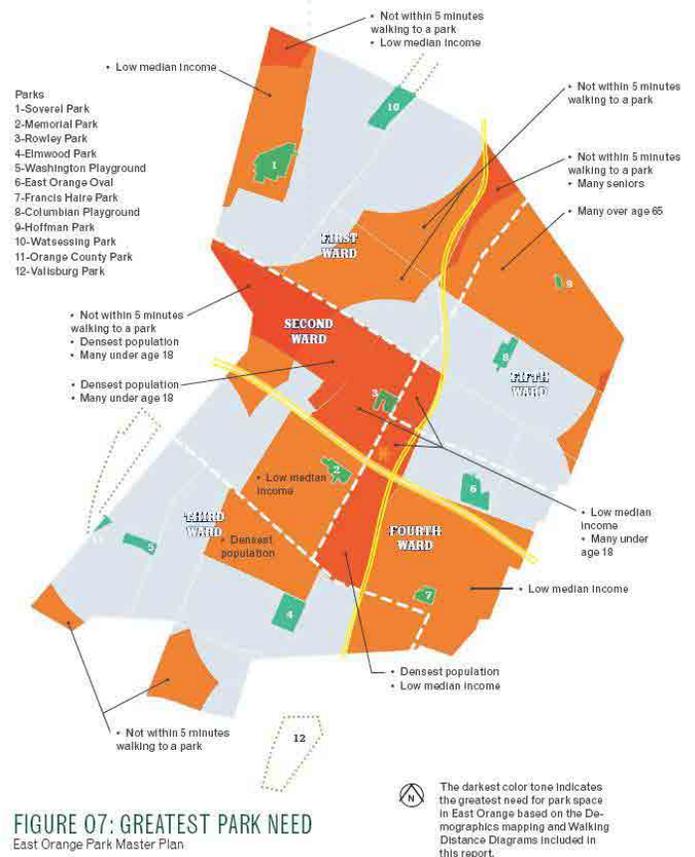
East Orange is a unique place with its own set of constraints. Since it is almost completely developed, finding creative ways to maximize existing open space and natural resources and identifying new ways to provide additional recreational space are key (220).

There are large areas throughout the city that are without park space within a quarter mile, especially in the first and second wards (223).

### Areas of Greatest Park Need

Rather than attempting to apply a one-size-fits-all standard to East Orange, this study attempts to objectively look at the city to determine where quality parks and open space are most needed. Five factors were used to arrive at this map: areas of the city with the most seniors; areas with the most children and teenagers; areas with the highest population densities; areas with the lowest median incomes; and areas not within a 5-minute walking distance to a park.

The Figure to the right illustrates this mapping, with the darkest colors indicating areas with the most overlap among the five factors mentioned above. According to this study, there is great need for quality parks and open space in the center of the city, and to the areas directly south and west of the center. The city center has the greatest numbers of children and teenagers, coupled with the lowest median household incomes. The second ward appears to be in the greatest need of quality parks and open space, with its high number of children and teenagers, dense population, and areas not within a 5-minute walk to a park (223).



## ADDING PARK SPACE

### Opportunity for Parks in East Orange

The parks and open space system in a city is a highly visible and powerful quality of life indicator, as well as a vehicle for change. Not only will a more extensive park system directly benefit existing residents, but a visitor to East Orange will be a lot more likely to make the city their home if it has numerous, visible, high quality parks easily accessible to all.

New parks can act as catalysts for change within the community, especially when used to transform vacant or contaminated lots. New and renovated parks have been proven to increase the property values of surrounding lots and attract new residents.

Since the majority of the city is developed, a strategic, creative approach to adding park space is required, based upon the research that demonstrates that parks stimulate the local economy and lead to a vibrant, thriving community where people and business owners want to live, work and play (227).

### Pocket Parks

Small, 'pocket parks' that occupy undersized lots could contain small areas of native planting and seating. If there is a small available vacant lot in an area with lots of children, it could contain only play equipment and seating for parents. One plan view example of what could be accomplished in a small space is shown to the right. A small unused piece land abutting the elevated train line could be used for a few game tables and a few trees (227).



William Street could become a park connector street and receive new street tree plantings; new street trees could also be planted on Ashland Avenue to link this new pocket park to the larger park system.

Block 541, Lot 13: 1 Vacant Parcel that could become a small neighborhood pocket park. Even though it's only 0.3 acres, it could support: a large children's play area; a seating area surrounded by planting; and (6) 10'x20' community garden plots.

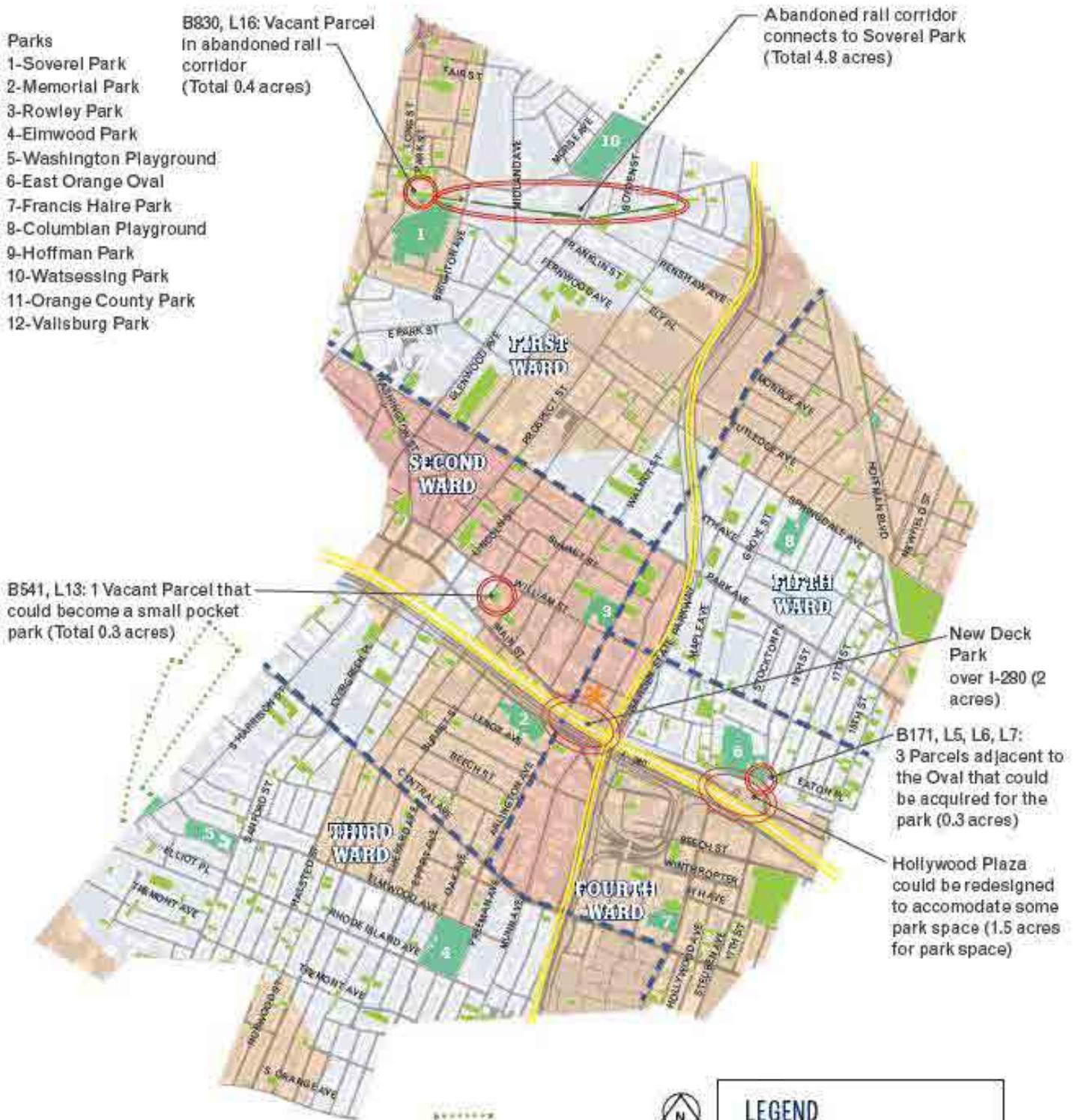
FIGURE P3: NEIGHBORHOOD POCKET PARK  
East Orange Park Master Plan

### Small Urban Plazas

Within existing commercial corridors, such as on Central Avenue, small urban plazas would certainly be considered park space. The existing urban plaza space on Old Sanford Street off Central Avenue would be a fantastic spot for a contemporary urban plaza, complete with seating, game tables, and new planting.



*The space below the East Orange Train Station could be transformed into an exciting urban plaza welcoming visitors and residents to the city.*



Data is derived from the online records search provided by the New Jersey Association of County Tax Boards. The information for this dataset was last updated in September 2012.

## Train Station Parks

The importance of the trains to East Orange cannot be overstated. The spaces below and around the East Orange and Brick Church Train Stations are highly visible and heavily used centers of activity that should be celebrated as public urban spaces. This could be accomplished with new plantings, gathering spaces, paving treatments, furnishings, regular farmer's markets, and public art. The spaces today are uninviting and provide a poor first impression of the city for a visitor.

## Partner with the Board of Education

Partnering with the Board of Education to better utilize existing school property for the public is another method to increase public park space without impacting existing rateable lots. This has been suggested in past park master plans for the city and is also suggested here. While it is a site with complicated environmental issues, the property at the center of the city adjacent to Cicely Tyson, would be a great site to showcase a collaboration with the Board of Education. This space is currently underutilized and could become an important part of the civic core (228).



## Partner with Libraries

The master plan for Memorial Park envisions a direct connection to the East Orange Main Library, but there are other opportunities throughout the city as well. At the Ampere Library for instance, there is currently unused lawn bisected by concrete sidewalk. This area could be redesigned as a library park with natural plantings, seating, games tables, and public art.

## Create a Linear Park Along the Abandoned Rail Corridor North of Soverel Park

Shown on the figure on the previous page, the vacant rail corridor could connect Soverel Park with Watsessing Park, and provide residents with a walking/jogging/cycling path through natural plantings, terminating in great parks at either end. The trail would cross over the Second River as it enters Soverel Park, adding another point of interest along the route. This corridor would add about 5 acres to park space within the city (229).

## Create a Deck Park Over I-280

Bridging over the interstate with a new park would be an enormous step in stitching the north and south sides of the city back together. The new park could add about two acres to the city's park space, but more importantly, it could become a highly effective vehicle for positive change. If programmed and marketed effectively, an outdoor venue such as this could draw visitors from all

over the region, exposing potential residents to what East Orange has to offer. The new park would be directly adjacent to the East Orange Train Station and is located within the Transit Village. By no means an inexpensive improvement, the situation is eased somewhat by the fact that the interstate is already depressed and the city's street grid travels over it.

For East Orange, there may be some environmental justice justification for a deck park. Since 1994, federal policy has focused on improving environmental justice. This generally has two dimensions: eliminating the long-standing practice in communities of concentrating polluted and toxic environments near low-income and minority communities, and giving those communities the same access to open space and nature as white and wealthy communities receive (235).



When I-280 was built, it destroyed a portion of Memorial Park, reducing access to parkland for downtown-area residents. Rowley Park was provided to compensate for the loss of Memorial Park. But because the highway is such a strong barrier to residents, it is a poor substitute for the lost parkland.

*Streetscape improvements in Normal, Illinois, designed by Hoerr Schaudt Landscape Architects*

## Park Connector Streets

The Figure on the following page illustrates one scenario for these Park Connector streets. These streets cover the whole city and connect all municipal parks. Also shown is a civic loop which would enable strollers, joggers, or cyclists to complete a loop that connects City Hall, the Main Library, the East Orange Train Station, Elmwood Park, and the potential future deck park (237).



## Vacant Lots as Community Gardens

One program that has been successful in other cities is the conversion of vacant land into spaces for community gardens. Newark has implemented an "Adopt-a-lot" program where residents improve city owned vacant lots by planting flowers, mowing lawns, or installing community gardens (270).

According to the New Jersey Association of County Tax Boards, there were 360 vacant lots in East Orange as of September 2012. These lots are shown in Figure P1 on page 237.



*The Complete Streets concept provides for all users of publicways*

## Urban Tree Canopy

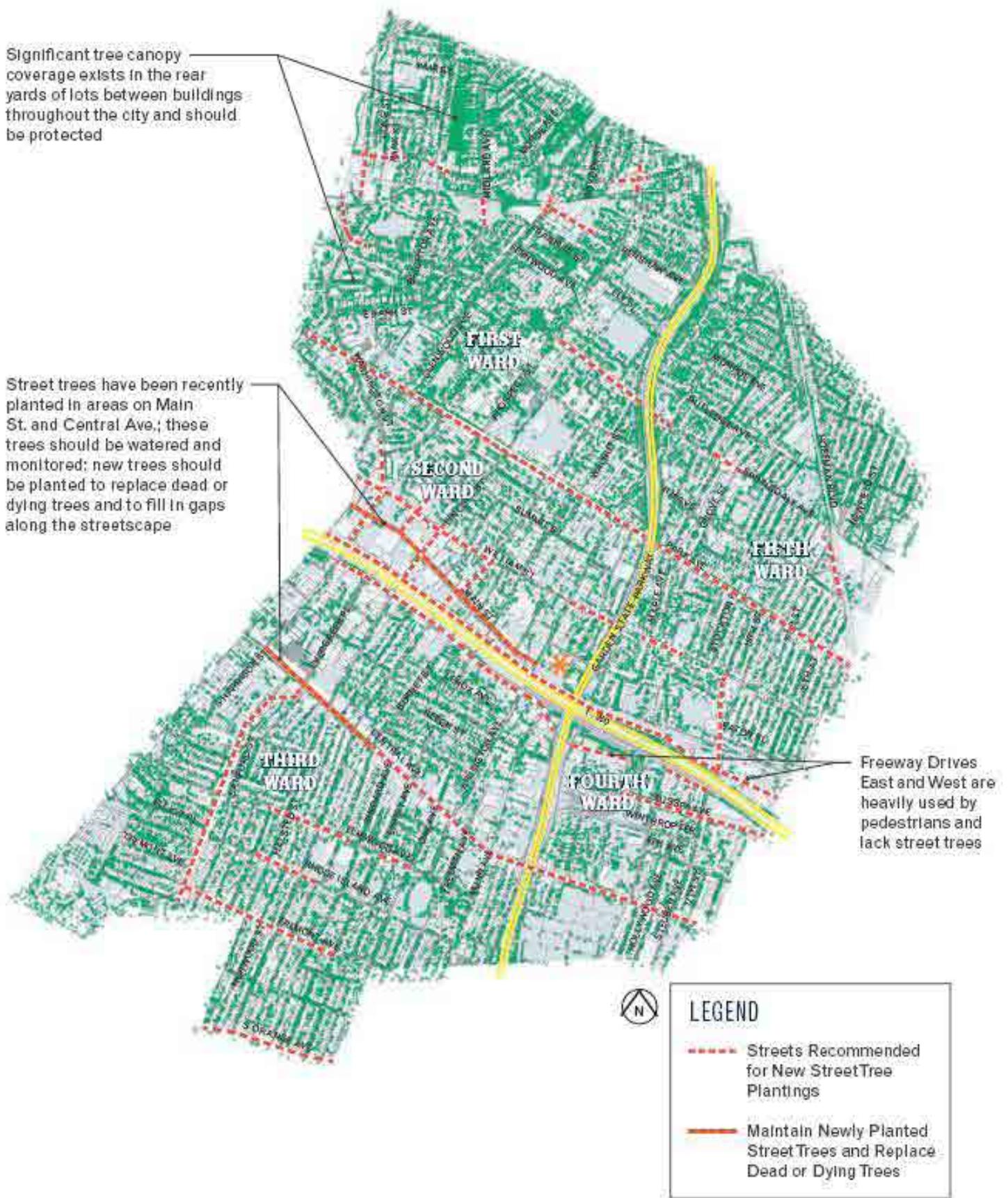
Figure P4 on page 241 illustrates a broad look at the city's tree canopy coverage and makes recommendations for areas where the street tree coverage could be increased. Maintaining and extending the tree canopy within urban environments can dramatically decrease the urban heat island effect, help clean the air we breathe, intercept stormwater, and make our cities healthier overall. There are many existing mature trees lining streets throughout East Orange, but additional plantings would make a huge impact. Planting street trees along Freeway Drives East and West would be a great and highly visible improvement, and would help to soften the divide between the north and south sides of the city (238).

**Parks**

- 1-Soverel Park
- 2-Memorial Park
- 3-Rowley Park
- 4-Elmwood Park
- 5-Washington Playground
- 6-East Orange Oval
- 7-Francis Haire Park
- 8-Columbian Playground
- 9-Hoffman Park
- 10-Watsessing Park
- 11-Orange County Park
- 12-Valsburg Park



**FIGURE P2: PARK CONNECTOR STREETS**  
East Orange Park Master Plan



**FIGURE P4: TREE CANOPY COVERAGE RECOMMENDATIONS**  
 East Orange Park Master Plan



## Public/Private Parks

One example of a great space to explore is the large parking lot adjacent to Manufacturer's Village. Whether or not this would be a feasible project for partnership, a small park and enhanced streetscape would transform this area. Currently, the parking lot appears to be oversized and extends all the way to the sidewalk. Glenwood Place is a heavily travelled street used by many students walking to and from East Orange Campus High School and by residents in the area. The large amounts of asphalt and the concrete plant across the street create a dismal, uninviting environment that could be vastly improved (239).

For sections **Organization + Management, Programs + Services, Investing in Parks + Recreation, and Priorities + Budget Investments** guides, please reference the [full 2013 East Orange Parks Master Plan](#).

## IMPLEMENTATION PLAN

### Strategy & Timeline

#### Year One

Year One steps are outlined in the Parks Recommendation Checklist on the following pages.

#### Year Two and Beyond

There are many improvements recommended for parks and recreation. To fully complete all recommendations, a twenty-year time frame may be realistic. All high-priority improvements could be made in the first five years, with medium- and low-priority improvements following. Refer to the section on Priorities and Budget Estimates for a list of recommended high-, medium-, and low-priority improvements for each park, as well as budget costs. Potential improvements should also be weighed against operating and management impacts. The Management Impact Statement presented in the section on Organization and Management will help assess the impacts of physical improvements (295).

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# PARKS RECOMMENDATION CHECKLIST

The following recommendations provide a checklist of the strategies discussed within the Parks Element in order to prioritize actions, identify the responsible department(s) and to keep track of accomplished tasks.

Strategy	Implementing Party	Timeframe	Check Box
<b>SYSTEM-WIDE RECOMMENDATIONS</b>			
1 Provide more opportunities for planted areas/gathering areas (55).	Recreation Department	Ongoing	
2 Plant naturalistically in all parks and celebrate the Second River (55).	Recreation Department	Short to Long	
3 Use Synthetic Turf and enable continuous use of the fields (55).	Recreation Department	Long	
4 Install play areas to stimulate (56).	Recreation Department	Medium	
5 Install lighting, additional cameras and potentially emergency call boxes to help make users feel secure (57).	Recreation Department	Medium	
6 Install pedestrian scale lighting and athletic court/field lighting (57).	Recreation Department	Medium	
7 Replace all cracked courts (57).	Recreation Department	Medium	
8 Install directional signage, park entrance signs, and community bulletin boards at each park (57).	Recreation Department	Short	
9 Improve ADA access at parks, upgrade walking surfaces, and provide more shaded sitting areas and picnic areas, to be more inviting to seniors and families (58).	Recreation Department	Short	
10 Provide rubberized tracks, where feasible (58).	Recreation Department	Long	
11 Provide fitness zones (58).	Recreation Department	Short	
12 Include opportunities for donor recognition (59).	Recreation Department	Short	
13 Renovate or replace all field houses (60).	Recreation Department	Medium	
14 Resolve stormwater issues by ensuring that courts and fields are properly drained (61).	Recreation Department	Medium	
15 Be sustainable. For example, use energy efficient LED lighting and increase the availability of litter and recycling receptacles (61).	Recreation Department	Short	
16 Host a Farmer's Market underneath the East Orange Train Station (61).	Planning Department	Complete	✓
<b>ART AND COMMUNITY</b>			
17 Engage the New Jersey Theater Alliance and area theater directors to explore how the Elmwood Park Fieldhouse can be reused as a community theater (216).	Recreation Department	Medium	
18 Hold talent shows, pageants and art fairs that celebrate local talent and creativity (216).	Recreation Department	Short to Long	

Strategy	Implementing Party	Timeframe	Check Box
19 Park planners should work with the city's arts committee to engage residents about their preferences for arts and culture programming (216).	Recreation Department	Short	
20 In all parks: Use decorative fencing that helps present themes or ideas about the park. For example, fencing in Soverel Park could include graphic elements inspired by the natural world. Fencing in other parks might be more playful or culturally-specific (216).	Recreation Department/ Public Works	Medium	
21 Along bridges and park connector streets, public art should be used as landmarks and beacons, and as ways to encourage people to walk more. Develop art that is fun, whimsical, and reflects colors and shapes in the surrounding area. The more that art reflects the aesthetics of residents in the community, the more comfortable they will feel with it (216).	Recreation Department	Medium	
22 Underneath the NJ TRANSIT overpasses, especially by the Brick Church station, develop art that is bright, colorful and reflective to help activate the space. Use decorative lighting to make the spaces feel more like plazas after dark (216).	Planning Department/ NJ TRANSIT	Medium	
23 Consider a public art exhibition in which the fieldhouses in each park are lit every night for six months with decorative lighting (or even more if neighbors enjoy the lighting). The art can be connected to a public engagement effort to get resident input about how they would want their fieldhouses to be used (216).	Recreation Department	Medium	
<b>ADD PARK SPACE</b>			
24 Add park space in East Orange through creative techniques such as using lots otherwise undersized for development as 'pocket parks', creating small urban plazas in commercial corridors, creating parks in the spaces below and around Brick Church Plaza and East Orange Train Stations, partnering with the Board of Education to better utilize existing school property, and partner with libraries for use of underutilized 'lawn' space (227-229).	Recreation Department/ Board of Education/ Libraries	Short to Long	
25 Create a linear park along the abandoned rail corridor north of Soverel Park (229).	Recreation Department	Medium to Long	
26 Create a Deck Park over I-280 (235).	Recreation Department	Long	
27 'Expand' park space within the City by improving streetscapes on Park Connector Streets (237).	Recreation Department	Short to Medium	
28 Maintain and extend the tree canopy in East Orange. For instance, plant trees along Freeway Drive East and Freeway Drive West (238-239).	Recreation Department/ Shade Tree Division	Ongoing	

Strategy	Implementing Party	Timeframe	Check Box
29 Partner with private landowners to use part of their property as park space. One example is the oversized parking area adjacent to Manufacturer’s Village (239).	Recreation Department	Short to Long	
<b>YEAR ONE STRATEGIES</b>			
30 Establish Leadership for Parks and Recreation by identifying and installing the East Orange Parks and Recreation Director (293).	Recreation Department/ Administration	Year One	
31 Make Decisions for Organizational Structure within the Parks and Recreation Department so that it functions in way that ensures quality, long-term, sustainable improvements (293).	Recreation Department	Year One	
32 Outline a Strategy for Public Involvement. For instance, a City staff member could coordinate and support the Park Friends groups (294).	Recreation Department	Year One	
33 The Open Space, Recreation and Historic Preservation Advisory Board should assess its vision, mission, roles, and responsibilities in light of this Parks Master Plan. The Board should also develop an annual work program and develop a training program for members (294).	Open Space, Recreation and Historic Preservation Advisory Board	Year One	
34 Undertake the Pilot Projects(s) including those listed in the <b>Priorities + Budget Investments</b> section for Elmwood Park, Memorial Park, and Columbian Playground (294-295).	Recreation Department	Year One	
35 Make decisions on what information and data to track and collect throughout the year to make decisions about the allocation of resources, capital improvement projects, programming, staffing, budgeting, and so on. This information should be the foundation for an annual Parks and Recreation report (295).	Recreation Department	Year One	

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## RELATIONSHIP TO OTHER PLANS

East Orange is bordered by five (5) municipalities: Bloomfield, Newark, South Orange, Orange, and Glen Ridge, all in Essex County.

### **Bloomfield**

Most of East Orange's northern border is shared with the Township of Bloomfield. The East Orange area near to the border is zoned either R-1 or R-2 while Bloomfield is zoned Single Family (R-1A, R-2A, and R-2B). Located between the Garden State Parkway and the Montclair-Boonton Rail Line in Bloomfield and near to the Watsessing Avenue Station is the Commuter Oriented Residential District (CORD) zone, which abuts an Industrial (IND) zone in East Orange. Parkway Lofts, a luxury apartment building, was recently developed within these zones and is located in both municipalities. Due to the recent zone change to expand the CORD zone into the former General Industrial (M-1) area in Bloomfield and the Parkway Lofts development, East Orange should consider rezoning its Industrial Zone near to the Bloomfield border. A separate Planning Study for Parkway Lofts was adopted as a Sub-element of Bloomfield's 2008 Master Plan Re-examination Report. Like East Orange, Bloomfield Station is designated as a Transit Village.

### **Newark**

Newark wraps around the eastern and southern portions of East Orange. The 2012 Newark Master Plan identifies several planning opportunities between the two municipalities.

#### ***Upper Roseville Neighborhood***

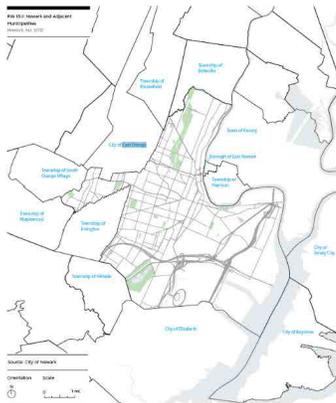
The southern portion of the Upper Roseville neighborhood abuts northeast East Orange, just north of Springdale Avenue. Both are zoned for single family residential (East Orange R-2; Newark R-1).

#### ***Lower Roseville Neighborhood***

North of I-280, the Lower Roseville neighborhood abuts eastern East Orange. Both cities have a portion of the border zoned as Industrial. The remainder of the border is zoned R-3 One-to-Three Family and Townhouse Residential in Newark. In East Orange, the area is zoned as the Greenwood Redevelopment Area. Park Avenue crosses the border between the two cities, and is considered to be one of Newark's most heavily trafficked streets. Newark's 2012 Master Plan recommends that a "gateway" be created at the East Orange/Newark boundary.

#### ***Fairmount Neighborhood***

The Fairmount neighborhood abuts southeastern East Orange, below I-280. The Northern Fairmount Redevelopment Area in Newark is located adjacent to the Sussex Avenue Redevelopment Area in East Orange. A large cemetery occupies most of the land mass near the border with some residential. Central Avenue traverses East Orange and leads to Newark's Downtown. Central Avenue is



*Newark Master Plan,  
Volume II, page 231*

# Area Context



Data source:  
NJGIN



Fairmont neighborhood's main thoroughfare but the retail environment on Central Avenue in Newark is not as healthy as it is in East Orange. Newark's 2009 West Market Neighborhood Redevelopment Plan for Northern Fairmount included streetscape improvements for Central Avenue including metered parking, street trees and street lighting, sidewalk repairs and more.

### ***Vailsburg Neighborhood***

The Vailsburg neighborhood abuts southern East Orange from the Garden State Parkway to the east, with a jut down to S. Orange Avenue, and to the west of the VA Hospital. Newark and East Orange both zone for single-family residential in this area, with the exception of commercial along S. Orange Avenue, a county road.

### **South Orange**

East Orange shares a portion of its southwestern border with the Village of South Orange. The area in South Orange abutting East Orange is zoned for single-family residential. The section in East Orange is the East Orange Campus of the VA NJ Healthcare system, zoned Institutional. The 2007 South Orange Village Smart Growth Plan notes that there were no known opportunities for plan coordination at that time. The Plan also mentions that the East Orange Water company operates South Orange's public water system.

### **Orange**

The City of Orange Township is developing a new Master Plan, expected to be complete in late 2017.

### **Glen Ridge**

East Orange's north western boundary is shared with the Borough of Glen Ridge. The area of Glen Ridge abutting East Orange is zoned for single-family where the majority of the area near to Glen Ridge is zoned R-1 Single Family Residences and R-2 Two and Three Family Residences. One of the goals of Glen Ridge's 2003 Master Plan and the 2010 Master Plan Re-examination Report is "to ensure that the Borough's Land Use Plan is compatible with those of adjacent municipalities, the County and State" and an objective is "to provide for compatibility between zoning of Glen Ridge and the adjoining municipalities." East Orange or areas in Glen Ridge near to East Orange are not specifically mentioned in the 2003 Master Plan or the 2010 Re-examination Report.

## 2001 State Development and Redevelopment Plan

In 1986, the New Jersey Legislature passed the New Jersey State Planning Act, which created the State Planning Commission and required the preparation and adoption of the State Development and Redevelopment Plan (the "State Plan"). The most current adopted plan is dated March 1, 2001. The purpose of the State Plan is to:

Coordinate Planning Activities and establish statewide planning objectives in the following area: land use, housing, economic development, transportation, natural resource conservation, agriculture and farmland retention, recreation, urban and suburban redevelopment, historic preservation, public facilities and services and intergovernmental coordination (N.J.S.A. 52:18A-200(f), the State Planning Act).

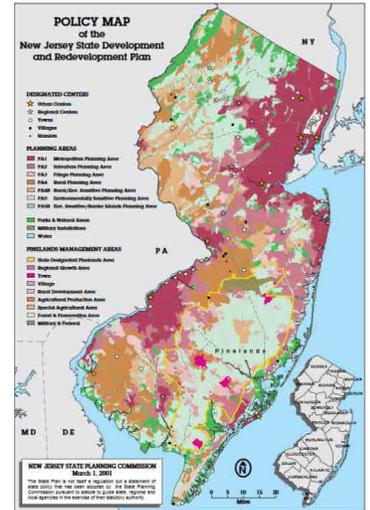
The State Plan uses a policy map to differentiate areas from highest growth to lowest growth based on information, such as natural resources, sewer availability, etc. These differentiations are called planning areas, which range from PA1-Metropolitan to PA-8 state park.

The City of East Orange lies fully within Planning Area 1 (PA1) on the State Plan Policy Map of the 2001 State Development and Redevelopment Plan (SDRP). The SDRP specifies that PA1 areas shall be the locations for the majority of the State's future growth through expansions, infill and redevelopment. The SDRP promotes growth within existing urbanized areas, preferably in the form of compact development with ready access to existing infrastructure, including transit systems. The City of East Orange is thoroughly urban in its character and has an extensive multi-modal transportation network with NJ TRANSIT service on the Morristown Line and prominent NJ TRANSIT bus service presence. The PA1 are a should:

- Provide for much of the state's future redevelopment;
- Revitalize cities and towns;
- Promote growth in compact forms;
- Stabilize older suburbs;
- Redesign areas of sprawl; and
- Protect the character of existing stable communities.

### ***Draft State Strategic Plan***

The draft State Strategic Plan: New Jersey's update to the State Development and Redevelopment Plan and the draft Infrastructure Needs Assessment was released for public comments and hearings in November 2011. The Plan is "to focus the State's policies and investments on vibrant regions by fostering targeted job growth, supporting effective regional planning and preserving the State's critical resources". The intent of the State Plan is to direct growth and development into areas served by public infrastructure as a means of more efficiently using public resources. A total of six public hearings were scheduled throughout the State. Since the initial public meetings and the addition of several more, the State Planning Commission has not acted on the adoption of the plan.



*State Plan Policy Map,  
pg. 182 of the SDRP*

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Note: Please reference the adopted 2013 Historic Preservation Element and the adopted 2013 Parks Plan on the East Orange website, for those Elements' Bibliographies.

## APPENDICES

Appendix A: Master Plan Process  
Appendix B: New Developments List  
Appendix C: Complete Streets - Design Guidelines

Note: Please reference the adopted 2013 Historic Preservation Element and the adopted 2013 Parks Plan on the East Orange website, for those Elements' Appendices.

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### WORKSHOP LOCATION AND DATES:

- 4<sup>th</sup> Ward  
East Orange  
General Hospital  
Wed., March 8<sup>th</sup>, 6-8pm
- 5<sup>th</sup> Ward  
Norman Towers  
Senior Housing  
Thurs. March 23<sup>rd</sup>,  
6:30pm-8:30pm
- Young Professionals  
Bogie's Lounge  
Fri., March 24<sup>th</sup>, 6-8pm
- 3<sup>rd</sup> Ward  
3<sup>rd</sup> Ward Community  
Center  
Wed., March 29<sup>th</sup>, 6-8pm
- Student Meeting  
Cicely Tyson School  
of the Performing  
and Fine Arts  
Wed., April 5<sup>th</sup>, 4-6pm
- 1<sup>st</sup> Ward  
St. Agnes & St. Paul's  
Episcopal Church  
Tues. April 18<sup>th</sup>, 6-8pm
- 2<sup>nd</sup> Ward  
East Orange  
Public Library  
Wed., April 19<sup>th</sup>, 6-8pm

## Appendix A: COMMUNITY ENAGAGEMENT

### Stakeholders

A Stakeholder Group comprised of City of East Orange professionals, local organizations, developers, non-profit organizations, community leaders, business owners and the H2M Team was formed to frame the outline for the development of the new master plan and to generate monthly discussions on specific areas of the master plan. These monthly meetings were held on the 2<sup>nd</sup> Tuesday @ 11:00 in the City Planning conference room, to discuss and review monthly topics. These topics included:

- Economic Development (strategic industries, Hospitals residential development, job training)
- Sustainability (green actions/infrastructure, recycling)
- Education and Community Facilities (STEM, pathways to work/higher education, public services)
- Housing (public/affordable housing, pathways to ownership, addressing vacancies)
- Developer Meeting
- Land Use (future land use form, development patterns)
- Draft Plan review

The round table meetings were an opportunity to develop a snapshot of the issues the City faces from different perspectives and to discuss how we can develop the plan to try and mitigate these issues and create a vision for the master plan.

### Community Engagement

Successful Community Engagement fosters project interest, encourages community consensus, and most importantly, gathers valuable insight from the public which helps the Master Plan Team identify well-informed

recommendations for the Master Plan, and ultimately for the City of East Orange. Obtaining ideas, opinions, feedback, and concerns from East Orange residents is a critical part of the larger Master Plan process. To do so, the Master Plan Team held a series of community workshops, conducted surveys, and attended a number of citywide community events.

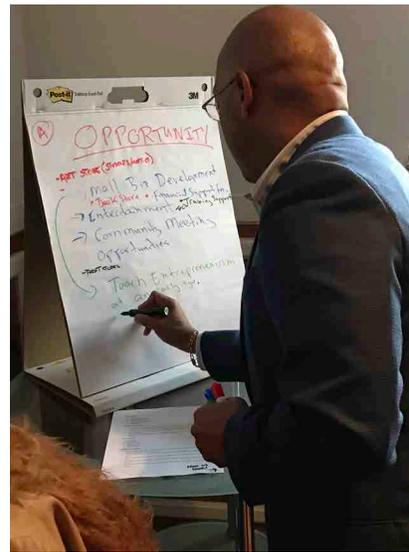
The Master Plan Team held public Master Plan Workshops in each of the City's Wards. In addition, the team hosted two (2) focus group workshops to gather input from unique population groups: young professionals and high school students. More than 250 East Orange residents participated in the community workshops where the team gained valuable input into the development of the new Master Plan.

Master Plan Workshops were advertised through several methods. Workshop dates and locations were posted on the City's East Orange Master Plan webpage (<http://www.eastorange-nj.gov/225/Master-Plan>). Flyers were also available at workshops to let participants know when and where other workshops were taking place, which also advertised that there would be activities for kids. In addition, the City utilized SwiftReach, a reverse notification system to notify residents 24 hours before Master Plan workshops would be held. The Master Plan Team actively used social media such as Twitter and Facebook to advertise workshops.

Participants were encouraged to use the **#EmpoweringEO** hashtag when posting to social media. The Master Plan Team monitored social media posts that used the **#EmpoweringEO** hashtag by using [Tagboard.com](http://Tagboard.com), a free website that compiles these posts in one location.

The first round of Master Plan Workshops used a common format, that could be adjusted as needed depending on room size and turnout. Workshops began with an introduction from City Officials and a member of the Master Plan Team. The workshops included the following stations:

- **Sign-In Table** - Participants were welcomed to the workshop by a City employee at the Sign-In Table. There, participants were oriented to the room layout, received a Master Plan fact sheet, flyers for upcoming workshops, and a survey. Also, participants were encouraged to take a "selfie" using the **#EmpoweringEO** selfie board with their phone and post it to social media.



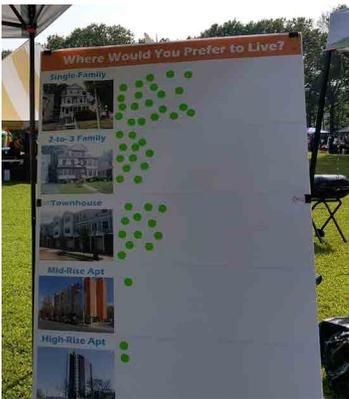
The Master Plan Team engaged residents of East Orange through **12** public outreach events.

*Discussing "Opportunity" with the Young Professionals of East Orange*

- **City Services Table** - Helpful brochures and handouts on various City programs and events.
- **Topic Tables** - Participants were able to visit four Topic Tables, covering:
  1. **Community** – Housing, Neighborhoods, Preservation, Schools, Affordability
  2. **Mobility** – Roads, Public Transit, Parking, Walkability, Bicycling
  3. **Opportunity** - Business, Shopping, Access to Jobs, Training, Development
  4. **Quality of Life** – Parks and Recreation, Arts and Entertainment, Healthcare, Safety, Environment and Sustainability

The tables were staffed by a member of the Master Plan Team. In a free-flow movement from Topic Table to Topic Table, residents of East Orange offered ideas, suggestions, critiques and concerns related to the four (4) topics, which were discussed and recorded on flip charts. A Topic Table Cheat Sheet and reference maps were also available to guide discussion at the tables when necessary.

- **Visioning Table** - Participants were encouraged to share their vision of the future of East Orange by writing what they would like their city to be using a sheet entitled, "East Orange is..."
- **Kid's Activity Table** – A large-scale map was set up, and kids were encouraged to plan their own city, choosing arrangement of land uses, parks, civic buildings, and city services. The Kids' Activity Table also included cityscape coloring sheets and urban planning word searches.



**SUMMER & FALL EVENT LOCATION AND DATES:**

- [East Orange MAC Fest](#)  
City Hall Plaza  
June 17<sup>th</sup>
- [Annual Mayor's Cookout](#)  
Soverel Park  
August 26<sup>th</sup>
- [Citywide Meeting](#)  
STEM Academy  
September 20<sup>th</sup>
- [Citywide Meeting](#)  
Cicely Tyson Community School  
September 27<sup>th</sup>
- [PB/ZBA Retreat](#)  
East Orange Public Library  
October 14<sup>th</sup>

**Young Professionals Networking Event**

Young Professionals offer a vital perspective on how the city meets the needs of young people. The Young Professionals workshop was a combination Master Plan workshop and Young Professionals Group Kick-off, held with some of the young artists, business owners, and entrepreneurs who live and work in East Orange. The workshop was held on a Friday in a secondary bar area of Bogie's Lounge, a local bar and club.

**Student Workshop**

Students too have a unique perspective on the needs of the City. The Master Plan Team conducted a workshop for several students of the Tyson Community School of Performing and Fine Arts. Students learned what a Master Plan is and how their input could affect the future of the City. Their comments and feedback were gathered all at once in a speaker-audience type setting and recorded on a flip chart.

**Summer Events**

The Master Plan Team and partners from the City's Planning Department attended several summer events.

At East Orange MACFest and the Annual Mayor's Cookout, the Project Team used posters to conduct a visual preference survey on the following questions:

- ***Which kind of home would you prefer to live in?***  
This was done to help determine what kind of housing the City should focus on bringing to the City, or identify the need for a mix of housing options.
- ***What kind of street do you prefer?***  
Participants were shown a variety of streetscapes in commercial areas with various types of improvements and characteristics (i.e. on-street parking vs. parking lots in front of lot)
- ***What kinds of new businesses would you like to see in East Orange?***  
People were given various options of business types that were previously identified as desirable for current and potential city residents through the Master Plan Workshops and stakeholder outreach.

**Fall Events**

In the Fall of 2017, the Master Plan team held two (2) city-wide public meetings and presented at the City of East Orange Joint Planning Board and Zoning Board Annual Retreat. The Team discussed the Draft Plan, and gained feedback on the Master Plan's draft goals, objectives and recommendations. The Team displayed issues heard from the 1<sup>st</sup> round of Ward workshops (March & April), draft goals for each element, and a sample of actions (recommendations) from the elements. Participants were asked to use "dotmocracy" to identify their preferred goals and actions. Residents were asked to place two stickers at each element's goals and actions poster to signify their priority. In addition, another poster was set up for participants to share their ideas of things that they did not see on other posters. More than 100 people participated at the two citywide public meetings.

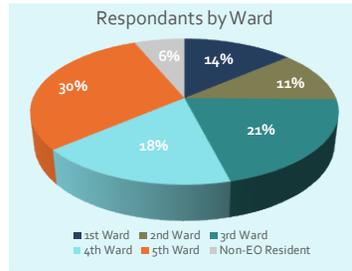
**Results**

The valuable feedback received from the Master Plan Workshops and surveys are incorporated into this East Orange Master Plan.

## Survey Results

### General Information

Surveys were distributed for completion at each of the Spring Master Plan Workshops, and available online through the City's website. Nearly 200 respondents completed the survey, which asks various questions related to general information, how they travelled, what parks or cultural amenities they used, where they went for a night out, and asked for ideas on how to improve the city.



Nearly 1 out of 3 respondents live in the 3<sup>rd</sup> Ward, while the least represented Ward came from the 2<sup>nd</sup> Ward, which included 11% of responses. 6% of the surveys came from people who did not live in the City.

Nearly half (49%) of the participants have lived in East Orange for more than 21 years, while another quarter (25%) have lived in East Orange less than 10 years. More than two-thirds (67%) live in households where the head of the household is at least 45 years old, while 4% include households where the head is between 18 and 24 years old.

### Transportation

Commuting length for participants tended to be varied—commutes more than 30 minutes consisted of the plurality of the responses (25%), while commutes of 1-10 minutes, 11-20 minutes, and 21-30 minutes had percentages of 17-18% each. Eleven percent (11%) said they worked at home, and another 10% were retired.

The automobile was the most common form of transportation for 139 participants. Far behind was bus (33), train (26), walking (18), and taxi/Uber (11). Bicycle was the primary mode of transportation for only 3 responses, and paratransit for one (1). Train, busing, and walking were people's most prevalent mode of secondary transportation, in that order.

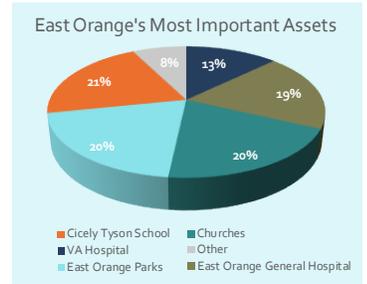
### Parks

For survey participants, Elmwood Park is the most popular park to visit; nearly one-third (32%) said they visit that park the most. The survey did indicate a challenge to getting people to the parks, as nearly one-quarter (24%) said they don't use the parks at all. Soverel Park, Columbian Park, Orange Oval, and Rowley Park were the next most visited parks at 12%, 9%, 8%, and 7%, respectively.

For those how go to the park, driving (47%) or walking (39%) were by far the most popular options. A combination of driving/walking to the park had the 3<sup>rd</sup> highest response rate at 11%.

### Cultural and Community Assets

Participants were split on how they viewed the City's cultural assets. The Cicely Tyson received more responses than others at 21%, followed closely by churches and East Orange parks at 20%. East Orange General Hospital also received 19% of responses.



According to survey respondents, the City's proximity to New York City makes it a Destination City. Seventy-six responses ranked that as the statement which they most agreed, followed by transportation access, East Orange's culture and community, its regional location, and affordability. Other responses included tree-lined streets, the high concentration of African-American population, and clean streets as reasons why East Orange is a Destination City.

Survey participants were asked what areas of change should be the city's long term focus, and were able to identify up to 6 options. 10% saw crime prevention as what the City should most concentrate on, the only response to consist of double digit responses. Job growth, neighborhood/retail area revitalization, and healthy communities each received 9%, while home vacancies, education improvement, and affordable housing received 8% each.

### Development

When asked what kind of additional retail services they would like to see, entertainment (movie thereafter, etc.) received more than one-quarter of the votes (26%), followed by restaurants (21%), casual dining (e.g. bar and grill) at 17%, large department store (12%), and supermarket (10%). Convenience retail (i.e. 7-11) received only 3%. Open ended responses included a gym/yoga center, cultural center, more black-owned local businesses, and a banquet hall.

More than one-third (35%) of responses identified mixed-use development as the type of new development they would like to see take place, followed by small-scale, neighborhood or main street retail at 25%, TOD near stations at 22%, and big-box retail centers at 18%.

## Challenges

One of the key challenges for East Orange is capturing people's disposable income. When asked if they were to have a night out, where would they go, East Orange received only 4% of all responses. New York City (23%) was the most popular destination followed closely by Montclair at 22%. South Orange and Newark received 19% and 12%, respectively.

Crime was viewed as the City's top challenge; 54 respondents made that their #1 priority. This was followed by education (45), employment (37), infrastructure (24), and housing affordability (19). Only two people selected bicycle and The automobile was the most common form of transportation for 139 participants. Far behind was bus (33), train (26), walking (18), and taxi/Uber (11). Bicycle was the primary mode of transportation for only 3 responses, and paratransit for one (1). Train, busing, and walking were people's most prevalent mode of secondary transportation, in that order.

## General Comments

The survey form included an opportunity for participants to provide additional comments about East Orange, its future, or additional issues the Master Plan should address. Comments included the following:

- Continue to improve our cultural development, programs for children, add programs for seniors so they can volunteer and perhaps this can reduce the extremely high taxes.
- It would be great to bring young professionals together in events and get their background and ideas for our city.
- Recycling! All public trash cans should have specified recycling bins (Newark Broad St train station: paper, plastic, cans.

- East Orange needs to do away with the "no over night parking" street sweepers do not sweep the street every night and this law is unnecessary for EO taxpayers.
- Any new structure being built should reflect, blend in with the architecture of the existing neighborhood
- Somethings to focus on may help take care of other issues, employment, jobs, housing, education, arts & entertainment
- We need more homeowners, better schools and Ampere train station reopen and shuttle services to trains and earlier buses starting at 4.30am.
- The parking situation, no parking from 2pm until 6am. It turns a lot of folks off from coming to the East Orange.
- We need to assist older generations with education on how to use technology. There is a gap between the younger and older generations that is caused by technology.
- Could do some community building and networking to improve neighborhood relationships
- Creative consultants use younger people for creative things (graphic design, murals), competitions, studio space
- East Orange has a lot of talent, we need places to execute and showcase these talents
- My interests include making community gardens and educating the community on caring for it and also creating and keeping the arts in our city
- Art Programs
- Incentives for youth cleaning public spaces of litter
- All year long farmers market, parking decks, Arts in train station, Train (on inside) stay open late.
- I would like to see our community garden that was formerly on William St. rebuilt. I would like



Residents of East Orange participating in Master Plan Workshops

our community focus on wellness rather than “healthcare”.

- EO should go back to no parking on the street after 2AM
- The city should partner with one of the universities to utilize vacant land.
- This is a lovely, small city. Utilize the wealth of knowledge your residents have, keep cultural relevance alive and thriving. This is OUR city!!!
- I would like to see E. Orange become a more connected urban city. I would like for E. Orange continue to be the gem it is.
- Stabilize community - reduce constant in and out of renters - negative impact on schools - no section 8 for 5 years - increase home ownership via bank mortgages
- Make sure these meeting have ample sound so announcements are clearly heard!
- Absence of continued approval of fast food (STOP). Reduction in property taxes to increase home value.
- Concerned about the closed VLD/Cicely Tyson School Can the school be replaced by a parking lot to accommodate parking for the teachers who teach at Langston Hughes. Driving through Eppirt St. where I live is difficult because of the narrowness of the street
- Too much trash at the old social security building especially since that is a large transit location.
- Litter in the street - ads and circulars thrown on the lawns - trash in the street
- More for the children to do
- Major upgrade of our parks (benches, trails, apparatus) street paves with better grade asphalt.

- We need more retail businesses and restaurant (site down) so that people will come to us to shop and eat.
- Our plan should reflect development for the audience that will exist 10 years from now
- I envision EO to be an equal service city to children, teens, young adults, families, and seniors with regards to housing, recreation, social, health, career training, etc.
- Making sure street lights are working
- We need to look at our housing affordability. Why are there so many houses vacant
- There is nothing in the city for 20-40 age group to do. We need more culture things/art/entertainment and hangout spots. We need to utilize Cicely Tyson more to bring performers here. More bikes/pedestrian friendly walkways. We need to preserve the housing stock and bring new homes. We need a center the public can use and rent for events. Free parking needs to be built in as well. Free jitney service & more buses.
- Clear the vacant lots
- East Orange residents should be given priority to purchase vacant property
- I would like to see residents given the option to buy vacant properties and given assistance to repair. Homeownership and Employment will continue to reduce crime.
- The areas around the train station should have better development, especially at the Brick Church Station.
- We need better healthy food choices. There are too many fast food spots.



# Appendix B: NEW DEVELOPMENTS LIST

Consolidated Development and Investment Report since 2014- 2/5/2018

	<i>Project</i>	<i>Units</i>	<i>Studio</i>	<i>1-Bdrm.</i>	<i>2-Bdrm.</i>	<i>3-Bdrm.</i>	<i>Retail SqFt.</i>	
1	7-Eleven - Freeway Drive East	0	0	0	0	0	2,756	
2	7-Eleven - Central Avenue	0	0	0	0	0	2,540	
3	65-67 4 <sup>th</sup> Avenue	11						
4	89 N. Arlington Street (Rehab)	33	1	22	10			
5	114 N. Arlington Street (Rehab)	37	0	15	15	7		
6	Brick Church	700						
7	70 S. Burnet Street (Rehab)	18						
8	100 Chestnut Street (Rehab)	28	0	14	14	0		
9	14-18 N. Clinton	20	0	4	16	0		
10	Eaton Place (EOHA)	6	0	0	0	6		
11	Eaton Place (LaCasa)	4	0	0	0	4		
12	20/30 Evergreen/75 Halsted	225	0	150	75	0	20,000	
13	50 Evergreen Place	50	0	15	35	0		
14	88 Evergreen Place (Holiday Inn)*	81	0	0	0	0		
15	100 Evergreen Place	28	11	5	12	0	0	
16	Fantin Showroom and Supply						77,250	
17	111 Glenwood Avenue	70	0	42	28	0		
18	476-480 Main Street						2,950	
19	24 S. Grove Street (Rehab)	43	16	26	1	0		
20	25 S. Grove Street (Rehab)							
21	45 S. Grove Street	132	8	78	48	0		
22	210 N. Grove Street (Rehab)	64						
23	106 N. Grove Street (Rehab)	83	70	13	0	0		
24	62 Halsted Street (Halsted & Freeway Dr)*	14	0	4	10	0	4,612	
25	129 Halsted Street	60	4	8	28			
26	147 Halsted Street	35						
27	157 Halsted Street (Rehab)	51						
28	160 Halsted Street (EOHA)	60	0	52	8	0	8,000	
29	110-120 Halsted Street	68	0	38	30	0	0	
30	13-23 N. Harrison Street	12	0	12	0	0	0	
31	25 N. Harrison Street (Rehab)	73	50	23	0	0		
33	125 S. Harrison Street*	103	15	59	29	0	0	
33	144 S. Harrison Street*	144	12	109	23	0	0	
34	157 S. Harrison Street (Rehab)	65						
35	213 S. Harrison Street							
36	235 S. Harrison Street (Rehab)	84	71	12	1	0		
37	256-260 S. Harrison Street	201	0	161	40	0		

	<i>Net Ratables</i>	<i>Status</i>
	\$351,200.00	Complete
	\$340,000.00	Complete
	\$550,000.00	Complete
	\$2,000,000.00	Under Construction
	\$1,850,000.00	Pre -Construction
	\$185,000.00	Pre -Construction
	\$9,000,000.00	Pre-Construction
	\$1,400,000.00	Under construction
		Pre -Construction
	\$1,000,000.00	Pre -Construction
	\$600,000.00	Complete
	\$11,250,000.00	
	\$4,000,000.00	Pre -Construction
	\$6,000,000.00	Pre -Construction
	\$3,000,000.00	Pre -Construction
	\$8,497,500.00	Under Construction
	\$3,500,000.00	Complete
		South Beach Bar & Grill
	\$2,100,000.00	Pre -Construction
		Proposed
	\$3,200,000.00	Pre-Construction
	\$4,150,000.00	Pre-Construction
	\$1,465,100.00	Planning Board Approval
	\$3,000,000.00	Pre-Construction
	\$1,750,000.00	Pre-Construction
	\$2,550,000.00	Pre-Construction
	\$720,000.00	Pre -Construction
	\$3,410,900.00	Complete
	\$6,000,000.00	Pre- Construction
	\$3,650,000.00	Pre- Construction
	\$8,446,000.00	Under Construction
	\$11,736,000.00	Complete
	\$3,250,000.00	Pre- Construction
		Pre-Construction
	\$4,200,000.00	Pre-Construction
		Proposed

## Consolidated Development and Investment Report since 2014- 2/5/2018

	<i>Project</i>	<i>Units</i>	<i>Studio</i>	<i>1-Bdrm.</i>	<i>2-Bdrm.</i>	<i>3-Bdrm.</i>	<i>Retail SqFt.</i>	
38	315 S. Harrison Street (7-Story)	151	0	62	58	0	25,000	
39	Former Hollywood Theater							
40	Kuzuri Kijiji (Rehab)	247	0	24	137	89		
41	66-68 Lenox (Rehab)	12						
42	429 MLK Jr. Blvd. Novus	140	9	114	17		8,352	
43	441-443 MLK Jr. Blvd.							
44	107 New Street (Rehab)	64	53	6	5	0		
45	492 Park Avenue (Rehab)	17	0	0		17	0	
46	496 Park Avenue (Rehab)	13	2	11	0	0		
47	540 Park Avenue (Rehab)	17	0	5	10	2		
48	545 Park Ave (Rehab)	130					0	
49	742 Park Avenue	26	26	1	2	23	0	
50	Prospect Medical (Rehab)							
51	111 Prospect Street	250						
52	195 Prospect Street (Rehab)	66						
53	220 Prospect Street (Rehab)	298	82	215	1	0	0	
54	242 Prospect Street (Rehab)	49						
55	43-47 N. Walnut Street	58	1	16	41			
56	93 - 95 N. Walnut Street	33		5	20	8		
57	103-105 N. Walnut Street	38		6	14	18		
58	112/116 N. Walnut Street	29			12	17	0	
59	143 N. Walnut Street (Rehab)	12						
60	221-237 Springdale*	25	1	1	22	1	15,061	
61	14 Summit Street	62	0	21	41	0		
62	18 Summit Street (Rehab)	75	66	8	1	0	0	
63	31 Washington Street	40	0	0	36	4		
64	475 William Street	39	0	19	20	0		
65	Main St. (between Arlington & Winans)	70					20,000	
66	Former Arcadian Gardens	250					60,000	
	<b>Total</b>	<b>4,814</b>					<b>246,521</b>	

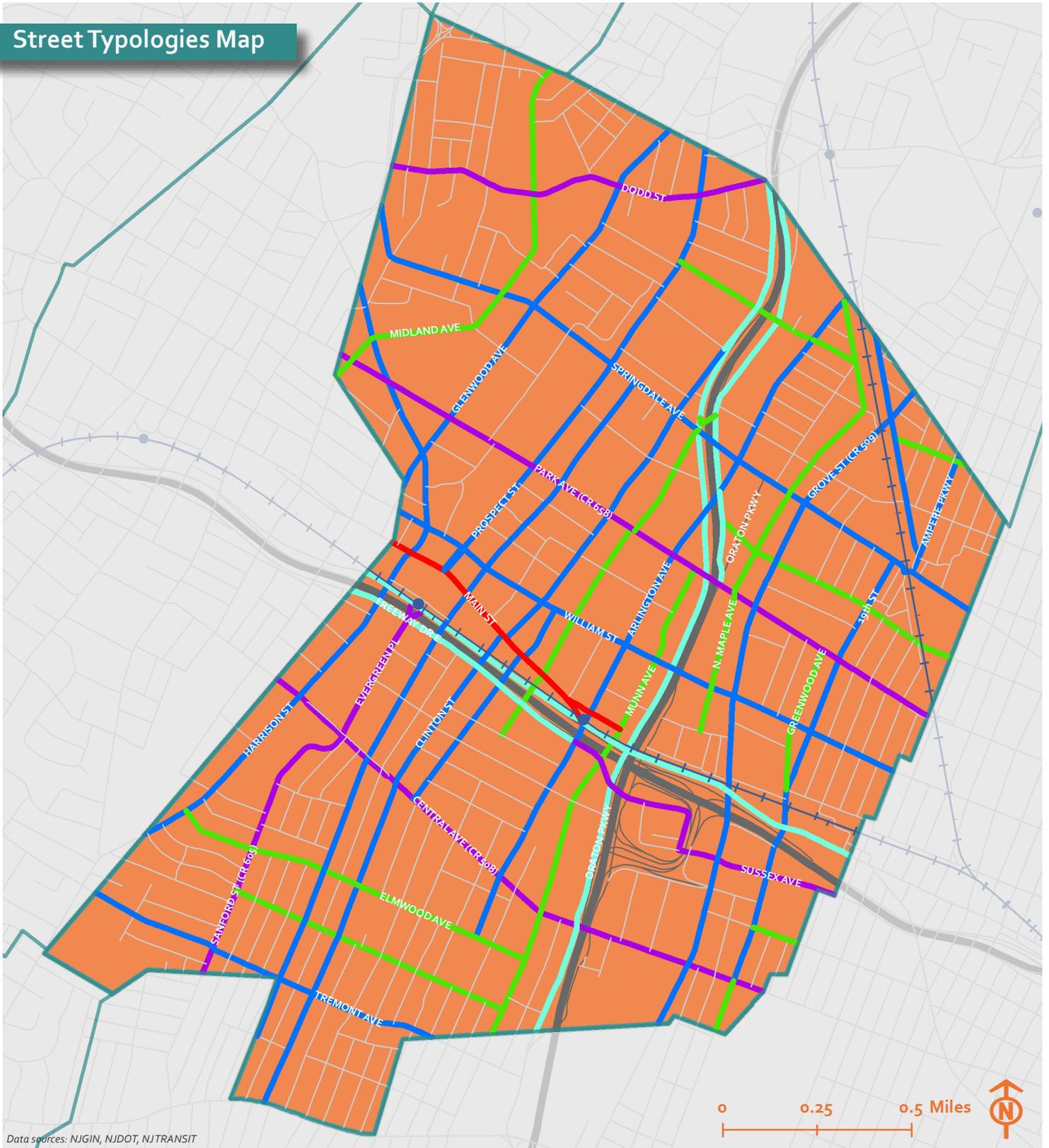
	<i>Net Ratables</i>	<i>Status</i>
	\$14,556,500.00	Under Construction
		Pre-Construction
	\$12,350,000	Rehab Proposed
	\$600,000.00	Complete
		Pre-Construction
		Complete
	\$3,200,000.00	Pre-Construction
	\$850,000.00	Pre-Construction
	\$650,000.00	Under Construction
	\$850,000.00	Under Construction
	\$6,500,000.00	Complete
	\$2,000,000.00	Complete
	\$27,547,000.00	Construction On-going
		Proposed
	\$3,330,000.00	Complete
	\$19,910,000.00	Pre-Construction
	\$2,450,000.00	Complete
		Pre-Construction
	\$3,550,000.00	Complete
		Pre-Construction
	\$2,320,000.00	Under- Construction
	\$600,000.00	Pre-Construction
	\$2,000,000.00	Pre-Construction
	\$3,100,000.00	Pre-Construction
	\$4,000,000.00	Complete
	\$2,000,000.00	Pre-Construction
		Planning Board Approval
	\$21,600,000.00	Pre-Construction
		Pre-Construction
	<b>\$247,115,200.00</b>	

## Appendix C: STREET DESIGN GUIDELINES

### *Street Typologies:*

1. *Residential Street*
2. *Neighborhood Street*
3. *Community Thoroughfare*
4. *Regional Connector*
5. *Urban Boulevard*
6. *Main Street*

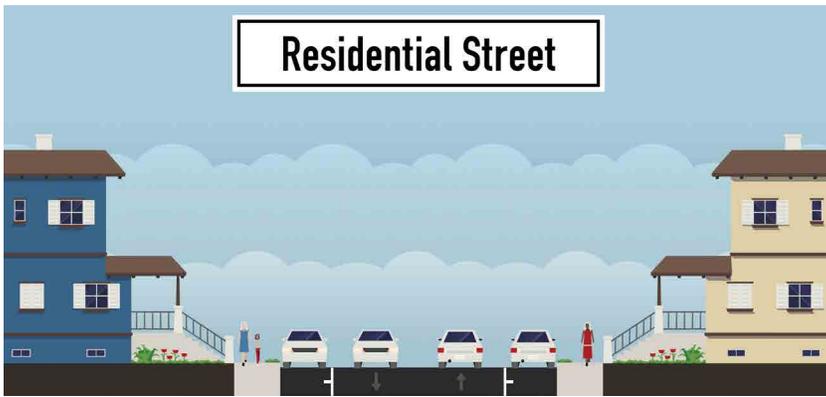
# Street Typologies Map



Data sources: NJGIN, NJDOT, NJTRANSIT

## Street Typologies

- Residential Street
- Community Thoroughfare
- Main Street
- Neighborhood Street
- Regional Connector
- Urban Boulevard



A key theme that emerged during the planning process is the desire to maintain the suburban/semi-urban residential character of East Orange’s residential neighborhoods. A Residential Street reflects the characteristics of the local streets and the homes its supports. Single-to-two residential homes and civic, cultural, religious, and educational facilities are land uses typically found along this type of road. Narrower 2-lane roads (10’) with lower speed limits discourage high travel speeds and higher volumes. Bus stop signs are appropriate if there are bus routes. Shared-lane markings or bike route signage can be provided as potential bicycle improvements. Sidewalks are desirable, but if not currently provided they can be omitted in order to preserve the current look and feel of the street. On-street parking may be accommodated where space allows for it, and does not need to be formally striped. Intersections may generally be stop-controlled, and signalized intersections should include appropriate safety and pedestrian crossing treatments.

**Examples include:**

1. all local streets

Below: Roosevelt Street



**Street Design Guidelines Improvement Table**

ROADWAY	
Travel Lane Width	10-11'
Number of Lanes	2 lanes
Design Speed Limit	15 mph
Center Turning Lane	N
INTERSECTIONS	
Crosswalk Design	Ladder
Pedestrian Countdown Timers	N
Curb Extensions	N
Improved Signal Technology	N
Enhanced Mid-Block Crossings	N
Crossing Islands	N
PARKING	
Permitted On-street	Y
Striped Parking Spaces	N
Metered Spaces	N
Loading Zones	N
TRANSIT	
Bus Shelters	N
Signs	Y
Painted Loading Zones	N
Real-time Displays	N
SIDEWALK ZONE	
Sidewalk Width	min. 5'
Benches	N
Pedestrian Scale Lighting	N
Curb Cuts	Normal
Wayfinding	N
Outdoor Seating	N
Refuse Containers	N
Street Trees	Y
Parklets	N
Green Infrastructure	N
Placemaking	N
BICYCLE FACILITIES	
Sharrows	Y
Bike Lanes	N
Protected Bike Lanes	N
Bicycle Signals	N
Bike Route Markings	Y



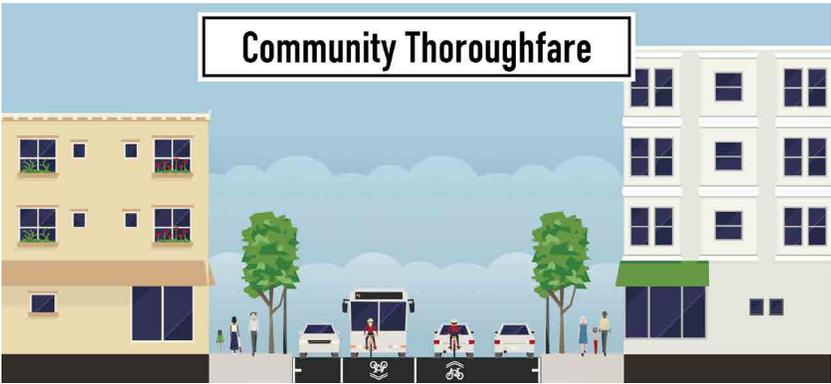
Neighborhood Streets share many similar characteristics of Residential Streets, although because they provide mobility between nearby City neighborhoods, they should be expected to support higher levels of traffic volume. Because of the still mostly residential character of the areas, lower speed limits should be a priority. Surrounding land uses may continue to be single-to-two family residential, but can include some lower density multi-family residential apartments and townhouses, neighborhood commercial retail and service locations. On-street parking may continue to be provided, but can continue to be done so in an informal manner, without needing to delineate spaces. In some cases, where there are bus routes on these streets, bus stop signs are adequate, and bicyclists may continue to be accommodated by sharrows, though bike lanes may be considered as space allows.

**Examples include:**

1. Midland Avenue
2. N. Maple Avenue
3. Munn Avenue
4. Elmwood Avenue

**Street Design Guidelines Improvement Table**

ROADWAY	
Travel Lane Width	10-11'
Number of Lanes	2 lanes
Design Speed Limit	20 mph
Center Turning Lane	N
INTERSECTIONS	
Crosswalk Design	Ladder
Pedestrian Countdown Timers	N
Curb Extensions	N
Improved Signal Technology	N
Enhanced Mid-Block Crossings	N
Crossing Islands	N
PARKING	
Permitted On-street	Y
Striped Parking Spaces	N
Metered Spaces	N
Loading Zones	N
TRANSIT	
Bus Shelters	N
Signs	Y
Painted Loading Zones	N
Real-time Displays	N
SIDEWALK ZONE	
Sidewalk Width	min. 5'
Benches	N
Pedestrian Scale Lighting	N
Curb Cuts	Normal
Wayfinding	N
Outdoor Seating	N
Refuse Containers	Y, at NC nodes
Street Trees	Y
Parklets	N
Green Infrastructure	N
Placemaking	N
BICYCLE FACILITIES	
Sharrows	Y
Bike Lanes	Y
Protected Bike Lanes	N
Bicycle Signals	N
Bike Route Markings	Y



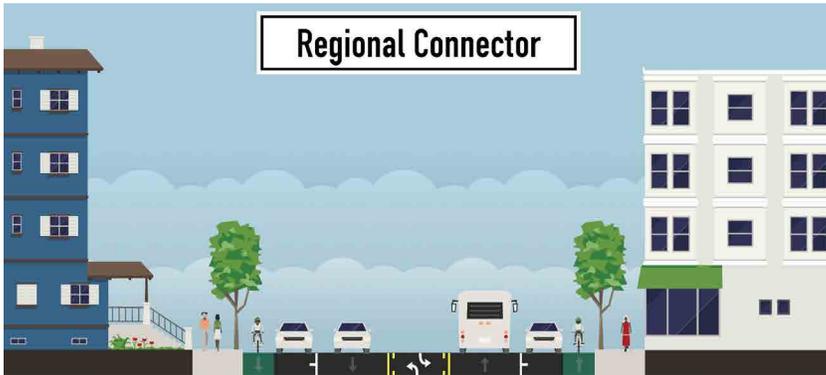
Community Thoroughfares are designed to connect one area of East Orange to another (i.e. from Presidential Heights to Elmwood), so more transportation modes should be expected to be accommodated. Bus service can be typically found on these streets and the roadways do carry higher volumes. Roadways still tend to be 2 lanes with lower speed limits to promote safety and use by pedestrians and bicyclists. Wide sidewalks with street trees and pedestrian scale lighting promote an inviting environment, and further enhancements like placemaking and green infrastructure may start to be introduced. At wide intersections, pedestrian countdown timers and curb extensions should be considered. Bus stop signs are still appropriate in this location, and where space accommodates, bike lanes or protected bike lanes can promote greater usage.

**Examples include:**

1. Springdale Avenue
2. William Street
3. Glenwood Avenue
4. Clinton Street
5. Prospect Street
6. Grove Street
7. 19<sup>th</sup> Street

**Street Design Guidelines Improvement Table**

ROADWAY	
Travel Lane Width	11'
Number of Lanes	2 lanes
Design Speed Limit	25 mph
Center Turning Lane	N
INTERSECTIONS	
Crosswalk Design	Ladder
Pedestrian Countdown Timers	Y
Curb Extensions	Y
Improved Signal Technology	N
Enhanced Mid-Block Crossings	N
Crossing Islands	N
PARKING	
Permitted On-street	Y
Striped Parking Spaces	N
Metered Spaces	N
Loading Zones	N
TRANSIT	
Bus Shelters	N
Signs	Y
Painted Loading Zones	N
Real-time Displays	N
SIDEWALK ZONE	
Sidewalk Width	6-8'
Benches	N
Pedestrian Scale Lighting	Y
Curb Cuts	Normal
Wayfinding	N
Outdoor Seating	N
Refuse Containers	Y, at NC nodes
Street Trees	Y
Parklets	N
Green Infrastructure	Y
Placemaking	Y
BICYCLE FACILITIES	
Sharrows	Y
Bike Lanes	Y
Protected Bike Lanes	Y
Bicycle Signals	N
Bike Route Markings	Y



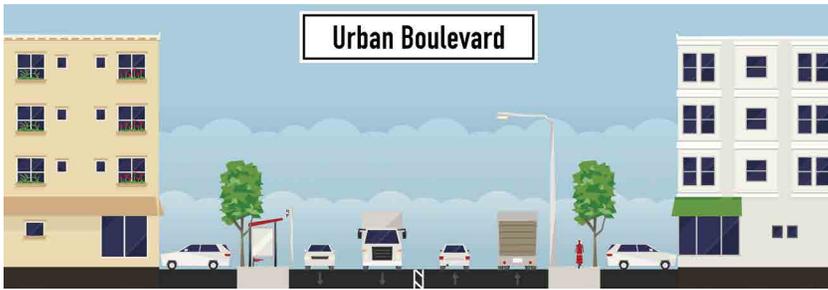
Regional Connectors are the most flexible of the street typologies, and represents the majority of main City roads and County roads in East Orange. These roads align to Principal Arterials in FHWA Highway Functional Classifications, but can be modified to reflect other classifications as well. Some roads with a wider curb-to-curb configuration and lower traffic volumes may be candidates for a reduction of travel lanes to incorporate a center turning lane, known as a road diet. The surrounding land uses vary and can include single or multi-family residential, office buildings, local shopping centers, and other commercial and light industrial development. This street encourages lane widths of 11' in the inside lane and 12' in the outside lane to accommodate higher levels of bus and truck volumes, if there are four active travel lanes. Intersection treatments should be designed to maintain efficient traffic operations and provide safe mobility for pedestrians. Traffic signals should be reviewed for advanced signal technology such as adaptive traffic signals for major thoroughfares or video detection systems that provide more efficient intersection operations. Bike lanes can be incorporated where space allows, and given the higher road volumes, particular consideration for separated bike lanes should be reviewed. Bus shelters should be provided along bus routes. On-street parking is not encouraged but should continue to be accommodated if designated spaces already exist. In the pedestrian realm, wider sidewalks are encouraged with the introduction of streetscape amenities should be introduced, particularly in locations of high activity.

**Examples include:**

1. Park Avenue
2. Sussex Avenue
3. Central Avenue
4. Sanford Street/Evergreen Place

**Street Design Guidelines Improvement Table**

ROADWAY	
Travel Lane Width	11' inside lane; 12' outside lane
Number of Lanes	2-4 lanes
Design Speed Limit	30 mph
Center Turning Lane	Y, if Road Diet
INTERSECTIONS	
Crosswalk Design	Continental
Pedestrian Countdown Timers	Y
Curb Extensions	Y
Improved Signal Technology	Y
Enhanced Mid-Block Crossings	Y
Crossing Islands	Y
PARKING	
Permitted On-street	N, unless protected
Striped Parking Spaces	Y
Metered Spaces	Y, if GC
Loading Zones	Y, if Commercial
TRANSIT	
Bus Shelters	Y
Signs	Y
Painted Loading Zones	Y
Real-time Displays	Y
SIDEWALK ZONE	
Sidewalk Width	8-10'
Benches	Y
Pedestrian Scale Lighting	Y
Curb Cuts	Normal
Wayfinding	Y
Outdoor Seating	Y
Refuse Containers	Y
Street Trees	Y
Parklets	N
Green Infrastructure	Y
Placemaking	Y
BICYCLE FACILITIES	
Sharrows	Y
Bike Lanes	Y
Protected Bike Lanes	N
Bicycle Signals	N
Bike Route Markings	Y



The Urban Boulevard is primarily aligned to Principal Arterials in FHWA Highway Functional Classifications. This roadway is designed to support higher volumes of vehicles traveling to major regional destinations such as office parks, shopping malls, and industrial facilities with intensive truck activity. This street also incorporates the most travel lanes and highest speed limits as the standard roadway design, recognizing the importance of this roadway type to regional travel. Urban Boulevards may also include service roadways designed to provide relief to parallel highways, but should not be designed in such a way to have a significant negative impact on East Orange residents. Lane widths and intersections should be designed to accommodate trucks and buses. Pedestrians and bicyclists are accommodated through standard width sidewalks and signage for bike routes. If bike lanes are accommodated, they should be protected with consideration given to enhanced bicycle treatments such as bike boxes or bike signals. Bus shelters should be provided along transit routes to offer a protected location for bus passengers. On-street parking should not be permitted, and the number of curb cuts should be minimized in order to maintain roadway capacity. At a minimum, traffic signals along these corridors should use video detection to optimize traffic flow. A system of coordinated signals would provide the highest degree of operational efficiencies. Where space allows, green infrastructure may be considered to reduce the impact of the higher levels of impervious roadway surface on the City’s stormwater infrastructure.

**Examples include:**

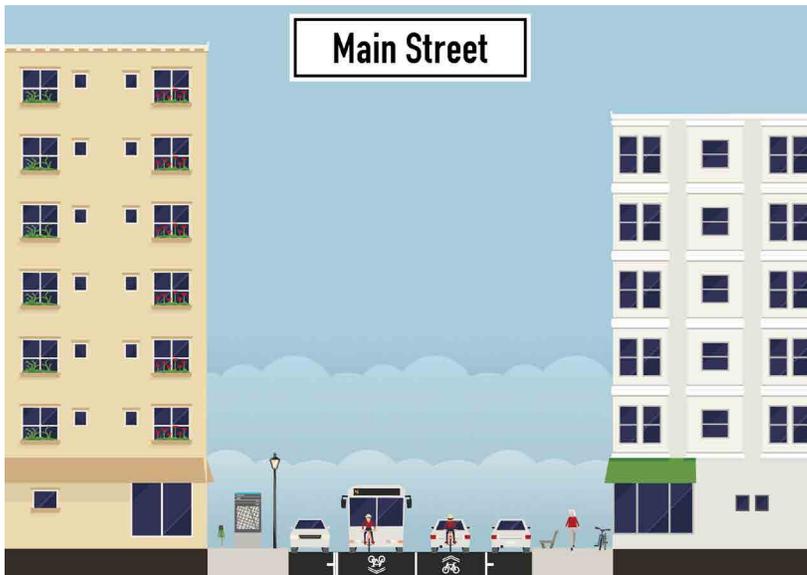
1. Freeway Drive East
2. Freeway Drive West
3. Oraton Parkway

*Below: Freeway Drive West*



**Street Design Guidelines Improvement Table**

ROADWAY	
Travel Lane Width	11' inside lane; 12' outside lane
Number of Lanes	2-4 lanes
Design Speed Limit	30-40 mph
Center Turning Lane	Y, if Road Diet
INTERSECTIONS	
Crosswalk Design	Continental
Pedestrian Countdown Timers	Y
Curb Extensions	Y
Improved Signal Technology	Y
Enhanced Mid-Block Crossings	N
Crossing Islands	Y
PARKING	
Permitted On-street	N, unless protected
Striped Parking Spaces	Y
Metered Spaces	N
Loading Zones	Y
TRANSIT	
Bus Shelters	Y
Signs	Y
Painted Loading Zones	Y
Real-time Displays	Y
SIDEWALK ZONE	
Sidewalk Width	6-8'
Benches	N
Pedestrian Scale Lighting	N
Curb Cuts	Minimize
Wayfinding	N
Outdoor Seating	N
Refuse Containers	N
Street Trees	N
Parklets	N
Green Infrastructure	Y
Placemaking	N
BICYCLE FACILITIES	
Sharrows	N
Bike Lanes	N
Protected Bike Lanes	Y
Bicycle Signals	Y
Bike Route Markings	Y



The Main Street typology reflects the desire to establish the downtown of East Orange as the City’s primary commercial and activity center. While FHWA Classifications may range from a Major Collector to a Local Road, these classifications may not accurately reflect the variety of activity of this road design guideline. Main Street design guidelines should be applied to areas with high levels of pedestrian and bicycle activity and good access to public transit. Lanes should be narrower (10’), encouraging slower speeds, and pedestrian safety. Curb extensions, raised crosswalks, and street trees that create a canopy over the roadway may be considered as traffic calming techniques. Sidewalks should also be wider in order to encourage café-style seating along the corridor without impeding pedestrian circulation. In this area, pedestrian safety and desirability should have primacy, so amenities such as wayfinding signage, benches, placemaking, refuse containers, etc. should be prioritized for investment. Buildings, which are characterized by a mix of uses, are more typically built to or near the edge of the sidewalk, with parking accommodated behind the building, or via public parking lots within walking distance. Excessive numbers of driveways are discouraged, while striped, metered on-street parking is encouraged. Provisions for on-street loading should be considered where there is no accessibility for deliveries in the rear of the adjacent buildings. The level of activity may create safety issues for bicyclists, so the provision of bicycle facilities should mostly be considered along adjacent parallel corridors.



## Street Design Guidelines Improvement Table

ROADWAY	
Travel Lane Width	10’
Number of Lanes	2 lanes
Design Speed Limit	20 mph
Center Turning Lane	N
INTERSECTIONS	
Crosswalk Design	Continental
Pedestrian Countdown Timers	Y
Curb Extensions	Y
Improved Signal Technology	Y
Enhanced Mid-Block Crossings	Y
Crossing Islands	N
PARKING	
Permitted On-street	Y
Striped Parking Spaces	Y
Metered Spaces	Y
Loading Zones	Y
TRANSIT	
Bus Shelters	Y
Signs	Y
Painted Loading Zones	Y
Real-time Displays	Y
SIDEWALK ZONE	
Sidewalk Width	>10’
Benches	Y
Pedestrian Scale Lighting	Y
Curb Cuts	Minimize
Wayfinding	Y
Outdoor Seating	Y
Refuse Containers	Y
Street Trees	Y
Parklets	Y
Green Infrastructure	Y
Placemaking	Y
BICYCLE FACILITIES	
Sharrows	Y
Bike Lanes	N
Protected Bike Lanes	N
Bicycle Signals	N
Bike Route Markings	Y

