

DRAFT

City of Orange Township

MASTER PLAN November 2018



City of Orange Township Master Plan 2018



Prepared by:

Nishuane Group, LLC

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

A handwritten signature in black ink, appearing to read "Gerard M. Haizel", is written over a horizontal line.

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Fire Director

Department of Recreation

Zoning Officer

Chair, Planning Board

Chair, Zoning Board

Chair, Historic Preservation Commission

Housing Authority Director

Interim Superintendent, Orange Public Schools

El Salvador Restaurant

Ebenezer Baptist Church)

Valley Arts

Department of Community Services

Chamber of Commerce

HANDS Inc.

Director, Orange Public Library

University of Orange

Resident

Special thanks to all the residents, businesses and other community members, for their contribution in the creation of this plan.



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Introduction

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1.0 INTRODUCTION

1.0 Introduction

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“Change will not come if we wait for some other person or if we wait for some time. We are the ones we’ve been waiting for.”

– Barack Obama

Message from the Mayor



CITY OF ORANGE TOWNSHIP

MAYOR DWAYNE D. WARREN, ESQ.

29 North Day Street, Orange, New Jersey 07050
Phone (973) 266-4005 Fax: (973) 676-7458

November 9, 2018

Dear Residents of Orange:

It is with a great sense of accomplishment that I present the City of Orange Township Master Plan. This document serves as our blueprint for progress as we Move Orange Forward. The development and adoption of a Master Plan by a municipality is required under New Jersey law. Compliance with the law can be achieved in creative ways. The completion of the Master Plan in Orange was the result of a community-wide effort in which the people were able to put their imprint on our City's future.

The process of creating the Orange Master Plan began a year and a half ago. It evolved into a comprehensive planning effort involving residents, patrons and stakeholders. They all provided candid perspectives during engagement sessions held throughout the City. They also acknowledged and highlighted the City's successes, assets and challenges. Additionally, City employees contributed information and insights into the inner-workings of municipal government. The Planning professionals at the Nishuane Group brought their years of experience, specialized knowledge and analysis to take our input and develop a Master Plan that provides practical solutions designed to make life better for all of us.

The final product of the community's work is a Master Plan that is useful and feasible. However, to be most effective, the Plan must be implemented. It has no value to us if it is relegated to being placed on a shelf. Accordingly, I intend to engage in the utilization of our Master Plan in a strategic manner. Most specifically, the City will use it to shape and prioritize specific actions related to

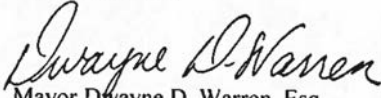
land use, housing, economic development, vehicle and pedestrian traffic, historic preservation and environmental issues.

Over the centuries Orange's strength has always been its work ethic and its innovation. In the 1700s we fed the growing City of Newark from our fields; in the 19th century our manufacturing centers provided shoes for thousands of feet while our hat factories provided stylish coverings for millions of heads throughout the world. In the 20th century we manufactured office machines that kept the businesses of America running. All the while, we have dealt with the effects of economic turbulence, the divide caused by Interstate Rt. 280 and the decline of the industry sector in the northeastern United States.

Today we are a City of opportunity. We are home to a racially diverse, hard-working population. We are a transportation center with two train stations and nearby highways to Newark and New York City. Our housing stock is in demand and offers an array of choices for those seeking to own, rent or invest. Future housing plans have created steady interest from the New York City market. The attraction to our City is actively fueled by established commercial corridors, a thriving arts community and a brand new STEM high school.

There is so much more we can do to enhance and build on our existing strengths. There are also many changes that must be made so that we can greatly improve how we live, work, play and educate our citizenry. With the unveiling of our Master Plan, we now have a road map to guide us through these improvements. Get involved, stay involved and do your part to Move Orange Forward.

Yours in Service,


Mayor Dwayne D. Warren, Esq.
City of Orange Township

1.0 Introduction

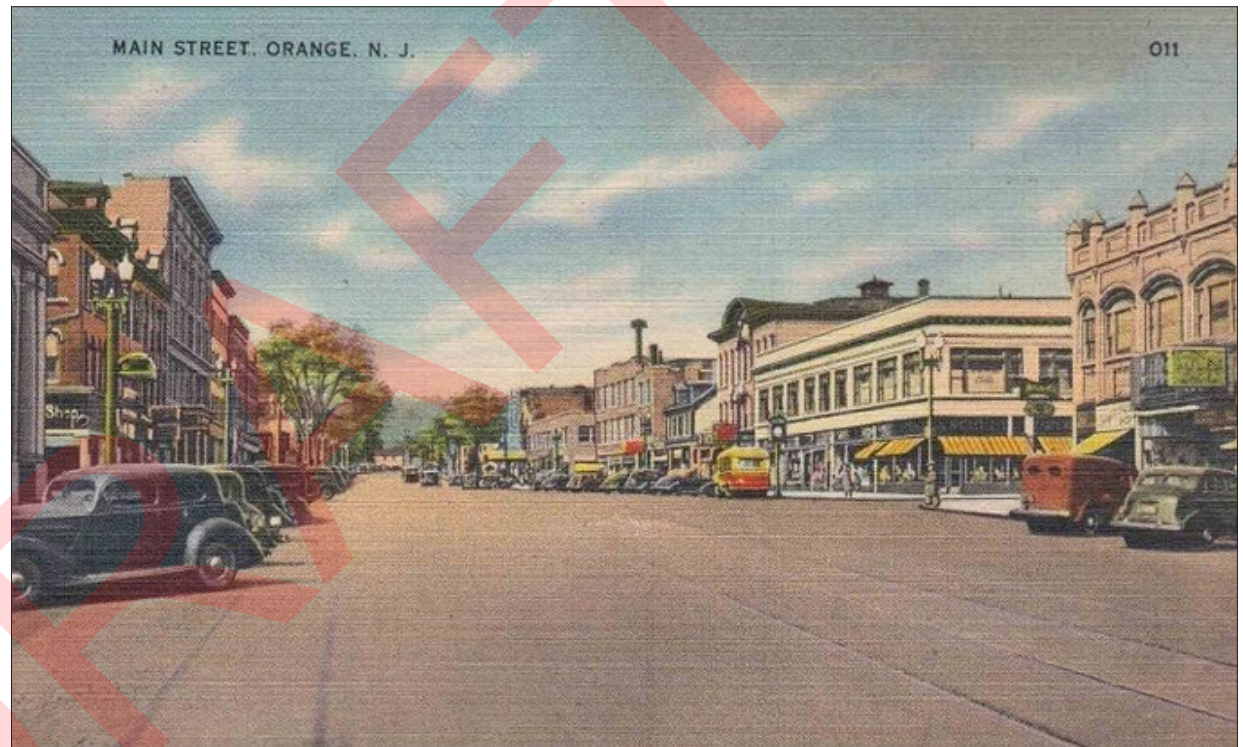
INTRODUCTION

Today the City of Orange Township faces opportunities that, if embraced can greatly enhance the City's future and the quality of life for its almost 30,000 residents.

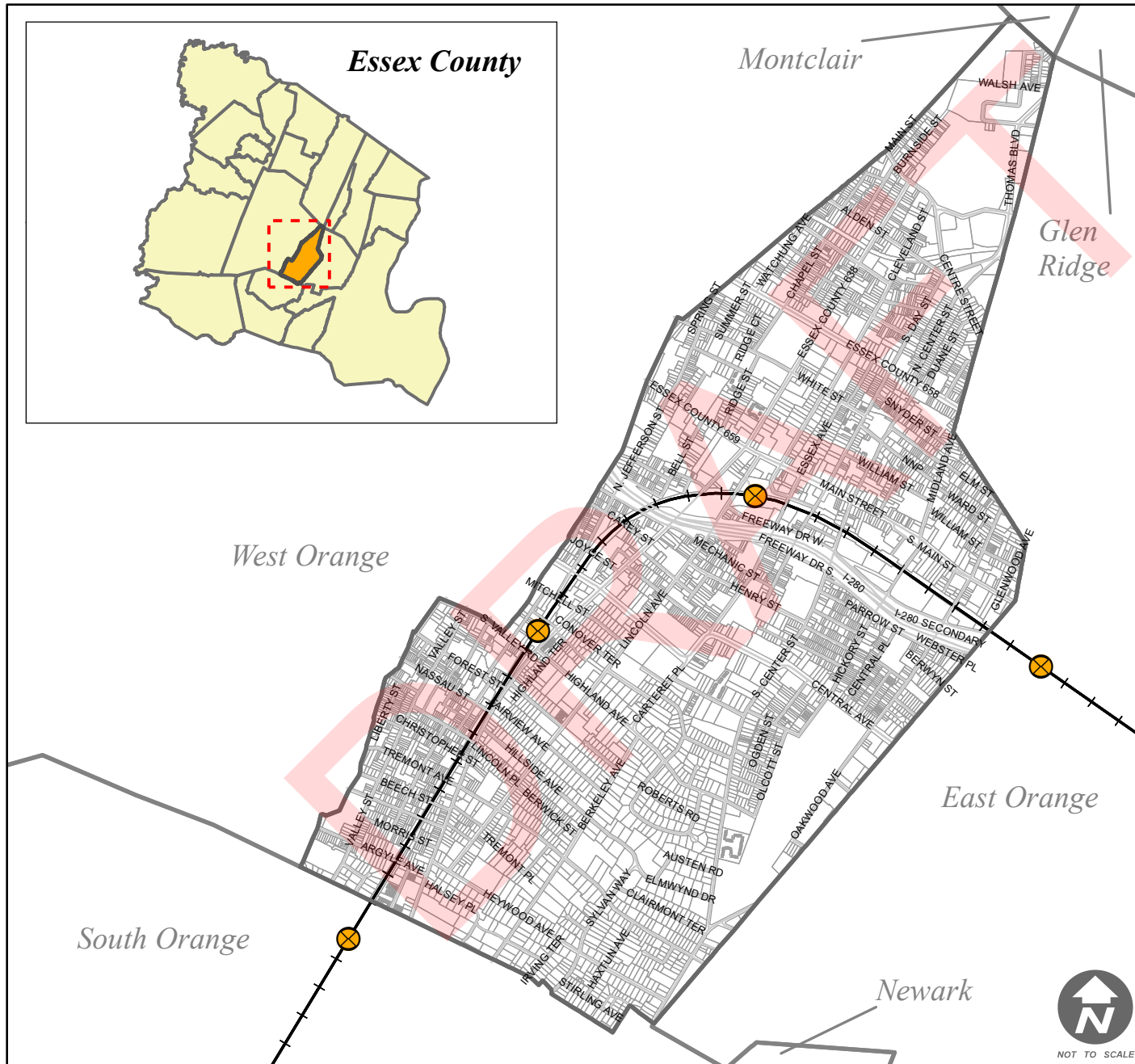
Over the past decade Orange began to stem the decline in its population and has begun to grow not just in population, but economically. The City now boasts a level of diversity that heretofore was not seen in the City.

As more and more individuals, families and businesses continue to choose Orange as their home, the City is poised for a bright future. The plan that follows was developed with these realities in mind.

The 2018 Master Plan includes seven Elements, all of which seek to harness the City's growth and expansion over the next decade and ensure an enhanced quality of life for all residents. For each Element, a "strategic vision," which was developed in large part by residents and stakeholders in the community outreach phase of the Plan's development. A recommended path to achieving this vision is presented.



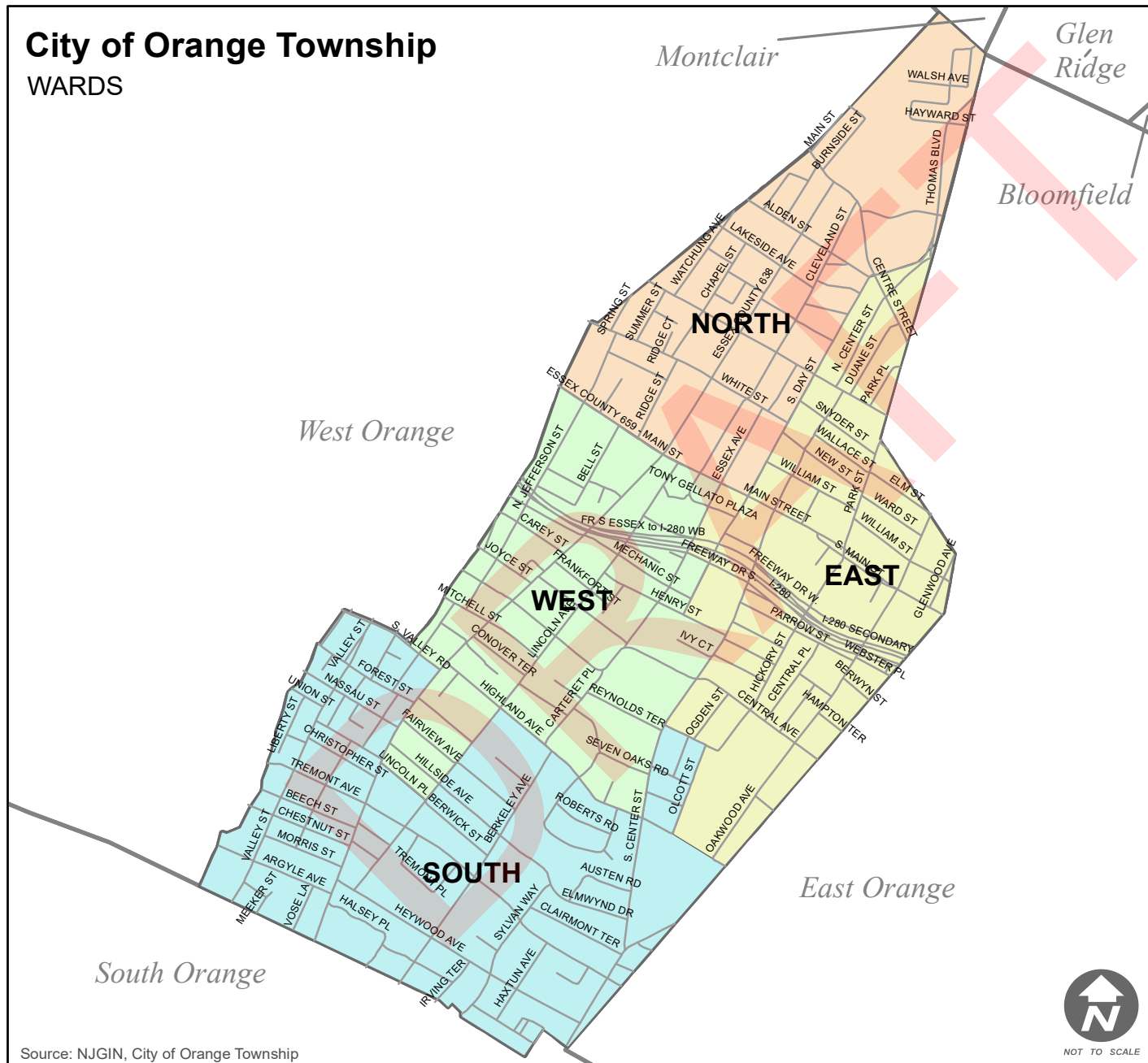
1.0 Introduction



1.1 LOCATION

The City of Orange Township is located in Essex County in northern New Jersey. The City is surrounded by East Orange, West Orange, South Orange and the City of Newark to the east, west and south. To the north it abuts Montclair and Glen Ridge Townships. Orange is located approximately 12 miles from New York City.

City of Orange Township WARDS



Source: NJGIN, City of Orange Township



1.2 CITY WARDS

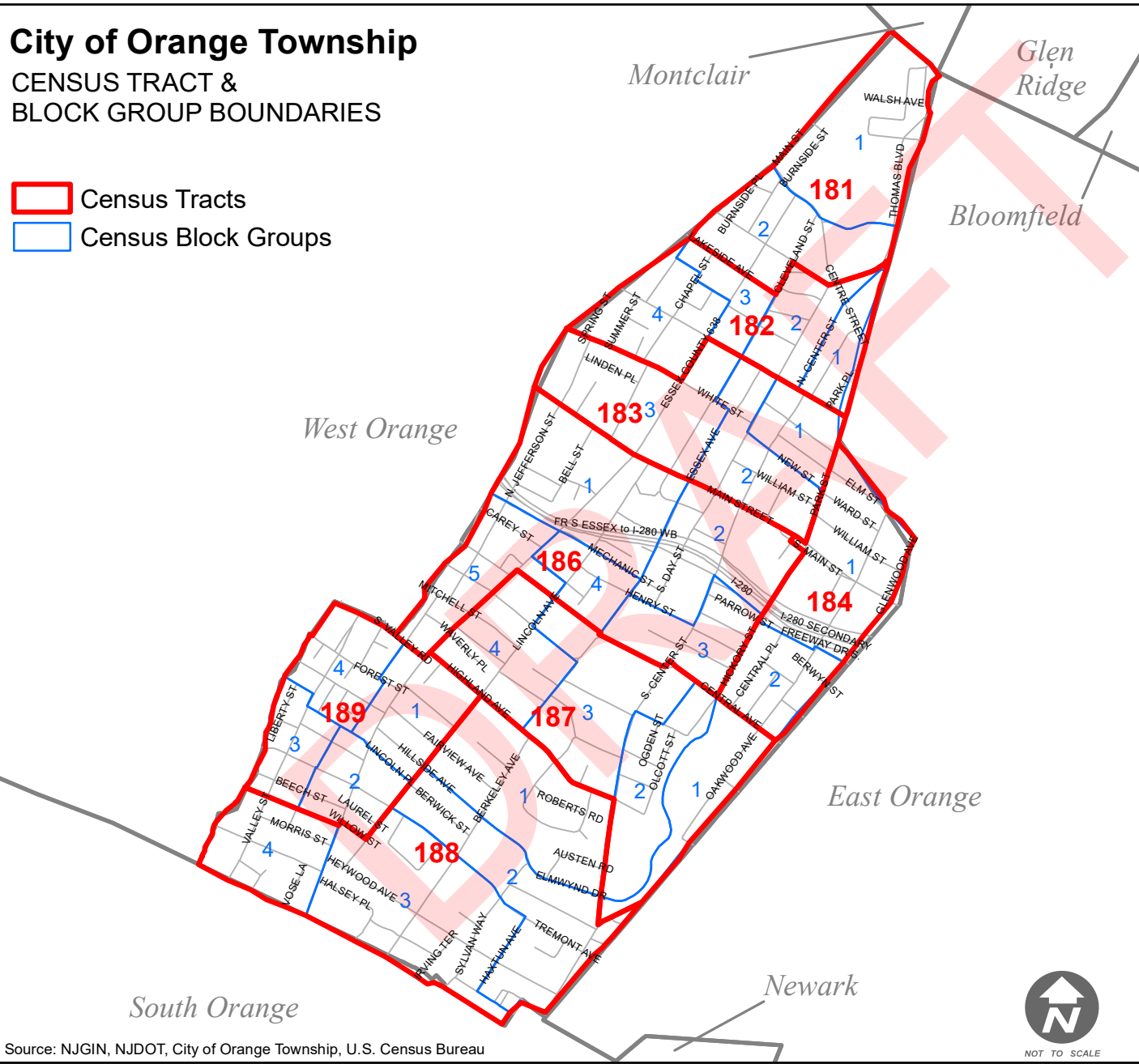
Orange is comprised of four wards - North, East West and South. These wards are administrative subdivisions which are primarily used for elected representation. Each ward is represented by an elected councilmember. These four councilmembers, in addition to three at-large members, together make up the Municipal Council.

1.0 Introduction

City of Orange Township

CENSUS TRACT & BLOCK GROUP BOUNDARIES

-  Census Tracts
-  Census Block Groups



Source: NJGIN, NJDOT, City of Orange Township, U.S. Census Bureau

1.3 U.S. CENSUS TRACTS & BLOCK GROUPS

Orange is comprised of eight census tracts. Each of these tracts encompasses a population ranging between 2,000 and 5,000 residents. Based on the 2018 census estimates, Census Tract 187 is the most populous tract with approximately 5,000 residents, while Tract 181 is the least populated tract, with just over 2,000 residents.

Each individual census tract is made up of 8-12 blocks. The blocks in each census tract are grouped together to make up smaller statistical units of approximately 1,000 residents.

1.0 Introduction

1.4 POPULATION OVERVIEW

As of 2018, estimates place the population of the City of Orange Township at 29,795 residents. This figure represents a continued slowing of the rate of decline in Orange’s population, which began in the decade between 1990 and 2000. The City’s population, after reaching a population high of 38,037 in 1950, steadily declined through 1990. In the 2000 U.S. Census, the City’s population increased to 32,838 and then again declined. The growth and decline trends experienced by the Township have generally mirrored the trends in both Essex County and the State, albeit at lower rates. (See Chart 1)

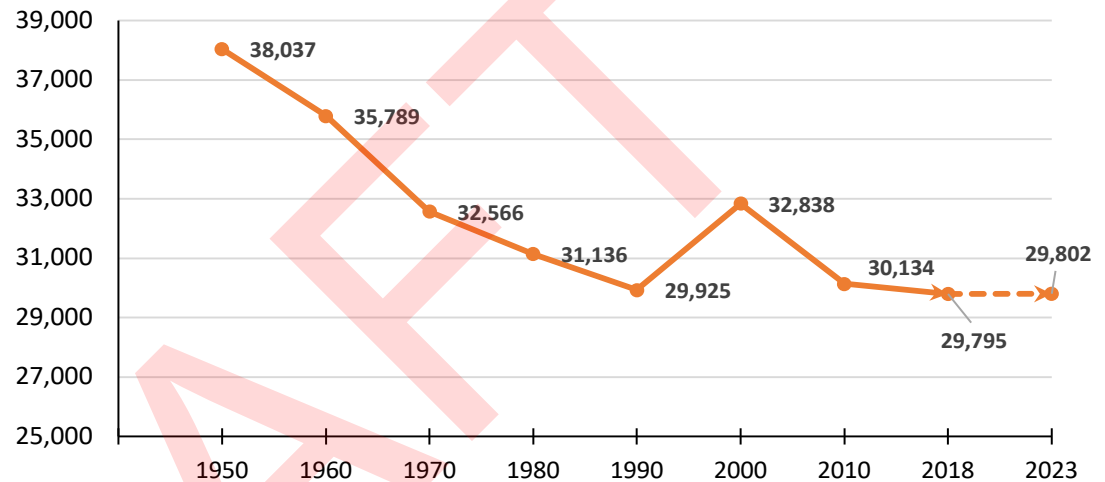
Projections through 2023 show a continued slowing of the Township’s population decline. It is anticipated that with the ongoing and planned development taking place in Orange, the population will start to increase over the next decade.

In 2018, the density of the population (the number of people living in a unit of space, such as a square mile) stands at approximately 13,524, which ranks it 14th in New Jersey and third in Essex County, behind Irvington and East Orange. As development continues throughout the City, the density can be expected to increase.

Based on the 2010 U.S Census, Orange is ranked as the eighth most populated municipality in Essex County. Despite the disparity in its population over the past 65 years, Orange’s portion of Essex County’s population has remained relatively stable, accounting for between 3% and 4% of the County’s population.

Chart 1: City of Orange Township Population Trends

1950 - 2023



Source: Claritas - Pop-Facts Premier 2018, U.S. Census Bureau

1.0 Introduction

Racial & Ethnic Composition

Orange’s population is predominantly Black or African American, representing 71.8% of the population in 2010. The next highest racial group was White, which accounted for approximately 13% of the Township’s population in 2010. This was followed closely by the segment of the population that identified with a race other than Black, White, Native American, Asian or Native Hawaiian.

However, the composition of the population is trending toward more diverse over time, with the representative share of each racial group decreasing. The Black/African American population is estimated to have decreased to 67% between 2010 and 2018. (See Chart 2)

The White population is estimated to have increased to just under 14% over that same period. All other groups saw relatively small increases over

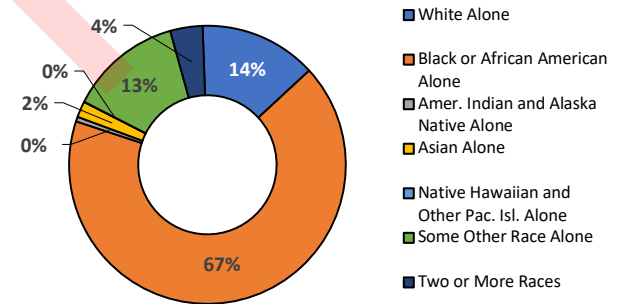
the same period, with the largest gain experienced by the segment of the population identifying with some other race, which is estimated to have increased approximately 3%. These magnitudes do not mirror the trend overall in Essex County, which saw most of the population relatively evenly distributed between White and Black/African population groups.

Looking at Orange’s population by ethnicity, the movement toward greater diversity becomes more apparent. The population of Hispanic Origin or Latino has experienced some increase in the seven-year period between the 2010 U.S. Census and 2018. Within that period, Orange’s Hispanic population is estimated to have increased by approximately 5%. This trend was mirrored by both the County and State, albeit the increase was more modest¹. (See Chart 3)

Of the Township’s Hispanic population, 13% identified themselves as being Mexican and 8% as

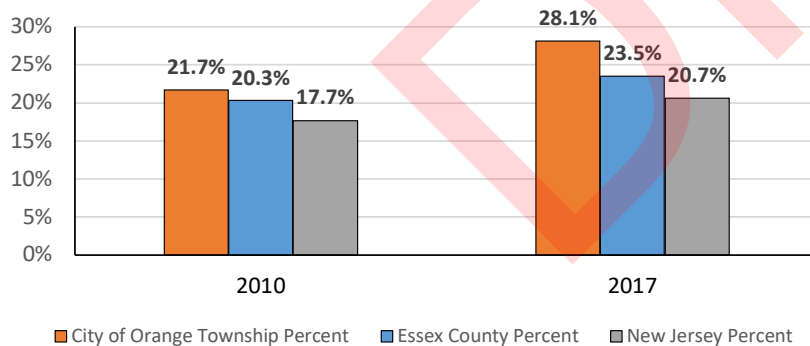
Puerto Rican. The vast majority (78%), however, identified origins from other regions, including South America (37%) and Central America (19%).

Chart 2: Racial Composition- 2018



Source: Claritas - Pop-Facts Premier 2018, U.S. Census Bureau

Chart 3: Population of Hispanic Origin 2010-2018



Source: Claritas - Pop-Facts Premier 2018, U.S. Census Bureau

¹ Hispanic Origin is an ethnic and not a racial classification. Thus an individual can be both Black or White and Hispanic at the same time.

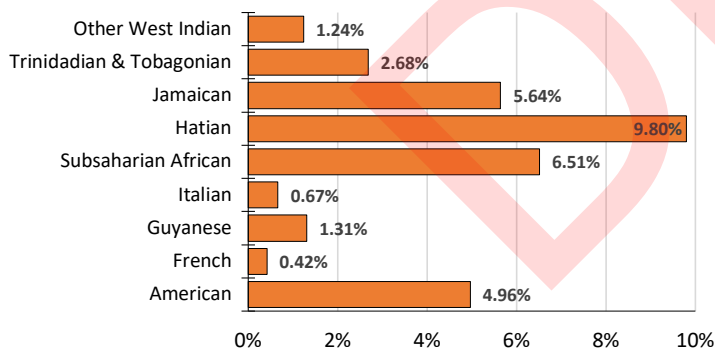
1.0 Introduction

Ancestry

While race and ethnicity speak to the broader social group with which residents identified, their ancestry speaks to their heritage or the geographic place of birth of the individual's ancestors before arriving in the United States. In most instances throughout the Township and the nation, it is the person's ancestry that forms the basis of their cultural identity and the customs and rituals to which they adhere. Ancestry is a key factor in embracing and celebrating the rich diversity of the community.

Among the most prevalent ancestries represented in Orange were West Indian (20%) and Sub-Saharan African (7%). Among those residents who reported being of West Indian ancestry, 10% identified as having Haitian ancestry and 6% Jamaican. Approximately 5% of residents identified their ancestry as United State or American. (See Chart 4)

Chart 4: Largest Single Ancestry Groups (Reported)



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

Closely related to ancestry, approximately 38% of the residents living in the Township are foreign born and just over 37% report speak a language other than English at home. (See Table 1)

Table 1: Place of Birth – 2015

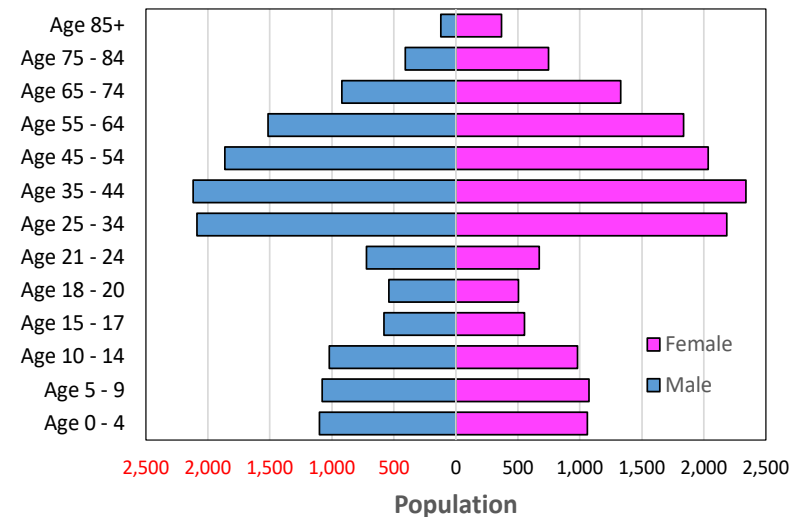
Place of Birth	Count	Percentage
Foreign-born population	11,589	100%
- Europe	172	1.50%
- Asia	283	2.40%
- Africa	1,129	9.70%
- Latin America	9,973	86.10%
- North America	32	0.30%

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

Age & Gender Distribution

According to the American Community Survey estimates, in 2015 the estimated median age of Orange residents was 34.2 years old. This is up from the median age identified in the 2010 and 2000 U.S. Censuses, where it was 33 and 32.5 years old respectively. This indicates that the population on average is aging. This trend is reflective of the situation in the County and State. Notwithstanding this trend, the Township's median age is slightly younger than Essex County and the State. (See Chart 5)

Chart 5: Age/Sex Pyramid 2018



Source: Claritas - Pop-Facts Premier 2018, U.S. Census Bureau

1.0 Introduction

The age distribution of the Township's residents may have implications for the Township in a variety of ways. The dependency ratio is a measure of the relative size of the "dependent" segment of the population, which includes residents from birth to 14 years and residents aged 65 years old and older. These two groups represent the segment of the population that is generally not in the work force and is dependent on the remainder of the population.

The dependency ratio is a relatively simplistic measure which provides a very general indication of the potential for economic or related pressure within the community. The higher the ratio, the greater the potential pressure on the 15-64-year-old population. This has implications on social program and policies within the Township and speaks to the need for supportive programs like affordable childcare and recreational programs for youth as well as affordable housing and related senior programs.

The age dependency ratio of Orange was estimated to be approximately 52.2 in 2018. Thus, there were approximately 52 "dependent" residents for every 100 residents in the working age segment of the population. (See Map 1)

Looking at the Township's resident distribution by gender, according to 2018 population estimates the gender ratio in the Township is 89.8, with approximately 1,599 more female residents than male. This is a trend that is mirrored throughout the nation.

To support growth and capitalize on its

many advantages, and to accommodate its current population, Orange must embrace the demographic changes that are shaping it. That will mean rethinking and improving all elements of its infrastructure so that it can offer the housing, amenities and social services needed by its changing population.

Visions & Goals

2

2.0 VISIONS & GOALS

2.1 Workshops and Outcomes

2.0.1 A Vision for a New Orange

2.0.2 Building The Vision

2.0.3 Key Comments & Concerns



“Planning is bringing the future into the present so that you can do something about it now.”

–Alan Lakein

2.2 Vision & Policy Goals



Work Session with Municipal Council



Master Plan Advisory Committee Meeting

2.0.1 A Vision for a New Orange

How do you grow a better Orange?

Make it safer with more police and community policing. Make it cleaner, healthier and greener with community gardens, urban agriculture, dog walks. Make more places where residents from eight years old to 80 can feel comfortable walking, riding bicycles or skateboarding. Fix the roads. Make Main Street more fun and enjoyable with new stores, night life, lighting and street arts and entertainment. Deal with the divisions between the wards and bring neighbors and families together with community events, places for each neighborhood to gather, a youth center and more activities for seniors. Make Freeway Drive into a green boulevard that can be enjoyed by many communities.

But don't change everything. There are a lot of great things about Orange that need protecting and promoting. The historic buildings. Its incredible diversity. It's a city with a lot of positive energy, especially from the artists and entrepreneurs living and working in Orange. And it's affordable for many people who want to live in a culturally and economically diverse small city.

To build on what's great about Orange: support artists, entrepreneurs

and other residents with such things as wi-fi, coffee shops at the Orange and Highland Park train stations. Attract more employers and ensure that there's a wide range of housing options for as many people as possible. Build a tourism program focused on Orange's historic buildings and sites (including Rosedale Cemetery) and its cultural diversity. Employ residents to lead efforts to tell Orange's story. Cherish the great library downtown and make that a center for the city. Invest in schools and educational programs so that Orange becomes a center for educational excellence.

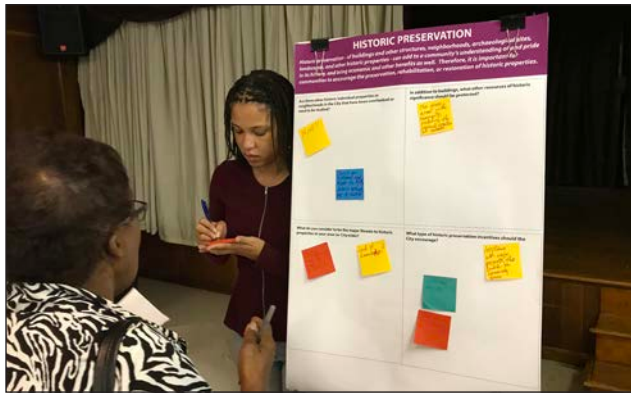
Make government better by improving the city's website, making the work of public officials more transparent, and even transplanting City Hall and other City agencies to Main Street (perhaps in the current United States Postal Service building.)

This vision, drawn from more than 200 Orange residents from every part of the city, is designed to guide the policies and practices of public officials in the City of Orange. Hopefully, it will also inspire local civic leaders, activists and residents. The more the City and its people can work together around common goals, the faster we'll get there.

2.0 Vision & Goals

2.0.2 Building the vision

There can be no progress without a starting point, no gains if there is no baseline, no success without quantifiable results. Observation, data collection and analysis offer important methods of measuring improvement and change.



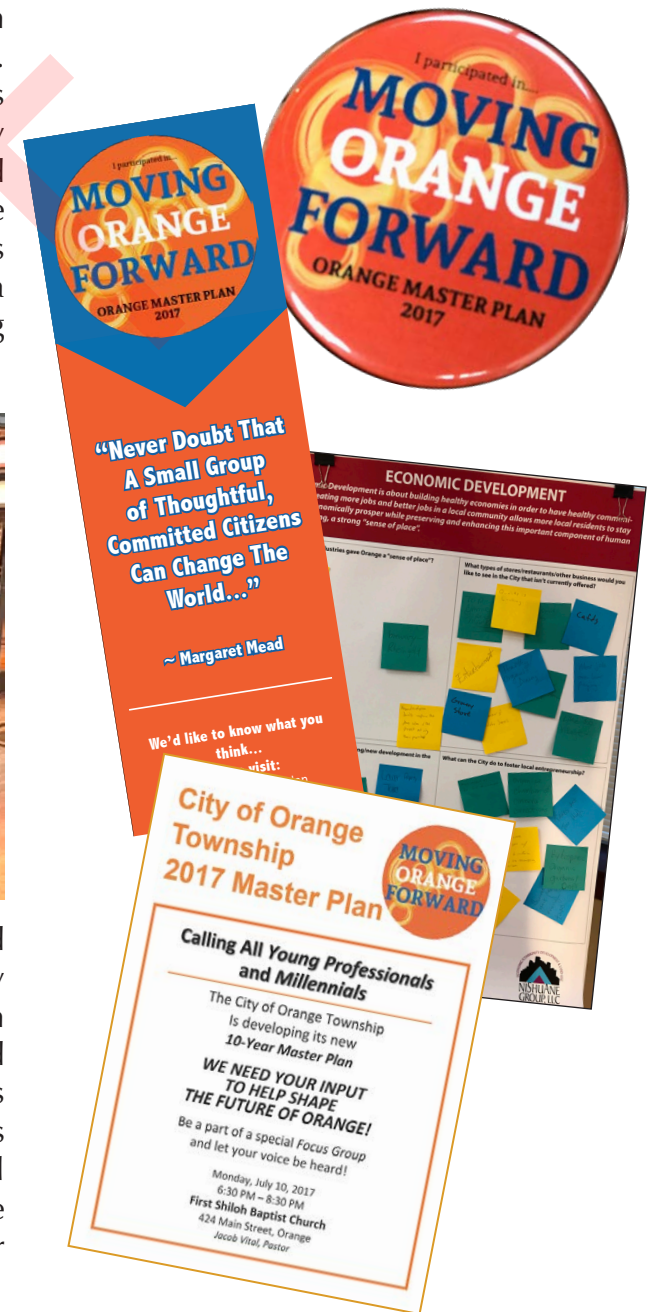
Just as important is the human response: the ideas, concerns and solutions voiced by those who live, work and run businesses in Orange. They form the front line in understanding the City, how it works, where things are good, what could be better.

That is why public engagement is such an integral part of the City's master plan. More than 200 people who live or work in Orange participated in discussions about the City, gathering in public meetings and small focus groups to talk about what would make Orange a better place for them to live, work, play, pray and learn – now and in the future.

Six public meetings, including one in each ward, were held between April and May 2017. Between December 2016 and July 2017, focus groups were held with members of several key audiences. These included Orange public and elected officials, members of Healthy Orange and the Makers and Movers group, developers and realtors, religious leaders from the area known as the “Heart of Orange” and young professionals.



In each of these meetings, participants shared their concerns about, and hopes for, the City of Orange, through facilitated conversation and written surveys. Each gathering included opportunities for participants to discuss issues identified by the facilitators – such as community facilities or housing – as well as any issues that participants said were important to them. This section of the Master Plan focuses on these issues.



2.0 Vision & Goals



2.0.3 Key comments and concerns...

Many participants were hopeful about Orange as a place. Several talked about Orange having great potential to be a destination and a city that attracts new residents and families. Many also talked about Orange as a good place to live. While many people talked about how much they enjoy living in such a culturally diverse city, some said that the city tends to be very divided. In other words, Orange has done a good job of being diverse; it needs to do better at being inclusive.

There were a lot of comments about property taxes being high. Some property owners, particularly in the South Ward, feel that they are paying more than their fair share for city services. Residents complained that the way the City gives tax abatements for new developments is unclear and unfair. This creates the impression that public officials care more about developers working in the city than homeowners.

New Jersey does have the highest average property taxes in the nation. However, when residents complain about taxes, it may be that they do not feel they are getting enough value for what they are paying.

Another key concern from residents was that the City was not as clean as it should be, and it does not do enough to promote the natural beauty in Orange.

Residents complained that they get too little communication from the City, and that the City's website does a poor job of helping residents get the information they need. Some residents suggested having text alerts for emergencies.

Several people also said they don't trust public officials in the City to make improvements in fair and efficient ways.

It is important for public workers and officials – whether they work for the City, Essex County, or the school district – to find various ways to build and maintain trust with City residents.

The various meetings led to hundreds of ideas, which the planning team has reviewed and which are reflected in the respective elements of the Orange Master Plan. Here are additional comments.



2.0 Vision & Goals

Land Use

- The presence of so many abandoned properties are a depressing blight on the city and its neighborhoods. The City should do more to either sell or rehabilitate abandoned properties. Several residents mentioned having more auctions of foreclosed properties.
- Increase the presence of arts and public entertainment in the City, especially on and around Main Street.
- Have more community gardens and street trees in the City.
- Increase the diversity of stores in the City, and attract more upscale and experience-based supermarkets such as Trader Joe's or Whole Foods.
- Make Main Street more of a destination for a wider variety of residents through fine dining restaurants, upscale



clothing stores, public art, and other experiences that make Main Street more fun and interesting.

- Make the redevelopment of the Orange Memorial Hospital site a priority. Several participants suggested making the site a mixed-use facility, with a combination of community-serving functions (such as a community center and urgent care facilities), and housing.

Housing

- There should be more housing choices available for a wide range of incomes.

Economic Development

- The City should work to create more jobs in Orange that can be filled by Orange residents. There should also be more opportunities for local residents to create and grow their businesses in Orange.
- Orange should look to arts and cultural entrepreneurship – such as ethnically themed stores – as a source for local economic development.

Circulation

- It is difficult to find convenient parking around Main Street. In other areas of the city, such as in parts of the East

Ward, it is difficult for residents to find places where they feel safe parking their cars. Many roads in the city are in poor shape, and residents said they want to have more clarity about what roads will be repaved or fixed and when.

- Freeway Drive should be redesigned with trees, green space and arts to make it more inviting and attractive for residents and passers-by. This will help make it feel safer and make it fit better in the area.



Community Facilities

- Improving and updating the city's library should be a high priority.
- Consider making the Orange Memorial Hospital site into a facility that can

2.0 Vision & Goals

serve the community.

- There should be more police or better community policing. The presence of police can be increased through substations and by encouraging police to be more involved in community activities.
- Add dog walks, bike lanes and make streets easier to navigate for people on bicycles or skateboards.

Historic Preservation

- Preserve and highlight historic properties as a distinct element of Orange.
- Encourage Orange residents to tell and retell the stories about Orange.

Community Outreach

Advisory Committee Meeting

- 1st Advisory Committee Meeting (December 21, 2016)
- Advisory Committee Meeting (February 28, 2017)
- Advisory Committee Meeting (April 27, 2017)

Community Meetings

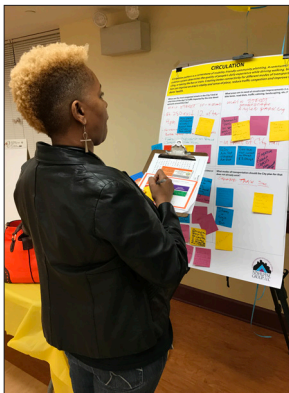
- Kick Off Meeting (April 12, 2017)
- West Ward Meeting (April 25, 2017)
- North Ward Meeting (May 4, 2017)
- East Ward Meeting (May 10, 2017)
- South Ward Meeting (May 23, 2017)
- Young Professionals & Millennial Meeting (July 10, 2017)

Focus Group Meetings

- Historic Preservation (March 28, 2017)
- Youth and Teens (April 1, 2017)
- Realtors and Developers (April 26, 2017)
- Heart of Orange (April 6, 2017)
- Valley Arts (April 17, 2017)
- Municipal Council (July 27, 2017)

Presentations

- Municipal Council & Planning Board (August 6, 2018)
- Joint Land Use Boards Part I (September 22, 2018)
- Joint Land Use Boards Part II (October 20, 2018)



Master Plan Elements

3

3.0 MASTER PLAN ELEMENTS

- 3.1 Land Use
- 3.2 Housing
- 3.3 Economic Development
- 3.4 Circulation
- 3.5 Community Facilities
- 3.6 Sustainability
- 3.7 Historic Preservation



“You got to be careful if you don’t know where you’re going, because you might not get there.”

– Yogi Berra

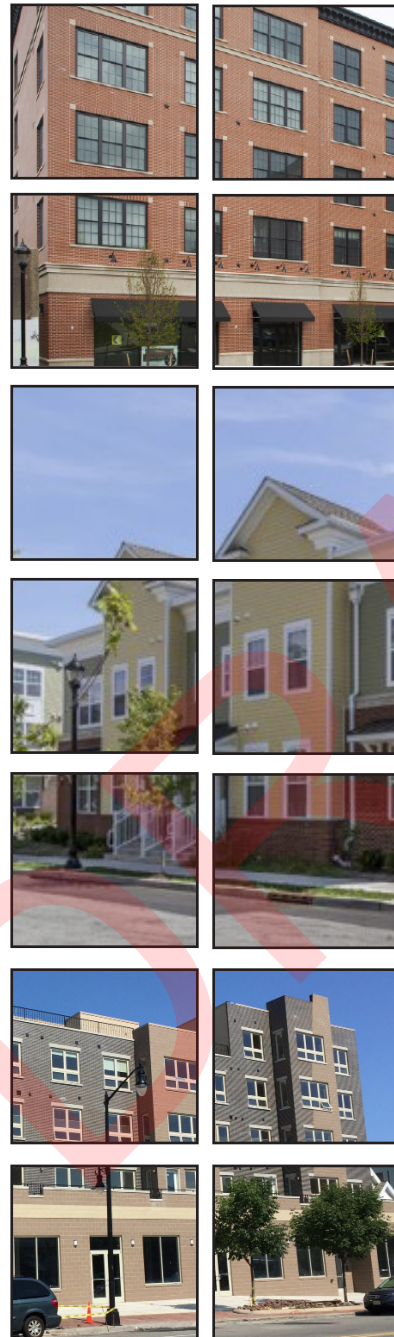
L and Use Element

3.1

3.0 MASTER PLAN ELEMENTS

3.1 Land Use

- 3.1.1 Introduction
- 3.1.2 Existing Land use
- 3.1.3 Existing Zoning & Land Use Regulations
- 3.1.4 Proposed New Zoning
- 3.1.5 Recent & Planned Development
- 3.1.6 Strategic Development Sites
- 3.1.7 Planning Areas
- 3.1.8 Issues, Opportunities & Recommendations



“For every site there is an ideal use. For every use there is an ideal site.”

– John Ormsbee
Simonds

3.1 Land Use

Strategic Vision

To manage land use strategically and effectively so that each area of the city, from residential to commercial to mixed use, can enhance residents' quality of life, increase and maintain property values and ensure a healthy future for the City.

How To Get There

1. Maintain the integrity of Single-Family zones against encroachment.
2. Convert upper floors on main corridors to businesses or residential uses.
3. Revisit the permitted land uses within the Central Business District.
4. Facilitate development through streamlining land use board application process.
5. Expand Central Valley Redevelopment Area.
6. Encourage development of incubators through collaborative efforts.
7. Develop a comprehensive strategy to address vacant and abandoned properties.
8. Ensure ample parking in high density residential and commercial areas.
9. Develop a multifaceted strategy to connect neighborhoods throughout the City.
10. Develop and maintain an interactive land use mapping system.
11. Update the City's Development Ordinance.
12. Update the City's Official Zoning Map.
13. Encourage public open space.

3.1.1 INTRODUCTION

Land use is the foundation of a master plan. Without an in-depth understanding of the properties that make up the city, no sound decisions can be made regarding any other part of long-term planning. How is land zoned and actually used? What are uses for abandoned properties that would benefit residents? Are current zoning regulations effective or should they be reworked? Land use plans help a city understand the pieces of the urban puzzle, before decisions are made about economic development, housing, traffic patterns, historic preservation or sustainability.

Residents at engagement sessions were vocal in concerns. They worry about the epidemic of abandoned properties and perceived lack of action on the City's part. They want a Main Street that is a center for arts and public entertainment as well as unique retail opportunities. And they want the redevelopment of the Orange Memorial Hospital site to be a priority with a combination of functions including a community center and urgent care facilities and housing.

Within the Land Use Element, land categories, zoning and regulations are reviewed, how land is used today is detailed and current and potential developments are outlined, providing the necessary background to see where there are opportunities for change and providing the framework needed to evaluate suitability for new uses. This Element provides continuity for how the City views land use and serves as a guide in determining future use.

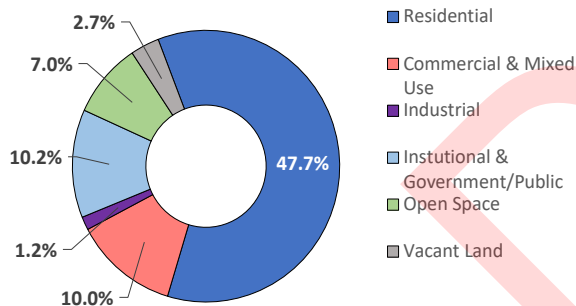
3.1 Land Use

Pursuant to NJ Municipal Land Use Law 40:55D-28.b(2), the Land Use Element is a mandatory component of the City of Orange Master Plan.

3.1.2 EXISTING LAND USE

The City of Orange Township encompasses 2.2 square miles, with a density of 13,705.7 residents per square mile. The vast majority of the City's land area is used for residential development (48%), followed by commercial and mixed-use development, which accounts for approximately 10% of the land area. Governmental and institutional uses account for just over 10% and open space (including cemeteries) for 7% (See Chart 1). The distribution of land use categories throughout Orange has remained relatively stable since the 2006 Master Plan.

Chart 1: Distribution of Land Uses



In the development of this element of the Master Plan, a land use survey was done for all parcels in the City. This process involved field surveying all blocks and lots within the City, and the recording

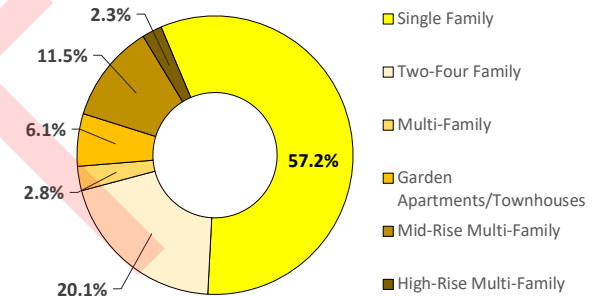
of the land use that occupies each, based on fifteen (15) land use categories. These categories include the following:

- Single Family
- Two - Four Family
- Multi-Family
- Garden Apartment/Townhouse
- Mid-Rise Multi-Family
- High Rise Multi-Family
- Mixed Use
- Commercial
- Industrial
- Municipal/Government
- Public Transportation
- Open Space
- Cemetery
- Vacant Land

As illustrated in the Existing Land Use Map (See Map 1), each land use category is represented to some extent throughout the City. However, there are concentrations across the categories found throughout.

Within the Residential category there are six (6) sub-categories (Single Family, Two - Four Family, Multi-Family, Garden Apartment/Townhouse, Mid-Rise Multi-Family and High Rise Multi-Family) each of which represents different types of structures and occupancy characteristics. Within Residential land use, the vast majority of parcels were developed with single family structures (57%) followed by two - four family (20%) dwellings. Mid-rise multi-family dwellings, which include multifamily structures between 3-7 stories in height, accounted for approximately 12% of residential development (See Chart 2).

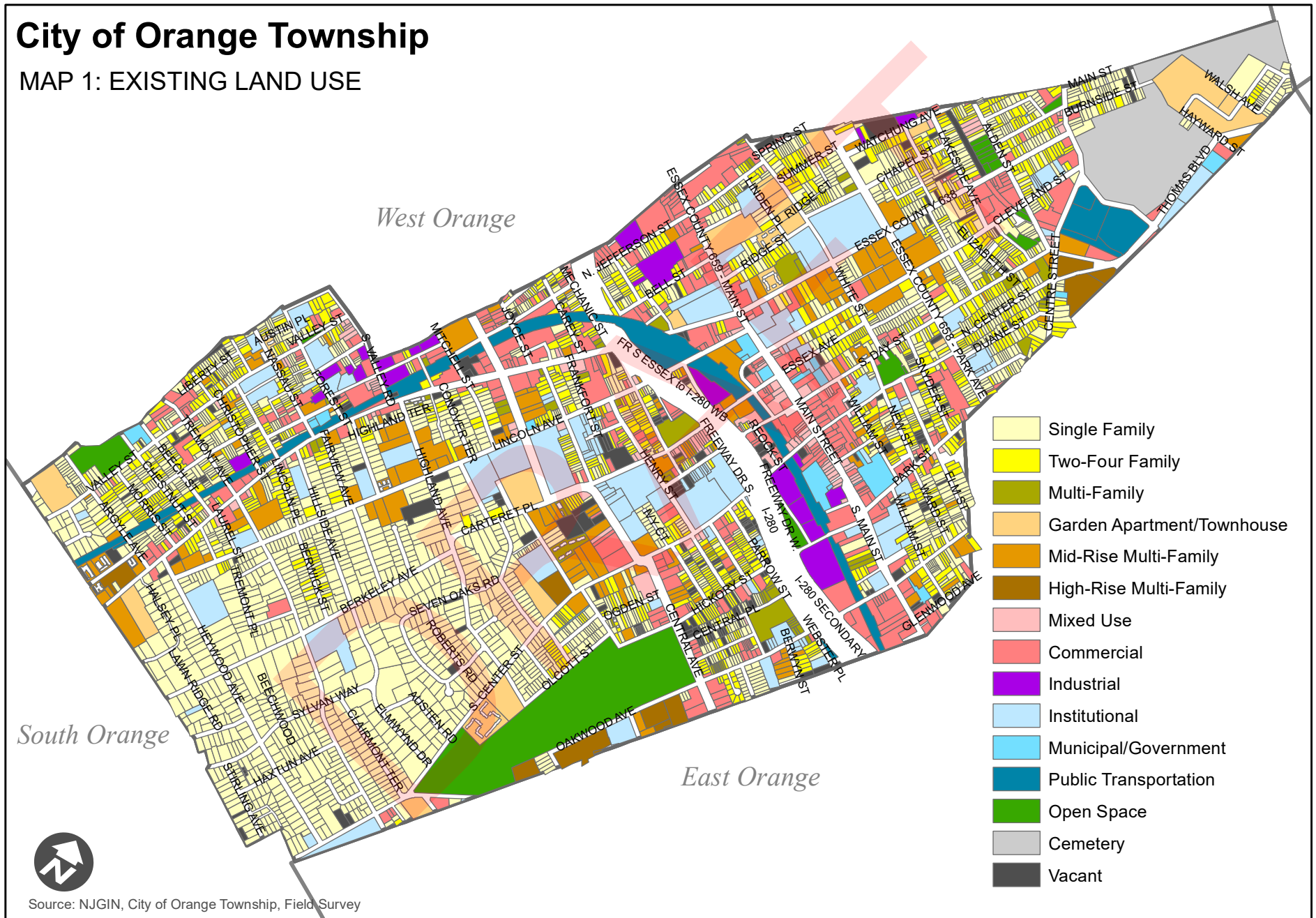
Chart 2: Distribution of Residential Uses



3.1 Land Use

City of Orange Township

MAP 1: EXISTING LAND USE



Source: NJGIN, City of Orange Township, Field Survey

3.1 Land Use

Residential Uses

Residential uses are widely dispersed throughout the City. The largest concentration of single family dwellings is located at the southern end of the City in the Seven Oaks neighborhood. This includes the area bordered by Lincoln Avenue to the west, Clarendon Place and Reynolds Terrace to the north, Center Street to the west and the South Orange municipal border to the south. This area has managed to maintain its relatively homogeneous suburban character for some time, with no significant encroachment. There have been, however, several mid-rise multifamily developments occurring along Lincoln Avenue.



Homes on Cleveland Street

Other areas of residential concentration are located in the northern section of the City, north of Park Avenue. Here there are largely two-four family dwellings, with some single-family dwellings interspersed throughout. The Valley, the area of the City bounded by Freeman Street to the north

and Scotland Road to the east, is also characterized by a predominantly residential (single-family and two-four family) development pattern. Lots and dwelling structures here are generally smaller and thus more densely arranged. Here there is a mix of other commercial, industrial and institutional uses.

Mid and high-rise multi-family uses are largely located in smaller clusters at specific areas around the City, including along Lincoln Avenue, High Street, Park Avenue and Center Street at Thomas Boulevard. More recently there has been new mid and high-rise development completed in the vicinity of the Orange Train Station at Tony Galento Plaza, with several other large-scale projects planned for the area.

Commercial Uses

Commercial development is primarily concentrated along the major thoroughfares, including Main Street, Central Avenue and Scotland Road. The concentration of commercial uses is located on the Main Street corridor, where the development pattern is almost entirely commercial or mixed-use commercial/residential, except for several governmental and institutional uses including the U.S. Post Office, the Orange Public Library, the Rec Center and the Church of the Epiphany and the First Presbyterian Church, both of which front on Main Street. Both Central Avenue and Scotland Road have development patterns with lesser concentrations of commercial uses and more residential uses intermingled.

There are several existing and newer commercial



Retail Stores on Main Street

establishments located in The Valley. In some instances, older industrial uses have become defunct and have transitioned to less intensive commercial uses. In yet other instances, older industrial uses have been converted to residential multi-family dwellings. Notable among them are the Hat Factory Lofts and the Harvard Printing Apartments, which adaptively reused former industrial properties as multi-family residential dwellings.

Industrial Uses

Industrial uses within the City are generally concentrated in the area between Interstate-280 and the NJ Transit railroad right-of-way. The area remains ideal for this use due to its access to the Interstate and the wider transportation network. Industrial uses are also still located in The Valley. However, as indicated earlier, many of the older industrial uses are being discontinued and in some instances, buildings are being converted to

3.1 Land Use



Vacant Industrial Property on South Jefferson Street

commercial and residential uses.

Institutional Uses

Included in this use category are schools (both public and private), houses of worship, community centers and other non-profit/community-based establishments. As such, these uses are relatively well dispersed throughout the City and as stated earlier, represent approximately 10% of the City's land.

Municipal/Government

This land use category includes those uses that are directly related to governmental operations. This includes municipal offices (City Hall, police and fire stations, etc.). Most of these uses are located in close proximity to the commercial center of the City, off Main Street. Fire stations and other ancillary municipal facilities are located strategically throughout the City. A detailed

breakdown of the municipal and governmental land uses is presented in the Community Facilities Element.



Orange Train Station

Public Transportation

Land uses within this category include parcels that are utilized for public transportation-related activities. This includes the NJ Transit right-of-way and the NJ Transit Orange Bus Complex.

Open Space

Approximately 7% of the City's land is open space. It should be noted that this land use category includes the area of Rosedale Cemetery that lies within the City, in addition to both City and County parks within Orange Township. Excluding the cemetery, there are approximately 60 acres of open space land, accounting for 4% of the City's land area.

Vacant Land

Approximately 2.7% of Orange's land is categorized as vacant land. Vacant land includes those parcels that are vacant with no structure and are not directly associated with an adjacent parcel. Parcels in this category are distinguished from those with vacant or abandoned structures, which would take on the use category of their previous use.

Vacant parcels can be found throughout the City but are concentrated in the area south of I-280. The former Orange Memorial Hospital site is the most notable. While several of the parcels that make up this site include vacant and dilapidated structures, it has been included here as vacant land.

Vacant and Abandoned Property

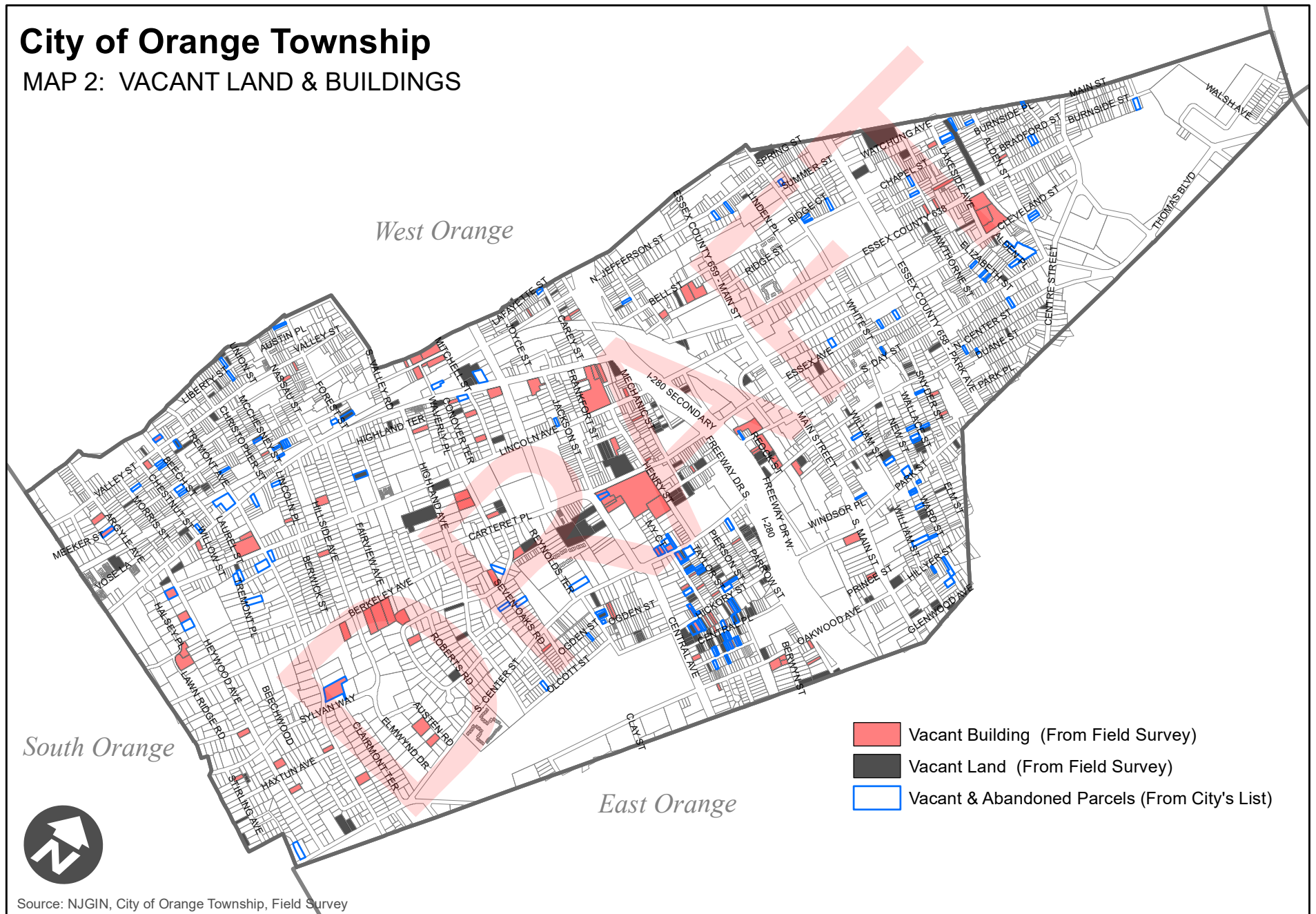
The City maintains an inventory of vacant and abandoned property. This includes parcels with vacant buildings that have had a tax delinquency for at least one quarter or are in a dilapidated state and deemed inhabitable. The City maintains an official abandoned property list, pursuant to the N.J. Abandoned Properties Rehabilitation Act in 2004, to which properties are added by resolution of the governing body. The City is currently in the process of updating this list and developing a comprehensive strategy to address the issue of abandonment Citywide.

During the course of the land use field survey conducted in the preparation of this Plan, vacant buildings were identified. These buildings were in various conditions from boarded up structures

3.1 Land Use

City of Orange Township

MAP 2: VACANT LAND & BUILDINGS



3.1 Land Use

that visually appeared to be in good condition and others that were in poor condition. It is not known if any of the vacant buildings or vacant land identified in the land use field survey are officially abandoned, based on the City's criteria.

As indicated earlier, properties in all three categories (vacant land, vacant buildings and property on the City's abandoned property list) are fairly well dispersed throughout the City. However,



Orange Memorial Hospital Site

there are concentrations in the northeastern area of the City between Park Avenue and Main Street adjacent to the East Orange Municipal border. A further concentration can be found further south, in the area bordered by South Center Street, Central Avenue, I-280 and the East Orange Municipal border (See Map 2).

3.1.3 EXISTING ZONING & LAND USE REGULATIONS

The City of Orange Township's existing land use regulations include thirteen (13) distinct zone districts, two redevelopment areas and an overlay zone (See Map 3). These include the following:

- A-A – Suburban Residential
- A-1 – One Family Residential
- A-2 – One, Two & More Residential
- B-1 – Townhouse
- B-2 – Apartment
- C-1 – Neighborhood Commercial (NC)
- C-1A – NC & Residential
- C-2 – Central Business
- C-3 – General Business
- CD – Light Manufacturing
- CDA – Mixed Use
- TVO – Transit Village Overlay
- Redevelopment Areas:
 - Central Orange
 - Central Valley
 - Vose Avenue
 - Reock Street
 - Mt. Vernon Avenue
- Historic Districts
 - St. Johns
 - Main Street
 - Valley
 - Montrose-Seven Oaks

A-A – Suburban Residential Zone

This zone encompasses the area in the southernmost part of the City. The zone is characterized by single-family dwellings on larger lots. This is the most restrictive zone district in the City and is intended primarily for single-family residential use. The permitted minimum lot size here is 10,000 square feet, with a maximum density of 4.4 dwelling units per acre.

A-1 – One Family Residential

This zoning district is also intended primarily for single-family residences but at a higher density than the A-A Zoning District. The permitted minimum lot size here is 6,600 square feet, with a maximum density of 6.6 dwelling units per acre. Small areas of the City to the west of the A-A zone in the southern part of the City and to the northern part adjacent to the Montclair and Glen Ridge municipal border are zoned A-1.

A-2 – One, Two & More Residential

This district is intended for a variety of housing types at moderate densities, with building elevation heights similar to single family districts. This zone permits the conversion of single-family dwellings to two-family dwellings, as well townhouse development.

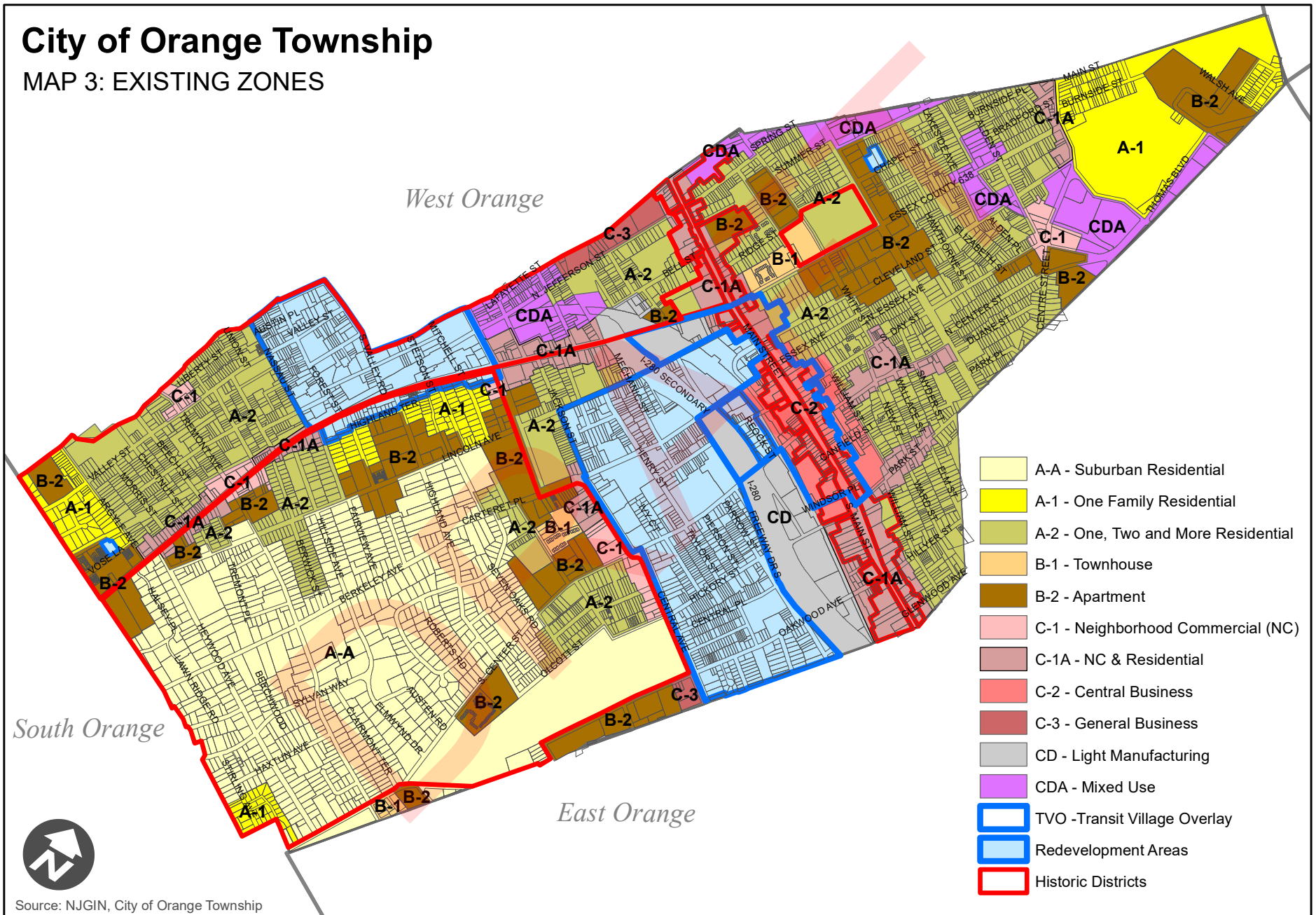
B-1 – Townhouse

This district is primarily intended for townhouse residences at densities higher than those for one- and two-family uses, as well as miscellaneous

3.1 Land Use

City of Orange Township

MAP 3: EXISTING ZONES



Source: NJGIN, City of Orange Township

3.1 Land Use

office and business uses consistent with the overall character of the neighborhood. There remain only four areas in the City designated as B-1 zone, three of which are located in the southern area of the City.

B-2 -Apartment

This district is primarily intended for low and mid-rise apartments at high densities, as well as miscellaneous office and business uses consistent with the overall character of the neighborhood. B-2 zones are widely dispersed throughout the City and are generally located adjacent to major thoroughfares like Lincoln and Central avenues.

C-1 – Neighborhood Commercial

This district is intended primarily to meet the neighborhood shopping and merchandising needs of the residential areas located adjacent to them. As such, the scale of the commercial activity is intended to be less intense than in the other commercial zones. This zone does not generally permit ground floor residential.

C-1A – Neighborhood Commercial & Residential

This district is intended to continue accommodating C-1 District purposes while allowing small scale residential uses to occur on ground level and upper floors, thereby providing neighborhood convenience shopping opportunities while encouraging new residential development and residential rehabilitation. C-1A zones can generally be found adjoining C-1 zones throughout the City.



Caffe Roma on Lincoln Avenue

C-2 – Central Business

This district is intended to meet the central shopping and merchandising needs of the City of Orange Township. This zone is located along Main Street between Cleveland Street and Midland Avenue. In the past this zone extends the entire length of Main Street between the East Orange and West Orange municipal borders but was changed to C-1A zoning on both ends, to accommodate greater residential development.

C-3 – General Business

This district is intended primarily for the general shopping and merchandising activities of the entire community, as well as automobile-oriented uses and wholesale and warehousing activities. This zoning is found in two areas, one on the West Orange border and the other on the East Orange border.

CD – Light Manufacturing

This district is intended to emphasize and encourage primarily light industrial development along the I-280 corridor.

CDA – Mixed Use

The purpose of this district is to allow existing commercial and industrial uses in portions of the former D-1 District with the intention of phasing out heavy industrial use in favor of light industry mixed with small-scale residential and certain commercial uses. CDA zones are located in five areas in the northern part of the City, which were formally zoned D-1. These areas include Thomas Boulevard and Washington Street (south of Rosedale Cemetery) and south of Main Street and I-280. The area of The Valley which was previously zoned as industrial (D-1) was eliminated and the area rezoned as residential (A-1 and A-2) and commercial (C-1).



Empire Supply Co. on Washington Street

3.1 Land Use

TVO – Transit Village Overlay

Orange Station is a major physical asset in the City of Orange Township. To fully leverage its presence to spur residential and economic development, the Transit Village Overlay District was established. The TVO District functions as a supplement to the existing zoning or redevelopment plan in the geographic area underlying it. Thus, permitted or prohibited uses enumerated in the underlying zone apply within the TVO.

The intent of the TVO District is to encourage mixed-use, transit-supportive development - with a significant residential component - within walking distance of Orange Station. Some of the general characteristics of such development within the TVO are as follows:

- Uses are encouraged to be mixed within individual blocks, and in some cases, within individual buildings;
- Building height and density should be higher, closer to Orange Station and/or in the vicinity of a major development project;
- Parking ratios for business, retail and commercial use will take into account that some trips in the TVO are made via mass transit, pedestrian ways and bicycle ways; shared parking between uses is encouraged; surface parking lots in excess of two (2) acres are prohibited;
- Buildings will be set close to the sidewalk with minimal setback;
- Buildings should front on public streets or public open space; larger buildings will

have articulated facades to make them more pedestrian-scale in appearance;

- Windows and doors, rather than blank walls, should face the street level; parking decks should have active first floor uses



Harvard Printing Apartments

Redevelopment Areas

The City currently has five active redevelopment plans in effect – **Central Orange, Central Valley, Vose Avenue, Reock Street and Mt. Vernon Avenue**. The permitted uses and bulk and design standards enacted in each of these redevelopment plans supersede the underlying zoning that would otherwise be applicable to that area. All of Orange's redevelopment areas were designated and plans developed pursuant to the N.J. Local Redevelopment and Housing Law (LRHL) [40A:12A-1]. The process for designation of an area as a redevelopment or rehabilitation area begins with a detailed analysis to determine if the proposed area meets any of the required criteria to be declared "an area in need of rehabilitation or redevelopment." Following a finding that the area

meets the required criteria for declaration, the governing body may instruct the City's Planning Board to prepare a redevelopment/rehabilitation plan for the specific area.

The five currently active redevelopment plans each govern the land uses and development standards for the area of the City they cover. (See Map 4) The use of redevelopment/rehabilitation areas and plans continues to be a valuable tool in helping to incentivize and spur development in communities throughout the State. Here too in Orange, this mechanism has been used to incentivize and encourage development in areas throughout the City which, if left solely to market forces, would not have attracted the desired investment in the area. It is anticipated that this practice will continue to be used strategically to target development throughout the City.

There are several new redevelopment areas which are proposed (See Map 4).

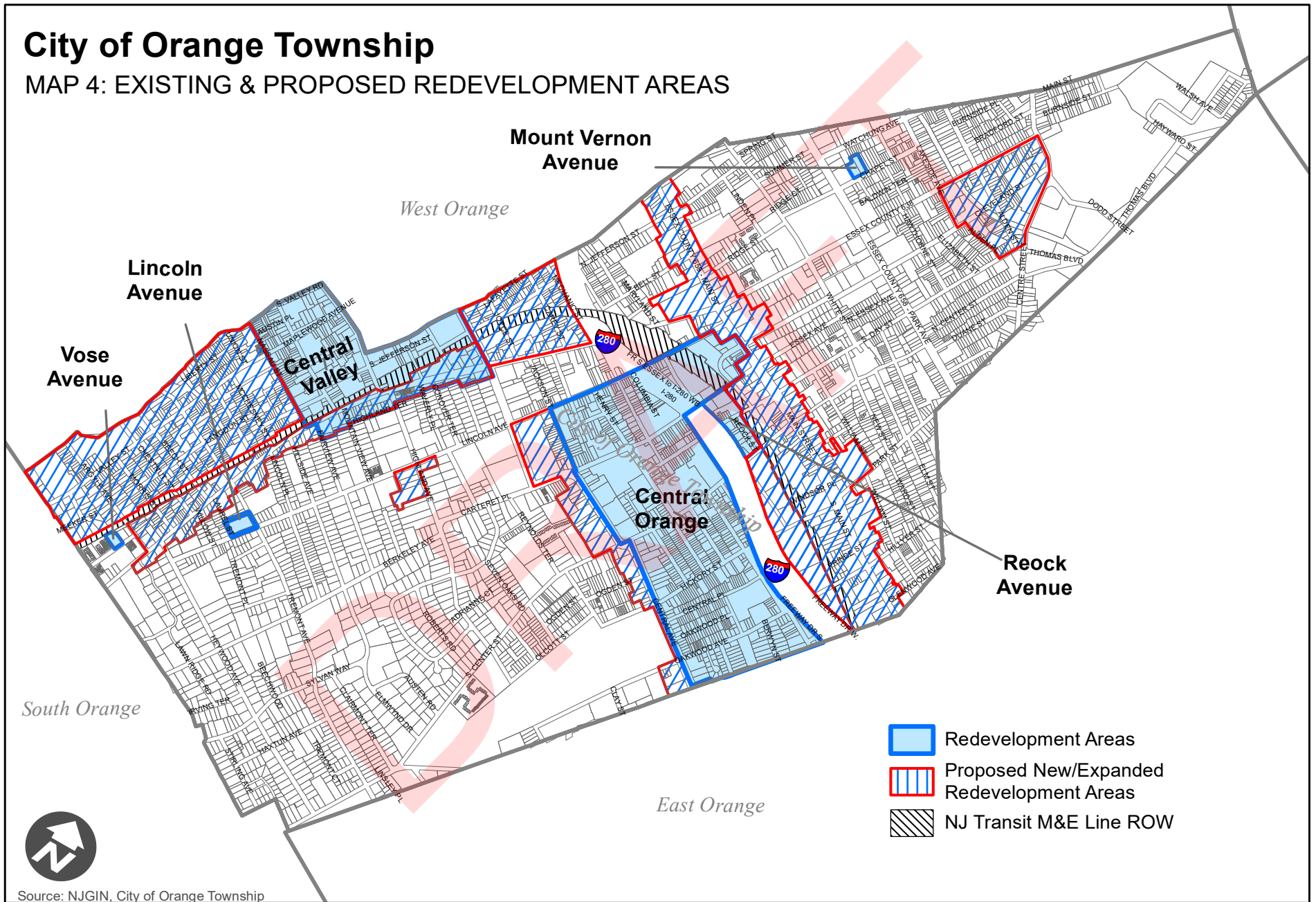
Historic Districts

There are currently four designated Historic Districts in the City. These include, St. Johns, Main Street, The Valley and Montrose-Seven Oaks. These districts are discussed in detail in the Historic Preservation Element.

3.1 Land Use

City of Orange Township

MAP 4: EXISTING & PROPOSED REDEVELOPMENT AREAS



Source: NJGIN, City of Orange Township

3.1 Land Use

3.1.4 PROPOSED NEW ZONING

Based on a detailed review of the existing zone districts and the existing land use throughout the City, the following changes are being recommended for the zoning districts and boundaries. These recommended changes were developed with an eye towards the future development of the City. The revised zoning map seeks to instill greater uniformity and consistency in land uses in areas throughout the City, while maintaining and strengthening existing neighborhoods, by the use of more appropriate land uses in desired areas.

As a part of the proposed changes to the existing zoning, the zone district designations are changed to better represent the permitted land uses. For example, the existing AA-Suburban Residential Zone is replaced with the R1-Suburban Residential Zone, and the existing A-1 One Family Residential is replaced with the R2-1 & 2 Family Residential.

Mixed-use (MX) zone designations have also been introduced to better identify the predominant land use and to manage future mixed-use growth.

Finally, the proposed zoning changes take into account the areas where new or expanded redevelopment areas are proposed. (See Map 4B)

The proposed new zones include:

- R1 - Suburban Residential
- R2 - 1 & 2 Family Residential
- R3 - Low Density Multifamily (3-10 units)
- R4 - Mid-Density Multifamily, (11-25 units)
- MX1 - Mixed-Use Low Density Residential (3-

- 10 units) & Commercial
- MX2 - Mixed-Use Mid-Density Residential (11-25 units) & Commercial/Other
- MX3 - Mixed-Use High Density Residential (25+ units) & Commercial
- CBD - Central Business District
- RDV - Redevelopment Areas
- CT - Cemetery
- Parks/Open Space

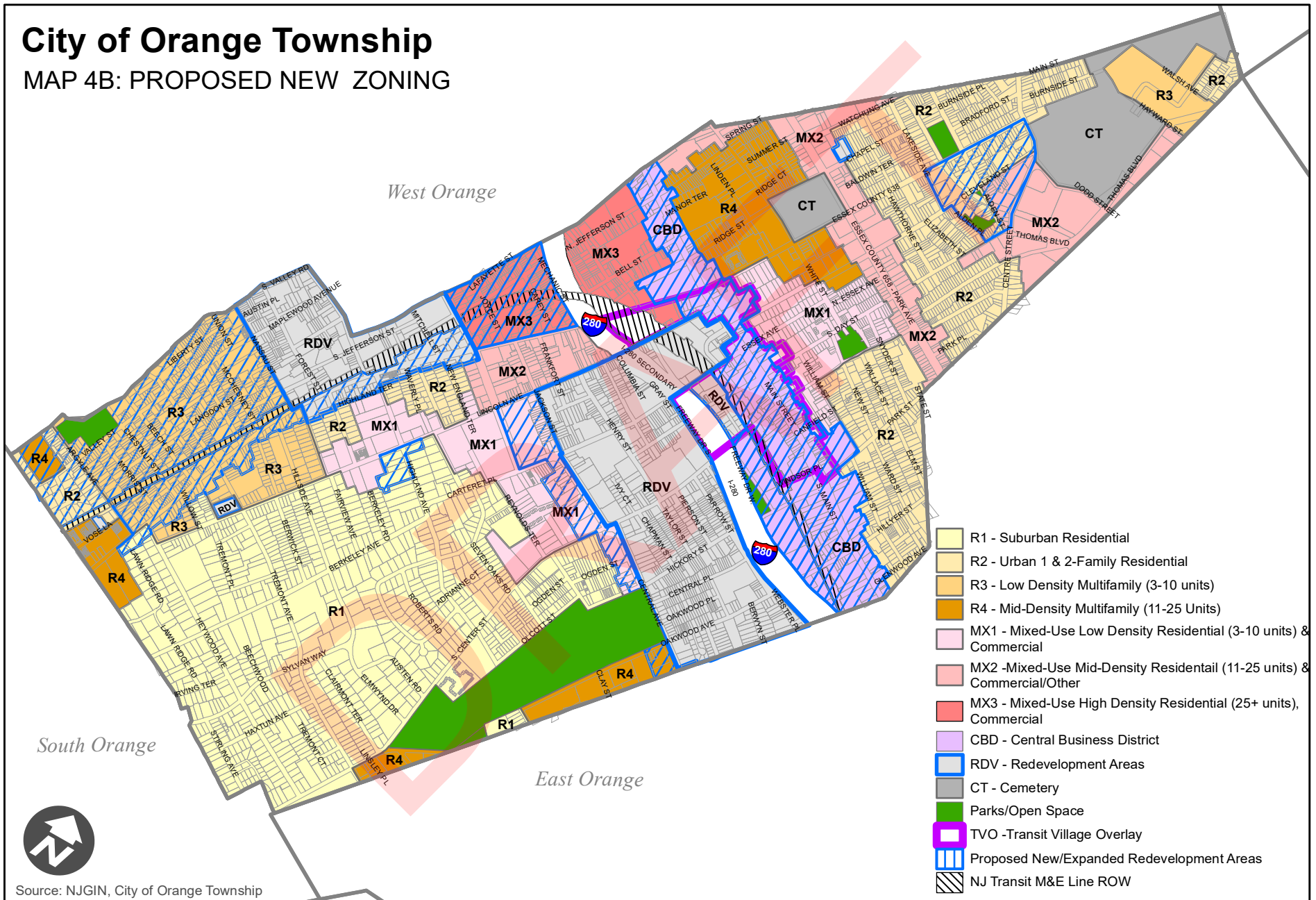
As indicated earlier, several new or expanded redevelopment area are being recommended. These include the expansion of the Central Orange Redevelopment Area (CORA) to include the lots fronting on the southern side of Central Avenue and the expansion of the Central Valley Redevelopment Area (CVRA) south to the South Orange Boarder and north to Interstate 280.

New redevelopment areas are recommended for Main Street, to extend southward to the N.J. Transit railroad right-of-way; for the vacant and underutilized parcels at the northeastern and southeastern corners of the Highland and Lincoln Avenue intersection; for the parcels fronting on Scotland Road, from the South Orange border to Central Avenue; and for the area bordered by High Street, Washington Street and Lakeside Avenue (See Map 4).

In each instance, the creation of a redevelopment area and the accompanying plan will allow for the use of specialized design and bulk standards, as well as eligible financial incentives, to spur development.

3.1 Land Use

City of Orange Township MAP 4B: PROPOSED NEW ZONING



3.1 Land Use

3.1.5 RECENT AND PLANNED DEVELOPMENT

Over the past decade, much development has taken place in Orange, much of it spurred by NJ Transit Midtown Direct service, providing a one-seat ride from the City's two train stations directly into Manhattan. As such, much of the development taking place has been multifamily residential. As detailed in the Housing Element, since 2009, the number of building permits issued for structures with 5 or more dwelling units has increased steadily through 2013, when there was a relatively small decline. Between 2013 and 2015, the number of permits issued for this type of building increased dramatically before declining sharply in 2016. Since then the number of permits is again on the rise. This fluctuation has generally reflected changes in the wider economy. The larger development occurring in the City over this period include the following:



Mixed Use Development at Tony Galento Plaza

Project	Type	Residential Units	Commercial Space
Hat City Lofts			
475 South Jefferson Street	Residential (For Sale)	32	
169-177 Central Ave. (Former Peppermint Lounge)	Mixed Use	40	7,000 sq.ft.
400 South Jefferson Street	Mixed Use	8	3 Retail Units
Tony Galento Plaza			
Lackawanna Plaza	Mixed Use	113 - rentals	6,000 sq.ft.
Linc 52 @ Orange Station			
52 Lincoln Ave	Residential (For Sale)	24	
580 Forest Street	Mixed Use	7	Art Gallery
61- 81 High Street			
Highview Village	Residential (For Sale)	28	
555 Central Avenue South Street	Mixed Use	19	1,200 sq.ft.
Cathedral Gardens (8 Two-family Dwellings)	Residential	16	
Central Orange Village (Scattered Sites)	Residential	53	
310 Mechanic Street			
Central Orange Village II	Residential	7	
Harvard Printing Apartments			
550 Central Avenue	Residential	128	
751 Vose Avenue	Residential	50	
Valley View Apartments			
493 Valley Street	Residential	XXX	
377 Crane Street	Residential	275	
50 & 55 S. Essex Street	Mixed Use	72	5,000 sq.ft.

3.1 Land Use

Affordable Housing Development

As noted earlier, there are a relatively large number of vacant properties in the area south of I-280, bounded by Central Avenue, Center Street and Oakwood Avenue. The Orange Housing Authority (OHA) has undertaken several large-scale developments on sites within this area, which has helped to spur revitalization in the area.

In 2017 the OHA received Orange Planning Board approval for the construction of 44 residential units on four scattered sites within this area. The proposed development will consolidate several vacant parcels and assist in furthering the revitalization of this area.

The lack of parking continues to be a significant issue in this area, with many of the existing properties not having off-street parking. The proposed OHA development provides the number of off-street spaces required under the Central Orange Redevelopment Plan, which governs development in this area. Even with the required spaces, parking remains a significant issue and is discussed in more detail in the Circulation Element.



Orange Housing Authority's Washington Manor

3.1 Land Use

3.1.6 POTENTIAL STRATEGIC DEVELOPMENT SITES

The City of Orange Township continues to solicit and attract development strategically throughout the City. There are several sites throughout the City that offer excellent potential for both residential and commercial development. These are sites that have been vacant, abandoned or otherwise underutilized for an extended period. These sites are also strategically located in areas where their development can have a broader impact of stimulating residential and economic development in the surrounding area. These sites include the following:

350 Washington Street

This site is occupied by a large vacant industrial property fronting on both Washington and Cleveland streets. To the south of the site is an existing stone-fabricating business and a liquor store. The surrounding area includes residential properties on Cleveland and Alden streets. The site is also close to the NJ Transit Orange Bus Depot located on Washington and Dodd streets.



Old UNICORP Site

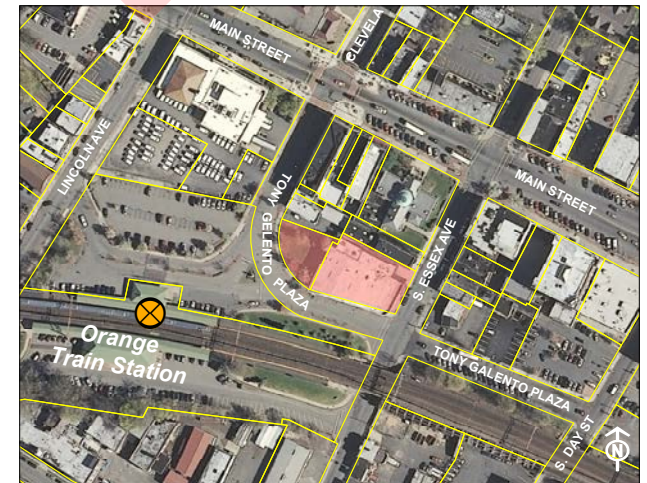
This site is bordered by Lakeside Avenue on the south, High Street on the west, Cleveland Street to the east and the Orange Garden Center on the north. The site is occupied by several large vacant industrial buildings and remnants of an electrical switching station. It is adjacent to the Orange Garden Center (north) and College Park (west). The remainder of the surrounding area is primarily residential.



Former UNICORP Site

23 South Essex Street

This site is located on Tony Galento Plaza, directly opposite the Orange Train Station. To the west is the recently completed mixed-used development consisting of 113 residential rental units and ground floor commercial space. The site is also convenient to the Main Street commercial area.



23 South Essex Street

3.1 Land Use

Orange Memorial Hospital Site

This site is centrally located on Central Avenue and is close to I-280. It is within one-quarter mile, a short walking distance, of the Orange Train Station. The surrounding area is a mixture of residential and commercial uses.



Orange Memorial Hospital

Central – Scotland Site

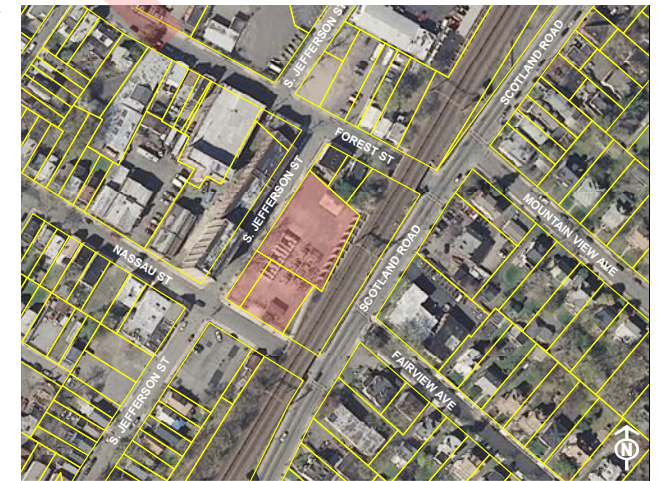
The site is at the major intersection of Scotland Road and Central Avenue, which is the gateway to the Valley Arts and Cultural District located to the southwest. This site is also within 900 feet of the Highland Avenue Train Station. The eastern parcel was previously occupied by a gasoline station, which has not been operational for several years. The western parcel is currently vacant.



Former Gas Station on corner of Central Ave. and Scotland

PSE&G Switching Station Site

This site is located within The Valley Arts and Cultural District. It is directly opposite the Hat City Lofts residential development and is within a quarter mile of the Highland Avenue Train Station. Surrounding uses include low and medium-density residential.



PSE&G Switching Station Site

3.1 Land Use

Old Police HQ Site

This site, previously the Orange Police Headquarters, has excellent potential for an adaptive reuse project. It is near the City's historic Seven Oaks neighborhood and within a half mile of the Highland Avenue Train Station.

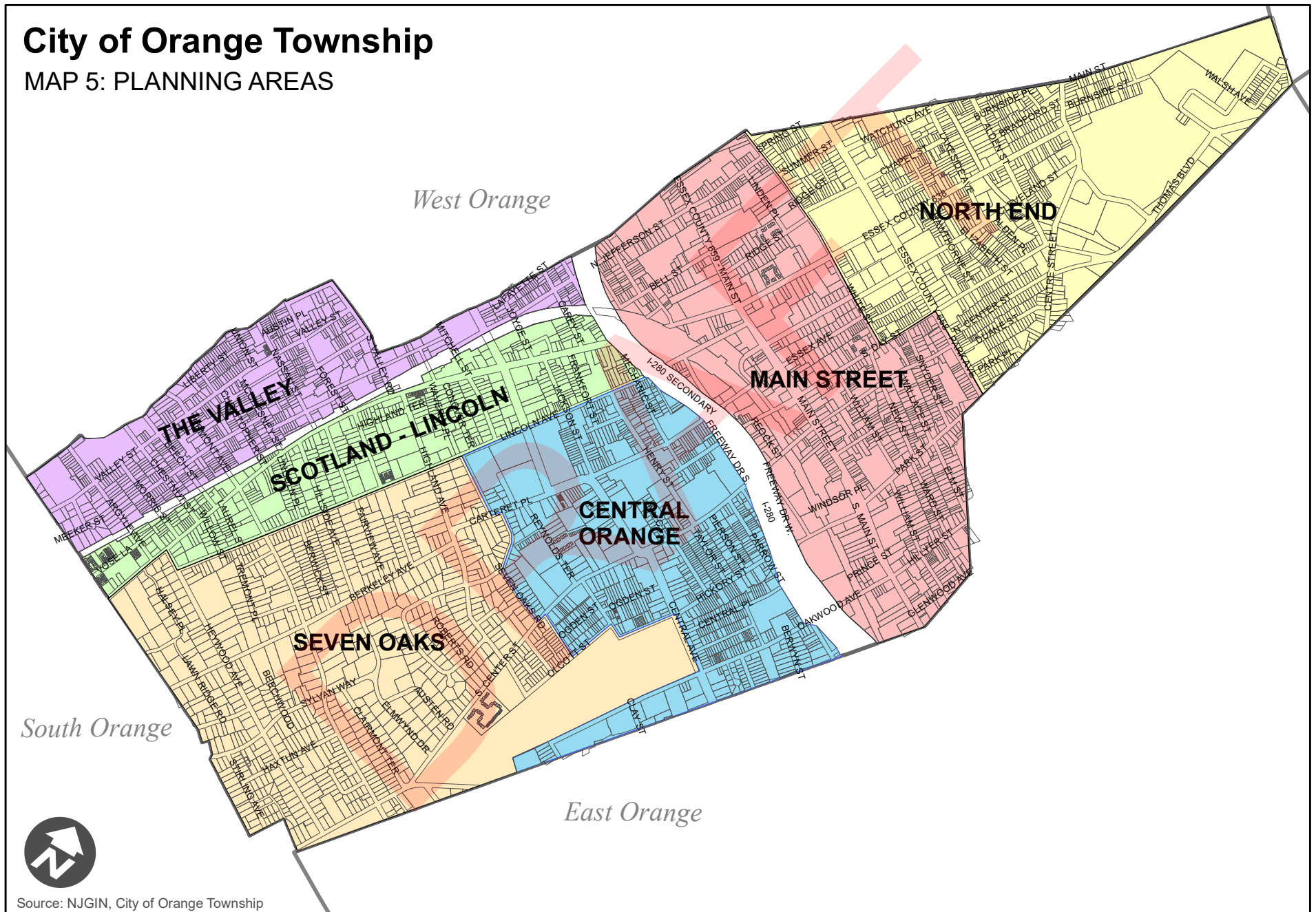


Former Orange Police Headquarters Site

3.1 Land Use

City of Orange Township

MAP 5: PLANNING AREAS



Source: NJGIN, City of Orange Township

3.1 Land Use

3.1.7 PLANNING AREAS

Orange's 2006 Master Plan established "Planning Areas" within the City with the goal "to take the Orange land use plan to the more local or neighborhood level." The 2006 Plan divides the City into six areas identified as having commonalities in socio-economic characteristics and development patterns, as well as other attributes. These planning areas remain appropriate for the land use discussion in this Plan (See Map 5).

The six planning areas used in the 2006 Master Plan will be used in this Plan. The following describes the area and includes current development and recommendations:

North End: This planning area includes the portion of the City north of White Street between the West Orange municipal border and South Day Street and Park Avenue, between South Day Street and the East Orange municipal border. This area is characterized by primarily residential uses, with some commercial uses located along Washington Street. This area also includes the NJ Transit Bus Depot and a portion of Rosedale Cemetery, which extends into the adjoining towns of Montclair and West Orange.

Most of the North End planning area is zoned A-2 (One, Two and more Residential) with relatively isolated commercial, which is generally consistent with the existing land uses throughout the area. The existing zoning throughout the North End remains appropriate. However, based on the land use survey, it is clear that many of the uses in this

area are not consistent with the prescribed zoning. The zoning in this area should be re-examined and refined to reflect the predominant uses that now exist in the area and the appropriate direction of future development.



Star Tavern

There are also two sites located in this planning area which have been identified as potential sites for strategic development. These are the Old Unicorp site (Lakeside Avenue between High and Cleveland Streets) and the 350 Washington Street site. A redevelopment plan should be created, incorporating these sites to help in attracting development and investment. The development of these two sites will have an impact on the surrounding area.

As previously recommended in the 2006 Master Plan, the appearance of Park Avenue should be addressed, especially the area east of North and South Day streets. A program of streetscape improvement/beautification should be implemented, including the planting of street

trees on the eastern end of Park Avenue, where the canopy has become particularly sparse.

Main Street: The Main Street Planning Area includes the area bounded on the north by White Street between the West Orange municipal border and South Day Street and Park Avenue, between South Day Street and the East Orange Municipal Border, and to the south, by the I-280 right-of-way. This area includes the Main Street commercial corridor, Orange's primary business district. The properties fronting on Main Street are almost entirely commercial, with some institutional uses. This area is characterized by primarily commercial and mixed use (residential/commercial) land uses, with some medium and higher-density residential to be found along White Street and the eastern area adjacent to East Orange. Orange City Hall and Police Headquarters are located within this planning area. The Planning Area also includes the Orange Train Station and encompasses the City's Transit Village Overlay District.



Main Street at N. Day Street

3.1 Land Use

The C-2 Central Business Zone is located at the center of Main Street, between Cleveland and Park streets. This zone permits residential dwelling units above ground floor commercial. As recommended in the Economic Development Element, efforts should be made to utilize the upper floors of the existing buildings where possible. This includes both residential and professional office uses, both of which are already permitted under the existing C-2 and C-1A zoning. This will help in achieving a critical mass of residents in the “downtown,” to spur new economic activity in the area.

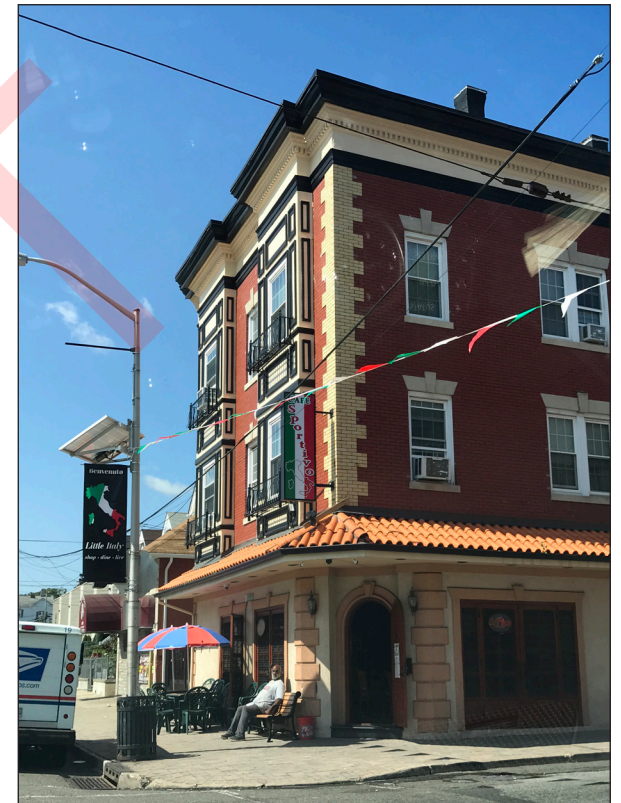
The 2006 Master Plan previously recommended that the core of the retail district, encapsulated by the C-2 zone, be consolidated between Cleveland and Hickory Streets. The reasoning was based on the fact that the western end of the area was predominantly used for civic and transportation purposes. However, with the new mixed-use and residential development at the Orange Train Station and Lincoln Avenue, it is now more appropriate that the C-2 Zone be extended to the west, to Scotland Road/High Street, to include the properties fronting on the northern side of Main Street and extend south to the NJ Transit right-of-way. This will effectively incorporate most of the C-2 Zone into the pedestrian-oriented Transit Village Overlay District and allow for targeted development of transit-supported uses in this area. With this change, the Central Business District will extend from Scotland Road/High Street on the western end to Hickory/Park Street on the eastern end.

The recent development within the Main Street planning area, including 50-55 East Essex Avenue, Linc 52 @ Orange Station and Tony Galento

Plaza, and planned developments at Reock Street and Crane Street, will significantly increase the residential units located in the Central Business District. The permitted uses in the C-2 should be revisited to include commercial and service uses that support the increased residential in the area. As discussed in the Economic Development Element, with the rise in the prevalence of e-trade and the apparent decline in brick and mortar retail, the traditional approach of attracting retail to the Central Business District will need to be rethought. Many downtowns have been shifting to a mix of convenience and “experiential retail.” Experiential retail and service uses include those that allow the consumer to be physically involved in the process, including:

- Personal services such as nail and beauty salons
- Health and fitness facilities such as yoga, massage and meditation studios, as well as traditional gyms
- Restaurants
- Cinemas and theaters that present plays, concerts, comedy shows, lectures, etc.
- Art galleries and stores

The retail and service uses contemplated will not succeed in the current environment because parking remains a significant barrier to the Main Street district realizing its full potential. To that end the existing public parking lot located between Center and Hickory Streets, adjacent to the NJ Transit right-of-way, should be replaced by structured parking, which will allow for an increase in the parking capacity. This parking facility would serve the core of the Main Street commercial corridor.



Mixed Use structure at Lincoln Ave. and Mechanic St.

The southern area of the Main Street Planning Area along Freeway Drive is zoned CD (Light Manufacturing). There are existing industrial uses located in this area. This zoning continues to be appropriate in this area.

The creation of a redevelopment plan for Main Street has been recommended. This will allow for the development and implementation of a comprehensive strategy for addressing the disparate issues and approaches to addressing them.

3.1 Land Use

Central Orange: This planning area includes the area between I-280 and Central Avenue and between Scotland Road and the East Orange municipal border. Most of this planning area is contiguous with the Central Orange Redevelopment Area. This area is characterized by a mix of residential, institutional and commercial uses, primarily fronting on Central Avenue. This area includes the largest concentration of vacant land in the City, including the Orange Memorial Hospital site.

This planning area encompasses most of the Central Orange Redevelopment Area (CORA). The zoning of the redevelopment area supersedes the underlying zoning. The CORA itself is divided into six (6) sub-districts. These include:

- Central Avenue Commercial Corridor
- Transit Village East
- Transit Village Center
- Transit Village West
- Residential Transit Village District
- Little Italy Residential Transit Village District

The Central Orange Redevelopment Plan, which regulates land uses and development within the CORA has been revisited several times since its adoption, with the most recent amendment occurring in September 2017.

It is recommended that the CORA, which now covers properties fronting on the northern side of Central Avenue, be expanded to incorporate properties fronting on the southern side of Central Avenue.

This planning area incorporates the densely developed area to the east of South Center Street where there are primarily residential uses, with some commercial interspersed. As discussed earlier, there are a significant number of vacant parcels and buildings in this area. The Orange Housing Authority has targeted the areas on Center Place and Oakwood Avenue for development, which has already had some impact in revitalizing the area. This area should be targeted for infill development of one to three-family residential development. This type is consistent with the existing housing in this area.

Within the Transit Village District West is the former Orange Memorial Hospital site, which includes several vacant and dilapidated structures as well as several vacant parcels. This site represents the potential for substantial development, which can have a far-reaching impact on the immediate surrounding area and beyond. A mixed-use development that will allow for a combination of residential, commercial and possibly institutional uses should be considered for this site.



Intersection of Scotland Road & Central Ave.

The southernmost area of the Central Orange Planning Area is located outside of the CORA and extends from the southern boundary of the CORA to Oxford Street, Fuller/Carteret Terraces and Clarendon Place, with Lincoln Avenue as its western boundary. The southern side of Central Avenue is zoned C-1 and C-1A. The remainder of the area is zoned A-2, B-1 and B-2.

Scotland Road Retail Corridor: This planning area includes the area between the NJ Transit right-of-way on the west and Lincoln Avenue to the east, between I-280 and the South Orange municipal border. It includes properties fronting on Scotland Road and is characterized primarily by commercial and mixed-use development, with some low and mid-rise multifamily residential uses interspersed along Scotland Road. The area between Scotland Road and Lincoln Avenue is characterized by low-rise residential on the side streets and mid and high-rise residential fronting on Lincoln Avenue.

Scotland Road is a major thoroughfare that provides access to The Valley District to the west and to the residential areas to the east, including the mid and high-rise development along Lincoln Avenue and the Seven Oaks area of the City. Despite the wider regional access that this corridor provides beyond the Orange City limits, its current C-1A designation (Neighborhood Commercial and Residential) remains appropriate in its current context.

The commercial uses here are generally neighborhood level, serving the residents in the immediately surrounding area. One of the few

3.1 Land Use

exceptions to this, however, is the U-Haul storage and truck rental facility located at Codner and Joyce streets, which draws from a wider area. This facility has recently expanded with an addition to its original storage building and to an existing commercial building located to the south of its original facility.

The area of Scotland Road between Fairview and Central avenues is located in the Central Valley Redevelopment Area (CVRA). The CVRA envisioned the Scotland Road Commercial Corridor District as an area of developed commercial and residential uses on the parcels fronting on Scotland Road.

Although this recommendation was never acted upon, it is clear that the Scotland Road corridor is in need of special attention to address the unique characteristics of this thoroughfare as a gateway to the City and to The Valley Arts district.



Hat City Kitchen in The Valley

A redevelopment plan should be developed to incorporate the properties fronting on both sides of Scotland Road.

The area between the parcels fronting on Scotland Road and Lincoln Avenue to the east are zoned A-1, A-2 and B-2. Due to its relative proximity to the Highland Avenue Train Station, this area continues to attract higher density development.

The Valley: This planning area encompasses the area south of I-280 to the South Orange municipal border and west of the NJ Transit right-of-way to the West Orange municipal border. It is characterized primarily by low and mid-rise residential, with a substantial number of commercially used parcels. This area also encompasses the Central Valley Redevelopment Area, which extends from Central Avenue to Nassau Street, and the Vose Avenue Redevelopment Area.

The northern area of The Valley Planning Area, extending from Central Avenue to Nassau Street is included as part of the Central Valley Redevelopment Area (CVRA). Beyond the southern boundary of the CVRA, the remainder of The Valley is zoned A-2, with a small area zoned A-1 and B-2 (adjacent to the South Orange border), and another small area zoned C-1. The Valley continues to solidify its identity as the City's arts and cultural district, due in part to the work of organizations like Valley Arts and others, as well as the creation of the CVRA, which has helped to spark development in the area through a combination of residential and mixed uses. It has also overseen the adaptive reuse of numerous previously industrial properties in the area.

To facilitate continued strategic development, the CVRA should be extended to the south to the South Orange border. The creation of sub-districts within the expanded redevelopment area should also be considered, to address the varied character of the area.

Seven Oaks: This area is bordered by Lincoln Avenue to the west, Clarendon Place, Carteret Terrace and Oxford Street to the north and includes Monte Irving Orange Park to the east. This area extends south to the South Orange municipal border.



House in Seven Oaks

The Seven Oaks Planning Area is the largest homogeneously developed area of Orange. With the exception of two areas, one adjacent to Monte Irvin Orange Park at South Center Street and Highland Avenue and along the Orange/East Orange municipal border between, which are zoned B-1 and B-2, most of the Seven Oaks planning area is zoned A-A. As stated earlier, this

3.1 Land Use

area of the City has the most restrictive zoning, permitting only single-family detached dwellings on large lots of 10,000 square feet or more.

In the past there have been some attempts to subdivide lots in this area. This must continue to be disallowed so that the integrity of the zone is maintained. In an effort to discourage encroachment from the surrounding areas, the A-2 zones, which abut the A-A zone to the west and north should be incorporated as part of the existing AA zone. This would curtail the conversion of single family houses to 2-family dwellings, which is permitted in the A-2 zone.

3.1.8 ISSUES, OPPORTUNITIES & RECOMMENDATIONS

Issues

Schools/Development. A lack of coordination exists between the school system and the City regarding the capacity of the area schools. On many occasions during the community engagement, it was felt that the City's schools were becoming more and more overcrowded and residents were concerned about the impact of continued development and the schools' already limited capacity.

Zoning Districts. In several instances the existing zoning districts overlap and do not adequately define the type of development permitted in them.

Redevelopment. General lack of an understanding of Redevelopment as a mechanism to spur development and revitalization.

Lack of action on abandoned property. There does not appear to be a workable strategy in place to address vacant and abandoned property around the City. The City should utilize State abandoned property legislation to help to manage and address this issue.

Illegal conversions. In conducting the land use survey for this Plan, it was noted that there were several properties that may have been illegally converted to a use not permitted in the area.

Communicate and collaborate. Improve and streamline the process for applications going before the City's Planning and Zoning boards. City agencies are not providing the required feedback

and comments on development applications, in all instances.

Recommendations

Zoning

- Pressure to erode the boundaries of the AA zone, which encompasses the Seven Oaks planning area, should continue to be strenuously resisted. The single-family detached character of the AA Zone should be maintained.
- The areas abutting the AA Zone to the north and the area east of Lincoln Ave. between Hillside and Tremont Avenues, all of which are now zoned as A-2 and should be incorporated into the AA Zone.
- Redefine and restate the permitted uses within the residential zones clarify some of the ambiguity that now exists and to eliminate the ability to opportunity for conversions to multifamily uses in the A1 and A2 zones.
- There should be no subdividing of the larger lots in the AA zone permitted.
- Eliminate CDA Zone in the area of Orange Gardens and replace with residential zoning (A-2). Most of this area should be included in an area investigation for the wider Three-Corners/ Washington Street area and a Redevelopment Plan produced.
- Increase Homeownership Opportunities

3.1 Land Use

through infill development and multifamily condominium and townhouse development.

- Identify and assess vacant/abandoned contiguous parcels for potential use as public open space.

Redevelopment and Rehabilitations Plans

- Redevelopment Plans should be developed for targeted development areas around the City, to Incentivize development. Targeted sites include the former Orange Memorial Hospital Site, Unicorp/Orange Garden Site and 350 Washington Street sites in North End Planning Area.
- Incentivize the use of unused upper floors of buildings along Main Street for residential and or office uses. Many of the upper floors of these buildings are now used as storage.
- A redevelopment plan should be developed for Main Street that incorporate the area between Ridge Street on the west and the East Orange municipal border to the east. The redevelopment area should extend to the N.J. Transit right-of-way to the south and extend one block to the north of Main Street. This will effectively incorporate most of the area into the Transit Village Overlay District.
- The recent and proposed development in and around the Orange Train Station will significantly increase the residential population in the area. The permitted uses in the district should be revisited to permit commercial and service uses that support

the increased residential composition of the area.

- The area around the Orange Train Station that is included in the designated Transit Village should be targeted for further development which will be consistent with the overlay zoning of the district. This includes increased mixed-use and transit supportive development at greater density within the district.
- To support economic, professional and residential uses in the downtown area, the existing surface parking lot located between Center and Hickory Streets, adjacent to the N.J. Transit right-of-way should be replaced by structured parking which will allow for increased parking capacity.
- The permitted uses within each of the sub-districts of the CORA should be revisited to allow for a greater variety of recreational and entertainment uses.
- The Central Orange Planning Area should be targeted for infill development of one and two-family residential development. This is consistent with the existing housing in the area and will also help in furthering the goal of home ownership.
- A subdistrict of the CORA should be developed exclusively for the former Orange Memorial Site. This will allow for a development approach that is tailored for this unique site. A conceptual plan for the site should be developed that address specific development goals.

- The CORA should be expanded to include properties fronting on the southern side of Central Avenue. This will allow for greater consistency of development along Central Avenue.
- The CVRA should be expanded to the north to Mechanic Street and to the south to the South Orange municipal border and separate sub-districts created, to reflect the varied character and development focus within the area.
- The parcels fronting on Scotland Avenue on both the eastern and western sides should be included in the CVRA as a subdistrict, where a targeted redevelopment strategy can be implemented.

DRAFT

Housing Element

3.2

3.0 MASTER PLAN ELEMENTS

3.2 Housing

3.2.1 Introduction

3.2.2 Households & Families

3.2.3 Housing Characteristics

3.2.4 Housing Resources

3.2.5 Issues, Opportunities & Recommendations



“People usually are the happiest at home.”

– William Shakespeare

3.2 Housing Element

Strategic Vision

To provide a range of safe, secure, attractive and affordable housing options, while increasing the supply of market-rate housing units.

How To Get There

1. Market the City's diverse housing stock.
2. Develop a "one-stop-shop" for all housing-related resources.
3. Increase homeownership.
4. Provide residents with financial literacy and homebuyer training.
5. Provide a housing rehabilitation program for homeowners.
6. Develop strategies to finance weatherization of older homes.
7. Encourage and promote LEED-Certified housing development.
8. Provide a more responsive system for permitting and inspections.
9. Ensure infill development that is compatible with the surrounding land uses.
10. Promote the conversion of vacant upper floors in commercial districts to residential units.
11. Identify and implement ways to help seniors age in place.

3.2.1 INTRODUCTION

Housing is at the heart of the challenges Orange faces. Without good, affordable housing options, people who care about the City and like living in it may be forced to leave. The cost burden of renting and owning is prohibitive for many, particularly with a population in which 21% is below poverty level and half earns less than \$34,999. For some perspective, in 2017 HUD identified a family of four in New Jersey earning less than \$68,000 as low income; under \$45,600 is considered very low income.

Orange also has the distinction of having the highest homeowner burden in the state, with 65% of homeowners spending 30% or more on housing costs, a problem intensified by the costs associated with keeping old houses maintained.

This income/cost burden situation then cascades: with fewer residents, local businesses suffer; the property tax base shrinks and that can lead to cuts in services; there is less to spend on other life necessities including food, transportation, healthcare or saving for retirement; and it can often mean that the only people who can live in the city are newcomers with higher incomes and the ability to afford the rents and fix up houses.

Several residents raised related points during the engagement sessions, including that Orange should "value its current citizens," "preserve affordability," be a city that supports "mixed incomes" and "include a variety of housing types at all income levels." These responses also point to the duality of housing in Orange, an urban

3.2 Housing Element

American version of The Tale of Two Cities found in a single inner ring community.

These comments demonstrate the innate understanding the City's residents have about the qualities that will make their hometown healthy and help them attain what is often the biggest obstacle to achieving a good stable life – safe, affordable housing.

The Housing element lays out the issues that affect housing in the City, including household demographics, the kinds of housing available today and what is in the development pipeline. The element also outlines services available to those who rent and own. Based on research and findings, recommendations are also presented.

3.2.2 HOUSEHOLDS & FAMILIES

Based on 2018 estimates, there are approximately 11,176 households in the City of Orange Township.

This represents a decrease of over 6% from the 2000 level, when there were 11,874 households in the Township. Projections indicate that this decline will continue to slow over the next five years, with a projected increase of just under 1% by 2023. (See Chart 1)

The rate of growth/decline is substantially different from that of both Essex County and the State of New Jersey. Between 2000 and 2010, when Orange saw a 5.7% decline in the number of households, the number of households in the County remained flat and the State saw a 5% increase. Between 2010 and 2018, when the decline in the number of households in Orange is estimated to have slowed to just under 0.25%, the County and State saw increases of 3% and 2.5% respectively. Over the next five years, the number of households in the Township is projected to increase by just under 1%, with the County and State expected to increase at approximately 2% and 1.5% respectively. (See Chart 2)

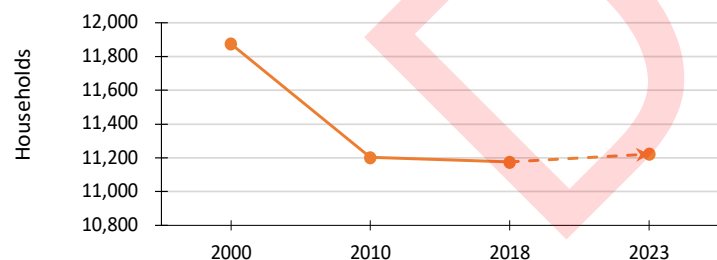
Despite the disparity in household size over the three jurisdictions, the average household size remained relatively constant, at 2.63 in the Township and 2.66 and 2.67 for the County and State respectively.

The breakdown of households in Orange by size shows predominantly smaller households, with an estimated 33% of households comprised of one person. An additional 24% are comprised of two persons, with three-person households accounting for 16%.

Households are comprised of Family households consisting of related individuals living under the same roof and Non-Family households consisting of unrelated individuals living under the same roof. Families accounted for an estimated 61% of all households in 2018.

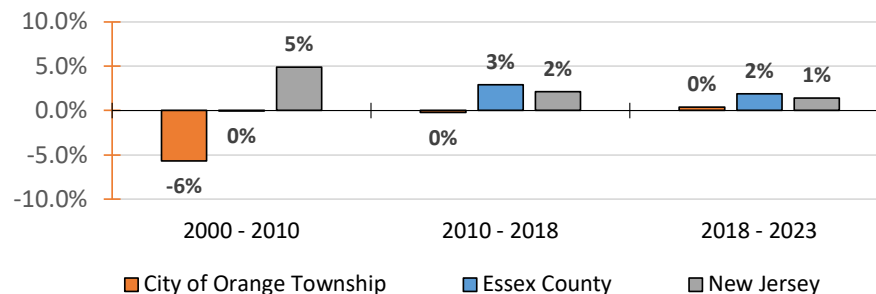
Among Family households, an estimated 47% were married-couple families, including approximately

Chart 1: Households
2000 - 2023



Source: Claritas - Pop-Facts Premier 2018; U.S. Census Bureau

Chart 2: Household Change
2000 - 2023



Source: Claritas - Pop-Facts Premier 2018; U.S. Census Bureau

3.2 Housing Element

25% that had children. An estimated 40% were single female-headed households, including an estimated 21% who had children. The number of single female-headed households with children is a segment of the resident population that is usually considered at-risk, holding potential implications for the City in terms of supportive policies and programs. (See Charts 3 & 4)

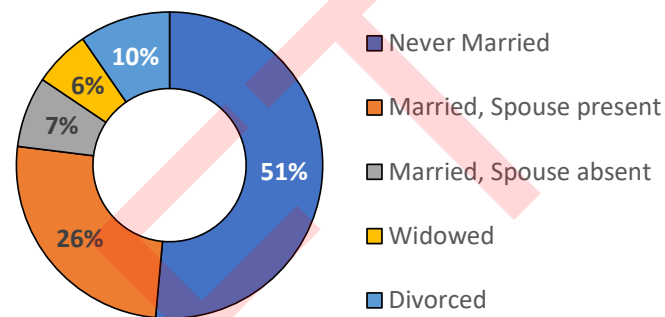
Another Family Type that should be considered is seniors. Whether members of this group want to downsize because family members have grown and they are now “over-housed” or they are too frail or their limited income does not allow them to manage and afford their current property, they need help from the City including assistance to allow them to age in place or other housing options that would allow them to stay in their communities.

Orange has several Naturally Occurring Retirement Communities (NORC) where pockets of seniors live because they choose not to leave their neighborhoods, underscoring the commitment to Orange that was evident in the engagement sessions. As discussed in the Community Facilities Element, local schools could initiate programs that help seniors maintain their property.

3.2.3 HOUSING CHARACTERISTICS

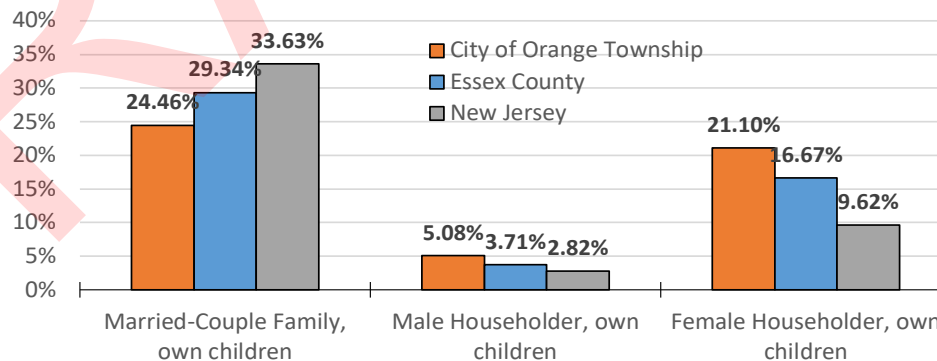
Based on 2018 estimates compiled by Claritas, Inc., there are approximately 12,333 housing units in the City of Orange Township. Of these, approximately 91% are occupied, of which 25% are owner-occupied and 75% renter-occupied. The number of owner-occupied housing units in

Chart 3: Marital Status - 2018
(Families)



Source: Claritas - Pop-Facts Premier 2018; U.S. Census Bureau

Chart 4: Family Type by Presence of Own Children - 2018
(Families)



Source: Claritas - Pop-Facts Premier 2018; U.S. Census Bureau

3.2 Housing Element

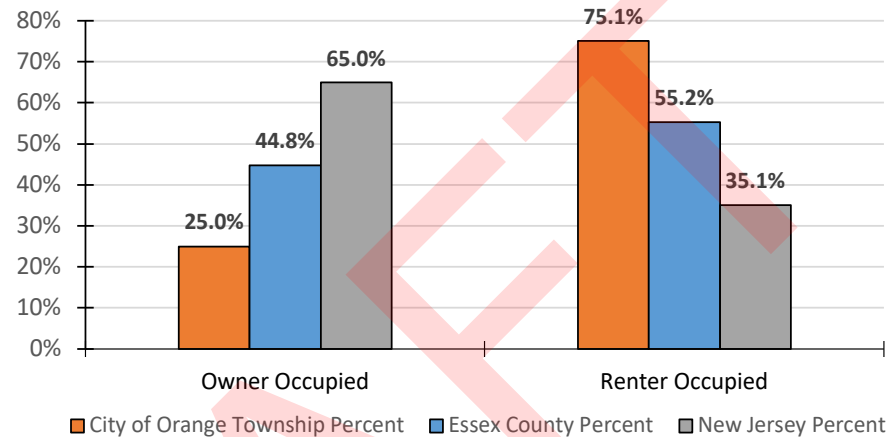
Orange is in great contrast to the owner-occupied housing unit levels in Essex County and the State of New Jersey, where the level is 45% and 65% respectively. (See Chart 5)

This is a significant indicator, as it speaks to the potential for a high unit turnover rate as well as a high vacancy rate. Based on 2018 estimates, the average length of occupancy for owner-occupied housing units was approximately 19 years, whereas the average length of occupancy for renter-occupied housing units was eight years. When the large number of renter-occupied housing units is factored in, the average length of occupancy takes on a greater level of significance.

With the relatively large number of housing units occupied by renters, there is the expectation that most of the residential structures would generally contain a larger number of housing units. According to 2018 estimates, 44% of housing units are in structures with 5 or more units in them. Approximately 39% are one and two-family units. In addition, approximately one-third of all housing units in the township were in structures with 20 or more housing units. The situation is quite different in Essex County and the State, where most units are in structures with only one and two units, accounting for 54% and 72% respectively. (See Chart 6)

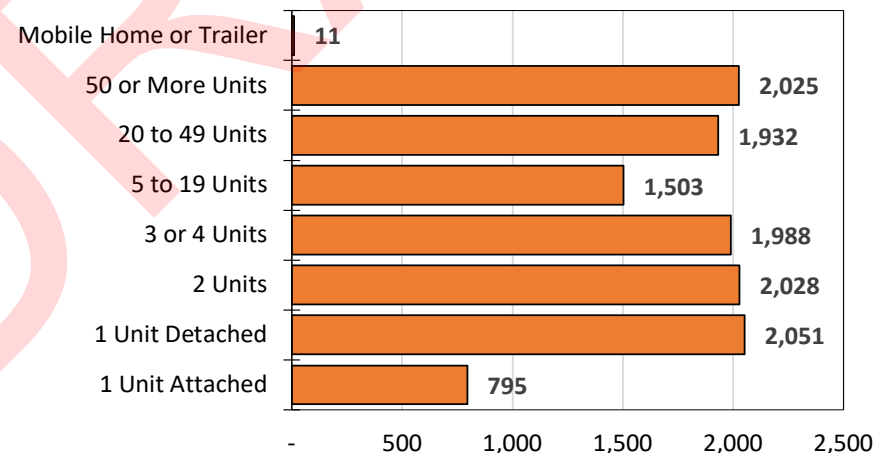
This situation is reflected in the data on building permits issued for New Privately Owned Residential Housing Units in the past decade. There was a surge in the number of permits issued for structures containing five or more housing units, starting in 2009 when there were 15 permits issued. The numbers increased through 2015

Chart 5: Occupied Housing Units by Tenure - 2018



Source: Claritas - Pop-Facts Premier 2018; U.S. Census Bureau

Chart 6: Housing Units by Units in Structure - 2018



Source: Claritas - Pop-Facts Premier 2018; U.S. Census Bureau

3.2 Housing Element

Household Characteristics

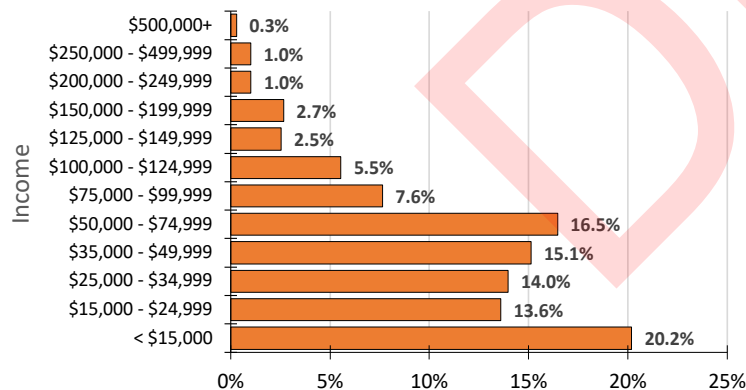
Inextricably tied to the housing units and the characteristics described above is the median income of the residents who occupy them. As mentioned before, based on 2018 estimates, there are approximately 11,176 households in the City of Orange Township. The estimated median income for Orange residents in 2018 was \$36,917. A breakdown of household incomes shows that almost half of the households in the Township earn less than \$34,999 per year, with 20% earning under \$15,000. (See Chart 11)

While the majority of residents had income from earnings (76%), there were a substantial number of households that derived all or a part of their incomes from supplemental sources. Approximately 26% of households reported income from Social Security and 10% from retirement. Approximately 24% of households reported receiving Food Stamps/SNAP, 7% received Supplemental Security Income

(SSI) and 5% received cash public assistance. (See Chart 12)

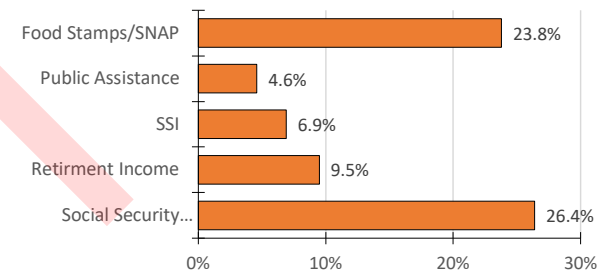
The number of Orange households with supplemental income is generally reflective of the economic status of the resident community. Looking specifically at the plight of families, those households with related individuals living under the same roof serves as a strong indicator of the level of economic stress experienced by residents. Based on 2018 estimates from Claritas, approximately 21% of the City's families had income below the poverty level, including families with children, which accounted for approximately 18%. The percentage of families living in poverty was approximately 10% higher than the level for Essex County and almost triple the level for the State as a whole. (See Chart 13)

Chart 11: Household Income - 2018



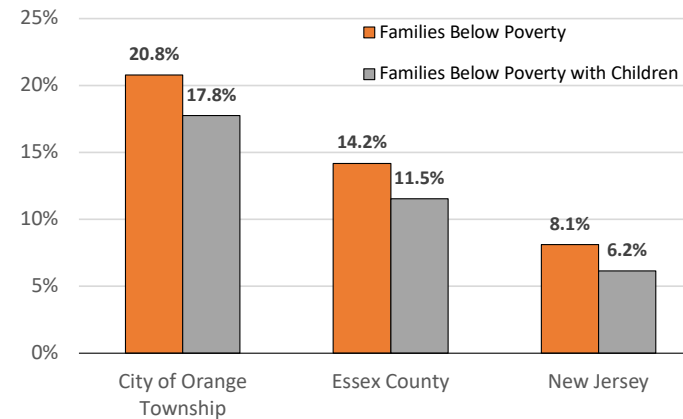
Source: Claritas - Pop-Facts Premier 2018; U.S. Census Bureau

Chart 12: Household Income by Type - 2016



Source: U.S. Census Bureau, 2012-2016 American Community Survey, 5-Year Estimates

Chart 13: Families Below the Poverty Level - 2018



Source: Claritas - Pop-Facts Premier 2018; U.S. Census Bureau

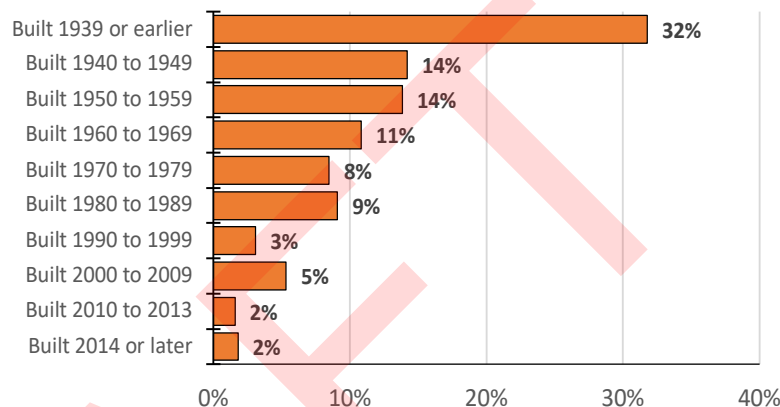
3.2 Housing Element

when they peaked at 646 permits issued for that unit type. However, between 2015 and 2016 the number of permits issued for structures of five or more housing units dropped significantly, going down to 360 permits issued. (See Chart 7)

While the precise cause of this relatively sudden decline is not certain, it is a part of a larger phenomenon in the housing industry that impacted the local, regional and national housing markets.

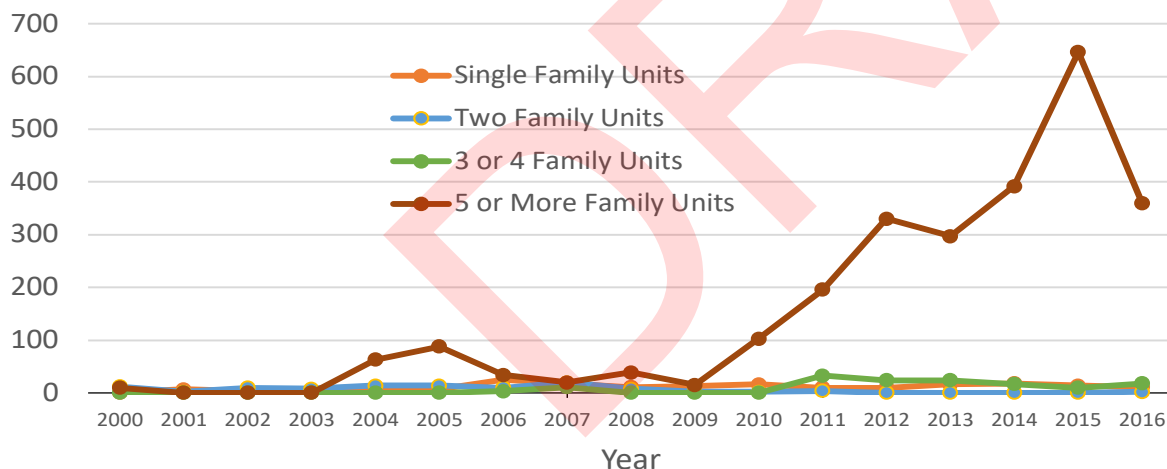
The age of the housing stock in the City is also a significant indicator. Based on 2018 estimates, almost half of the housing units in the City (46%) are located in buildings that are over 75 years (built in 1940 or earlier). This is in comparison to just

Chart 8: Housing Units by Year Structure Built - 2018



Source: Claritas - Pop-Facts Premier 2018; U.S. Census Bureau

Chart 7: City of Orange Township - Building Permits Issued
(New Privately Owned Residential Housing Units Authorized To Be Built)
2000 - 2016



Source: US Census Bureau, Manufacturing & Construction Division
Prepared by: New Jersey Department of Labor & Workforce Development

over 40% of the housing units in Essex County and 25% in the State of New Jersey which were built in 1940 or earlier. This indicator raises concerns over the need for ongoing maintenance of these older structures by owners, and their ability to keep up with it. (See Chart 8)

Looking more deeply at the characteristics of the housing unit, 89% of housing units had three or fewer bedrooms. One-bedroom and studio units alone accounted for almost 50% of housing units. Here again, the situation is quite different in the County and State, where the majority of housing units (46% and 58% respectively) included three or more bedrooms. In both County and State, one-bedrooms and studios only accounted for 26% and 17% respectively.

Altogether, these characteristics provide a useful composite of Orange's housing inventory: the average housing unit in the township is a studio

3.2 Housing Element

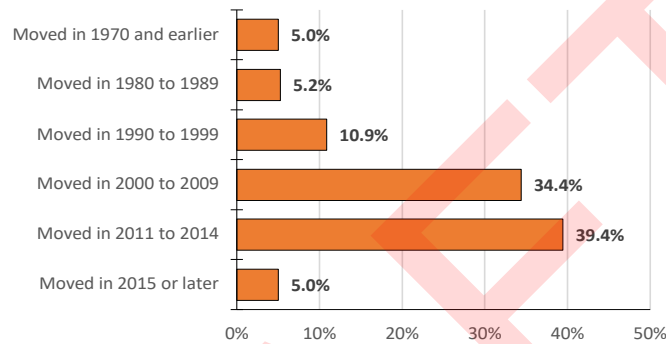
or one-bedroom rental unit in an older structure. With the great disparity between home ownership and rental units in the Township, the cost of ownership could be a contributing factor. Based on 2017 estimates, the median value of owner-occupied housing in Orange is \$243,385. This is below the median value in the County and State, which were \$366,889 and \$333,253 respectively. While at first glance this would imply greater buying value for housing in Orange, it may mean the houses are just as unattainable given the lower income levels and number of single income households.

Selected Housing Characteristics

Based on 2016 American Community Survey estimates, the majority of occupied housing units in the City have householders who have lived in their homes for 20 years or less. Census estimates confirm that almost 80% of the housing units are occupied by householders who moved in 2000 or later. This is in contrast to the County and State as a whole where approximately 70% and 65% (respectively) of housing units were occupied by households that moved in within the same period. Only approximately 5% of housing units were occupied by householders who moved in 1970 or earlier. (See Chart 9)

The American Community Survey 2016 estimates also showed that almost half of Orange's housing units (47%) had only one vehicle and another third (33%) had none. The remaining 20% of housing units had two or more vehicles available. The availability of vehicles was lower for the City than for the County and State. This is

Chart 9: Year Householder Moved into Unit - 2016
(Occupied Housing Units)



Source: U.S. Census Bureau, 2012-2016 American Community Survey, 5-Year Estimates

Chart 10: Vehicle Availability - 2016
(Occupied Housing Units)



Source: U.S. Census Bureau, 2012-2016 American Community Survey, 5-Year Estimates

likely due, in part, to the presence of Orange's two train stations, which makes commuting to work easier. (See Chart 10)

But it is also a reflection of household budgets that do not allow vehicles and therefore limit job options to those on the train line or in Orange. It may also be illustrative of an issue that was raised by some residents at community outreach sessions, that the lack of parking goes beyond problems on retail corridors and extends to neighborhoods where limited parking do not allow households to have more than one car. The need to expand off-street parking, forging agreements with owners of private lots and instituting permit parking areas by user-category (businesses, residents, commuters, etc.), is explored in both the Circulation Element and in the Land Use Element.

3.2 Housing Element

Housing Affordability

The number of families living in poverty is further compounded by the cost of housing within the City. A key indicator of the relative cost of housing within a community is how “burdened” residents are by their monthly housing costs. The U.S. Department of Housing and Urban Development (HUD) uses a generally accepted measure of housing affordability in which no more than 30% of a household’s gross income is spent on housing. This includes mortgage, rent, taxes and insurance. A household or family spending more than 30% of income on housing is said to be cost burdened.

Based on the estimated median household income within Orange (\$36,917) and on the HUD affordability measure of no more than 30% of the monthly household income allocated to rent and other housing costs, the average household in the

City would be limited to spending up to \$899 per month on housing. Each dollar spent above that figure would need to be taken from elsewhere in the household budget, including food, childcare, etc.

Based on 2016 American Community Survey estimates, approximately 60% of homeowners with mortgages in Orange were cost burdened. Homeowners without mortgages did not fare much better, with approximately 44% being cost burdened. These levels were much lower for the County and State, where 45% of County and 40% of State households with mortgages were cost burdened. The plight of renter households in the City was not any better, with 60% of renter households being cost burdened, effectively spending more than 30% of their household income each month on rent. This is in comparison to 56% for County and 53% for State renter

households. (See Chart 14 & 15)

The number of households that are spending significantly more of their incomes on housing than is deemed acceptable is an indication that the cost of housing in Orange is above the means of a significant number of its residents. This indicator takes on greater significance when the added cost and frequency of maintenance required for the older housing stock is factored in.

In the City’s 2006 Master Plan, “relative affordability of the housing stock,” was cited as one of the “major attractions” that brought new residents to Orange. The Plan indicated that based on 2000 U.S. Census data, only 30% of homeowners and 40% of renters were deemed to be cost burdened.

That number has changed dramatically. According to a 2017 United Way study that analyzed housing

Chart 14: Cost Burdened Owner-Occupied Households - 2016
(Monthly Housing Cost 30% and Over Monthly Income)

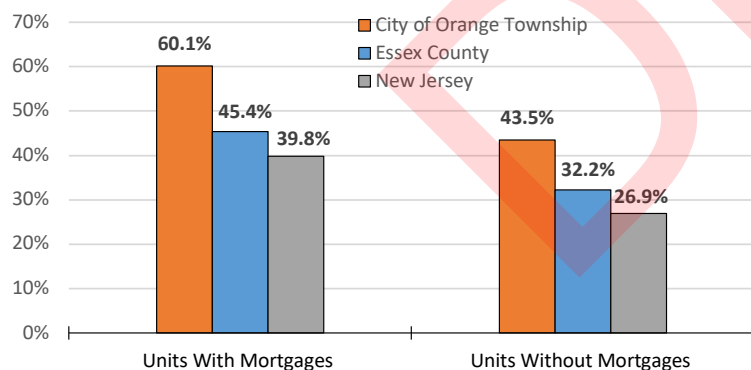
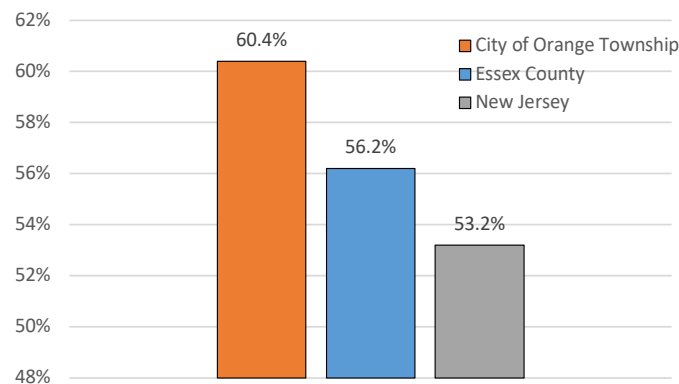


Chart 15: Cost Burdened Renter-Occupied Households - 2016
(Gross Monthly Rent 30% and Over Monthly Income)



Source: U.S. Census Bureau, 2012-2016 American Community Survey, 5-Year Estimates

Source: U.S. Census Bureau, 2012-2016 American Community Survey, 5-Year Estimates

3.2 Housing Element

costs in 13 states, New Jersey had the highest average housing costs. And when the analysis delved more deeply, 65% of Orange home owners spent more than 30% of income on household costs, a median of \$1,131 a month. This is the highest level in Essex County and in northern New Jersey – and it more than doubled since the 2006 Master Plan was released.

According to an article on NJ.com, a study in 2015 found that a renter in New Jersey needed to earn more than \$52,000 a year to afford fair market rent of \$1,309 for a two-bedroom rental. So even three years ago a unit of this size was out of the reach of most Orange residents.

As the housing market continues to develop in Orange, this situation potentially can result in many residents not being able to afford the cost of housing. That means they are often forced to move out, replaced by new residents better able to afford housing in Orange. This is a formula for gentrification that uproots and displaces families.



Affordable Housing Development at Three Corners

3.2.4 HOUSING RESOURCES

The City of Orange, through its housing authority, offers programs aimed at helping residents stay in their apartments and homes, or helps them find housing that offers more support services. Some programs, however, such as the Family Self-Sufficiency program is severely limited in the number of families it can help.

The City of Orange Housing Authority

The Orange Housing Authority (OHA) is a Public Housing Authority created under State and Federal Housing Laws as defined by State statute NJ. S.A. 4A:12A-1, et Seq., the “Housing Authority Act.” The OHA is governed by a seven-member Board. The Board is responsible to the U.S. Department of Housing and Urban Development (HUD) and the NJ Department of Community Affairs. The day-to-day operations of OHA are handled by an Executive Director appointed by the Board.

The OHA, like the other 3,000 plus housing authorities throughout the nation, operates low-rent housing programs administered by the U.S. Department of Housing and Urban Development (HUD) providing housing for eligible families under the U.S. Housing Act of 1937, as amended.

The OHA’s mission is to “help families and residents transcend their living experience to reach their full potential and desired aspirations.” The OHA envisions “a community in which all Orange residents are thriving and have access to quality and affordable housing opportunities that empower residents to realize their full potential.”

Housing Authority Programs

Low Rent Public Housing Program. The Low Rent Public Housing Program is designed to provide low-cost housing within the City of Orange. Under this program, HUD provides funding via an annual contributions contract. These funds, combined with the rental income received from tenants, are available solely to meet the operating expenses of the program.

Housing Choice Vouchers Program (HCV) – Section 8. The Authority administers a program of rental assistance payments to private owners on behalf of eligible low-income families under Section 8 of the Housing and Urban Development Act of 1974. The program provides payments covering the difference between the maximum rental on a dwelling unit, as approved by HUD, and the amount of rent contribution by a participating family.

Under the Section 8 Housing Choice Voucher Program there are key areas that provide programming to enhance the quality of living for OHA participants.

Family Self-Sufficiency (FSS)

FSS is a voluntary five-year savings incentive program offering a variety of tools and ongoing support to help Section 8 families build economic independence. The FSS grant is provided by and administered under the supervision of HUD. Although there are hundreds of qualified families living in Orange, FSS can accommodate no more than 50 families currently. If the program is full,

3.2 Housing Element

eligible families with completed and approved applications will be placed on a waiting list.

Eligibility

Heads of household, 18 years or older, willing to enter into a five-year contract, who have:

- Twelve months in the Housing Choice Voucher Program
- A signed lease and contract
- The desire to work toward self-sufficiency and homeownership

Program Objectives

- To provide families with services to obtain employment, including counseling, guidance and case management (child care, job training, education and other public or private services)
- To offer incentives that may lead to homeownership, including an accrued escrow savings account, funded and payable to each family when self-sufficiency is achieved. Participants may apply for withdrawals to use for homeownership, post-secondary education and business start-ups.

Housing Choice Voucher Homeownership Support

Qualified FSS participants and Section 8 HCV? tenants on a case by case basis may work toward purchasing a home and applying rental assistance vouchers to monthly homeownership-associated expenses, including PITI (principal, interest, taxes and insurance), mortgage insurance and homeowners' association fees.

Eligibility

First time home-buyers* with a qualifying family member employed full-time for one year and income not less than the federal minimum hourly wage x 2000 hours** with:

- A record in good standing with OHA
- Funds for down payment (1% from family resources)
- An acceptable credit history
- At least one year residing in Orange

* Except disabled applicants who may have owned previously, and single parents who owned with an ex-spouse.

** Disabled income not less than monthly SSI payment for individual x 12 .

Program Objectives

- To help families, often ineligible through existing mortgage qualifying procedures meet the criteria for homeownership
- To offer opportunities to acquire wealth through home equity
- To provide household stability in safe and decent living environments
- Those eligible will participate in credit counseling and pre-ownership planning along with an overview of homeowner

responsibilities.

Participants will receive guidance to qualify for financing compliant with OHA requirements. When an approved single-unit dwelling in the OHA service area is located, there will be help negotiating price and terms of sale, including inspections and repairs.

The contract will be reviewed and approved by OHA as well as a licensed attorney in the state of New Jersey. OHA will determine the monthly assistance payment the family will receive. In addition, OHA will connect participants with support services to maintain financial stability after the purchase of their home.

Public Housing Capital Fund Program. The purpose of the Capital Fund Program is to provide another source of funding to cover the cost of physical and management improvements and rehabilitation on existing low-income housing and improving the central office facilities. Funding for this program is provided by grants from HUD.

Congregate Housing Services Program. The Congregate Housing Services Program offers grants to states, units of general local government, public housing authorities (PHAs), tribally designated housing entities (TDHES) and local nonprofit housing sponsors to provide meals and other supportive services needed by frail elderly residents and residents with disabilities in federally subsidized housing. It is a project-based rather than a tenant-based program.

Through public housing, OHA clients may access the NJ Food Bank, Congregate Housing Meal and

3.2 Housing Element

Housekeeping Services and Medical Programs. Other resources are available on an as-needed basis.

Affordable Housing Units

Including the affordable housing units developed by the Orange Housing Authority, there are approximately 583 affordable housing units within the City. These units are primarily in 100% affordable housing developments, with the majority being developed through new construction. Table 1 below provides a listing of the affordable housing throughout the City.



Affordable Multifamily Development

3.2 Housing Element

Table 1 – Affordable Housing Units

Project/Program	Project Type	Affordable Units	
		Total	Completed
New Construction			
182 Pierson Street	New Construction	6	6
50 & 55 South Essex Ave.	New Construction	-	-
ARC of Essex County 1	Supportive/Special Needs	3	3
ARC of Essex County 2	Supportive/Special Needs	7	7
Brass Company II	New Construction	-	-
Central Orange Village II	New Construction	-	-
Cerebral Palsy of North	Supportive/Special Needs	6	6
Churchview	New Construction	8	-
Galento Plaza Transit Village	New Construction	-	-
Lincoln Avenue Apartments	New Construction	67	67
Lincoln Court I and II	New Construction	84	84
Mendham RCA/ St. Matthew/Hickory on the Park	New Construction	-	-
Millennium Home	New Construction	38	38
Orange - Tri Corner Homes	New Construction	30	30
Russ "Pop" Monica Homes	New Construction	16	16
South Essex Court	New Construction	75	75
Start Easy Eagle Development	Supportive/Special Needs	9	-
The Berkeley	New Construction	50	50
Valley View Apartments	New Construction	24	24
Walter G Alexander - Phase I	New Construction	62	-
Walter G Alexander - Phase II	New Construction	-	-
Walter G Alexander - Phase III	New Construction	59	-
Sub-Total		544	406
Rehabilitation			
Essex County Rehab Program	Rehabilitation	51	51
Essex Housing Preservation	Rehabilitation	-	-

Mount Carmel Towers	Rehabilitation	-	-
Municipal Rehab Program	Rehabilitation	27	19
Sub-Total		78	70
TOTAL NEW CONSTRUCTION		622	476
RCA-New Construction			
Hanover RCA/ BJM Parrow Street	New Construction	2	2
Hanover RCA/ Toma Parrow Street	New Construction	4	4
Hanover RCA/ Tri-Corner Homes	New Construction	1	1
Harding RCA/ 339 Park Avenue	Supportive/Special Needs	10	10
Harding RCA/ Florence Apts.	Inclusionary Development	8	8
Harding RCA/ Grand Central	Supportive/Special Needs	9	9
Harding RCA/ Rus Pop Monica Court	New Construction	10	10
Mendham RCA/ Tri-Corner Homes	New Construction	1	1
Mountain Lakes/ Grand Central	Supportive/Special Needs	1	-
Mountain Lakes RCA/ 48-50 North Center Street	New Construction	1	1
Mountain Lakes RCA/ Garcia Homes	New Construction	1	1
Mountain Lakes RCA/Tri-Corner Homes	New Construction	5	5
Mountain Lakes RCA/ Parrow Street-Toma	New Construction	3	3
So. Orange RCA/Tri-Corner Homes	New Construction	14	14
Sub-Total		70	69
RCA-Rehab			
Hanover RCA/ Orange Rehab Program	Rehabilitation	2	2
Harding RCA/ Orange Rehab Program	Rehabilitation	26	26
Mendham RCA / Rehab Program	Rehabilitation	2	-
Mountain Lakes RCA/ Rehab Program	Rehabilitation	5	5
So. Orange RCA/ Rehab Program	Rehabilitation	16	5
Sub-Total		51	38
TOTAL RCA-REHAB		121	107
GRAND TOTAL		743	583

3.2 Housing Element

3.2.5 ISSUES & RECOMMENDATIONS

The Township of Orange can build upon the City's foundation of existing housing stock – old, newer and planned but not yet built – to make the City a better home for its own residents. It also can transform Orange into an appealing choice for people who want to be closer to New York or Newark but don't want to deal with those cities' even higher costs. First, however, the City needs to confront and find solutions for the challenges endemic to inner ring cities.

Issues

Too small, too expensive. The city has a large number of apartments that are overpriced for current residents and too small for the families often crammed into them.

Costs associated with older buildings. There are high repair and maintenance bills for homes that are owner-occupied, and for those that are rentals. Owners of rental properties often cannot or do not keep up with repairs. Almost 50% of housing units are in buildings over 75-years old.

Cost-burdened residents. Whether renters or owners, many spend well in excess of 30% of their income on housing, leaving less to spend on other necessities; 65% of homeowners spend more than 30% on housing costs, the highest level in the state.

Rising Taxes. Property taxes within New Jersey are among the highest in the nation and Essex County among the highest in the State. This trend

continues to plague households in Orange making the dream of homeownership less attainable.

Mortgages are tough to get. Those who want to own in Orange have been facing more hurdles since the 2008 mortgage meltdown. And now, interest rates are rising rapidly, making mortgages even more difficult to afford.

Recommendations

- Adopt an inclusionary zoning housing policy/ordinance to manage gentrification and allow existing residents the opportunity to stay in the City.
- Develop an assistance program to help homeowners with aging homes to repair and maintain their aging homes.
- Implement a financial literacy and homebuyer training program to assist resident in repairing credit issues that keep them from purchasing a home. The program would also educate residents in how to navigate the home buying process.
- Create and implement an infill-development program of 1 and 2-family homes that will utilize vacant and abandoned lots. The program could ideally be targeted to the Central Orange planning area where there is a concentration of vacant parcels. The goal of this program will be to increase homeownership within the City and allow individuals to afford homes by leveraging rental income.
- Create a Housing Resource Center, to serve

as a “one-stop-shop” for housing resources to help residents address housing and related issues. This program would connect residents with various local, State and Federal resources to assist them with any problems being faced.

- Develop special “Come Home to Orange” events that invite younger generations with community ties to explore housing options in the Orange. Hold cultural/history tours to reinforce pride in Orange, as discussed in the Historic Preservation Element.
- An “aging in place” plan should be developed to address the specific housing and related needs of Orange’s senior residents.
- Amend zoning laws to allow elderly residents to convert a basement or garage (where appropriate) into auxiliary space to house a caregiver, enabling seniors to remain in their homes. Or alternately, to allow families to make a similar conversion to allow an elderly family member to live with them.
- Facilitate the conversion of older industrial and commercial structures in The Valley, to “live/work” units. This will promote and support the artistic and cultural environment in this area of the City.
- Who needs Craig’s List... develop an “Orange List” that could become a “marketplace” to exchange needed services such as running errands, miscellaneous chores, provide childcare, etc. that neighbors could provide one another.

3.3

Economic Development

3.0 MASTER PLAN ELEMENTS

3.3 Economic Development Element

- 3.3.1 Introduction
- 3.3.2 Economic Profile
- 3.3.3 Retail & Service Base
- 3.3.4 Economic Development Programs & Initiatives
- 3.3.5 Issues, Opportunities & Recommendations



"Business will continue to go where invited and remain where appreciated."

– Unknown Source

3.3 Economic Development Element

Strategic Vision

To create a supportive business and entrepreneurial environment, that encourages investment throughout the City.

How To Get There

1. Create Business Improvement Districts (BIDs) to manage the City's commercial corridors.
2. Collaborate with the Chamber of Commerce to better understand the needs and concerns of businesses, to better support them.
3. Establish an Advisory Committee consisting of major local stakeholders, to provide feedback and recommendations on improvements/enhancements in commercial districts.
4. Reestablish community policing program to establish a presence within the commercial and business corridors.
5. Make the Main Street retail corridor more competitive by attracting and promoting an "experiential retail" component.
6. Implement a Complete Streets Program throughout all of the City's retail corridors, to provide a better shopping experience.
7. Create employment opportunities through the establishment of new businesses.
8. Pursue the strategic development of identified target sites to spur development in surrounding areas throughout the City.
9. Develop strategies to promote The Valley as the City's emerging Arts and Cultural District.
10. Review and amend Orange's development ordinances (including Redevelopment Plans) to include new and innovative uses which can help to promote economic development.
11. Strategically develop targeted sites to stimulate investments in commercial districts and surrounding neighborhoods.
12. Develop a mixed-use development strategy for the former Orange Memorial Hospital site.

3.3.1 INTRODUCTION

The City of Orange Township has been reinventing itself for centuries. It is a city that has known enormous change and has adapted accordingly.

It has gone from pastoral - Lenape tribal lands to agriculture that fed the growing city of Newark -- to highly industrialized, evolving as various manufacturing sectors waxed and waned.

Early on, tanning was a major industry in the town. Area hemlock trees yielded tannic acid, needed for the transformation of hide into leather. Boot and shoe-making followed. Then came hat making starting in the 1850s. By 1892 the business peaked, with Orange's hat factories, including Stetson, producing 4.8 million hats that year. In the 1890s, Orange gained a brewery that produced beer, under several different labels, until 1977. The next major industry was geared to running businesses, including Monroe Calculating Company and Bates Manufacturing Company, maker of staplers and stampers.

Orange, always a town with good access due to its rivers and canals, gained even more transportation traction starting in the 1830s. Newly installed ribbons of train tracks allowed the people of Orange and towns further west to reach Newark and New York City via the Morris and Essex Line. Eventually that line and others grew into NJ Transit, and in the mid 1990s, the train gained new importance when NJ Transit's Midtown Direct service was instituted, providing a faster, more convenient and comfortable one-seat ride into Manhattan.

3.3 Economic Development Element

This commuting miracle (no more changing trains at Hoboken) spurred greater development in the towns along the line. It is an amenity that continues to have great potential in attracting new residents and businesses. Midtown Direct and travel to Hoboken (and lower Manhattan), accessed by two train stations in the city, remain an amenity that the City can market to attract new residents and businesses. Interest in the Township has increased as more people look for affordable places to live and do business on a straight shot to Manhattan.

A less successful transportation innovation for Orange was Interstate 280, completed in 1973 and running from Newark to Parsippany-Troy Hills. This highway cut the City in half. Coupled with the after-effects of the Newark riots in 1967 that led to a dramatic change in demographics, Orange suffered. Nonetheless its three major corridors remain intact and offer solid opportunities for economic development.

Throughout this and other elements the City's 2006 Master Plan is referenced. That Plan provides important information on much of what exists in the City today and provides the rationale as to why a particular approach was recommended.

It is important to keep in mind, however, that many of the underlying conditions on which these approaches were based, have since changed. As a result of the economic concerns affecting the entire nation and other pressing local and regional issues, some of the recommendations made in the 2006 Plan were not implemented.

Today Orange is a racially diverse city of primarily low to moderate-income households. It has a

well-educated population and offers relatively affordable housing for certain income levels. The City has many opportunities for growth that benefit its residents if the right steps are taken.

As part of the process of creating the master plan, outreach sessions were held for people who live or work in Orange. Through public meetings, focus groups and written surveys, concerns and hopes have been captured. In summary, those who participated in these sessions feel hopeful about their city and believe it is a good place to live. That is a positive start. But they also shared disappointments that ranged from lack of parking and the depressing appearance of many parts of the city, to a belief that historic properties are worth preserving. Residents and other stakeholders understand the issues and remain hopeful that their city can engage in economic development that makes Orange more robust, provides more and better jobs and creates more opportunities to improve the quality of life.

This element, prepared in accordance with the New Jersey Municipal Land Use Law (MLUL) NJS 40:55D-28.b(9), provides an overview of the current economic conditions within the Township and areas of potential growth and expansion. The recommendations made spring from research, analysis and the input of stakeholders. They are centered on pragmatic actions and achievable results.



Shopping on Main Street

3.3 Economic Development Element

3.3.2 ECONOMIC PROFILE

at 7.3% in 2016.

Orange Township has an educated workforce with an unemployment rate higher than the average in Essex County or the State. Most of those employed must commute to work, since there are not enough jobs in the City. For 49% of the population in Orange, average income is under \$35,000. And rents often exceed the ideal of paying less than 30% of income in rent. There are clearly economic challenges for residents of the Township.

Labor Force Characteristics

According to the Bureau of Labor Statistics, the labor force is comprised of individuals aged 16 years and older who are either employed or unemployed but actively looking for a job. This excludes children, retired and institutionalized individuals or any one not actively seeking employment.

Based on NJ Department of Labor and Workforce Development data, Orange Township's labor force decreased by 8% between 2000 and 2016. This represents a reduction of over 1,000 residents in the labor force. There was a corresponding increase in the labor force in both Essex County and the State of New Jersey, of 2% and 6% respectively. (See Table 1)

During this period, which encompassed the "great recession" (2007 through 2009), the unemployment rate across all three jurisdictions rose steadily and peaked in 2010, when the unemployment rate in Orange was just over 12%. The rates have been on the decline since and stood

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

	2000	2005	2010	2015	2016
Orange					
Labor Force	15,226	14,599	14,552	14,161	14,025
Employed	14,376	13,647	12,797	12,996	13,002
Unemployed	850	952	1,755	1,165	1,023
Unemployment Rate	5.6%	6.5%	12.1%	8.2%	7.3%
Essex County					
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%
New Jersey					
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%

3.3 Economic Development Element

Educational Attainment

Educational attainment generally has a direct impact on success in the labor force. Orange has a relatively well-educated population, with approximately 81% of residents 25 years and older having completed education through the high school level or higher. This includes just over 45% who completed some college or have an advanced degree. Approximately 35% of residents have completed high school or possess a GED. (See Chart 1)

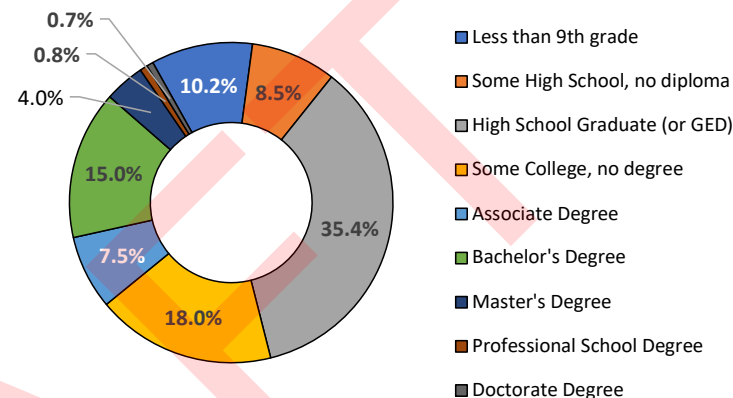
These levels of educational attainment are generally in line with the attainment levels for the county and state, where 94% and 84% of residents, respectively, reported attaining a GED or higher.

Income

According to data derived from Claritas – Pop-Facts Premier 2017, approximately half of the Township’s households (49%) earn less than \$35,000 per year (See Chart 2). This equates to almost 5,600 households, all of which possess limited disposable income. This factor is further illustrated by the Township’s median income, which in 2017 was estimated to be \$35,940. This was well below the median income for both Essex County and the State of New Jersey, at \$58,124 and \$75,854 respectively.

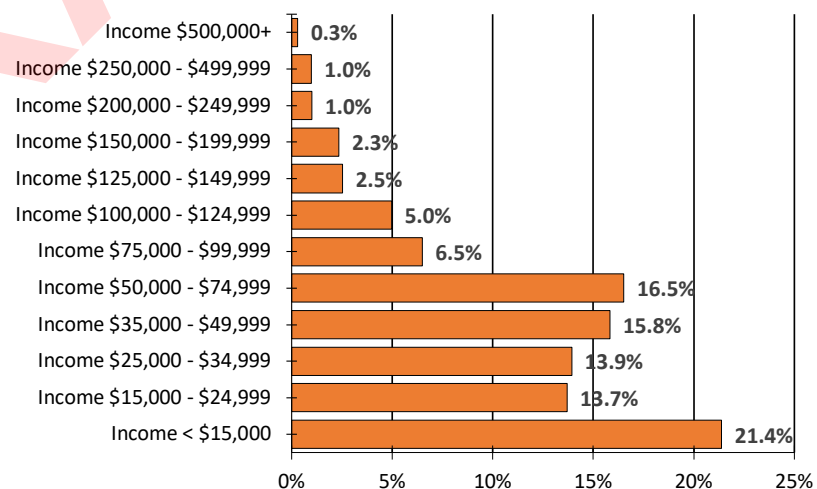
Chart 1: Educational Attainment - 2017

(Population 25+ Yrs Old)



Source: Claritas - Pop-Facts Premier 2017, U.S. Census Bureau

Chart 2: Household Income - 2017



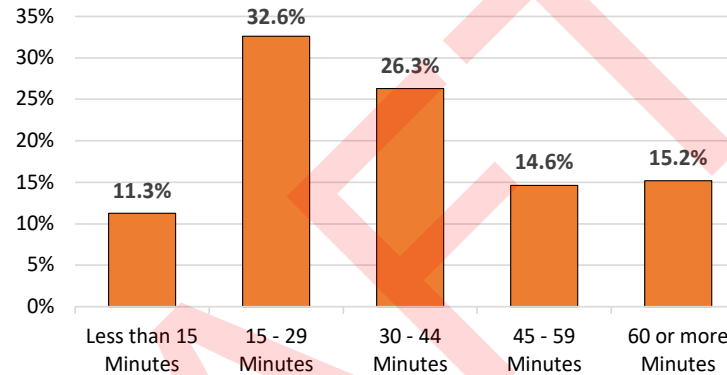
Source: Claritas – Pop-Facts Premier 2017

3.3 Economic Development Element

Travel to Work

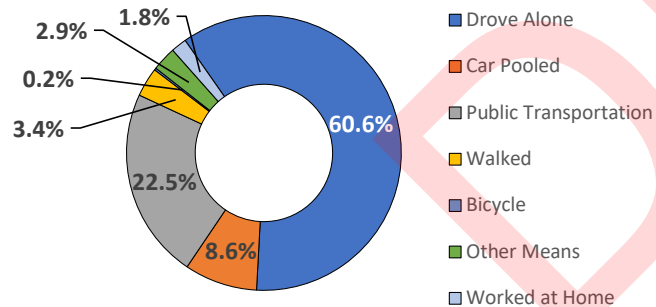
Most employed Orange residents (70%) have a daily commute of up to 45 minutes. The majority (61%) drove to work alone or car pooled, while 23% used public transportation. (See Charts 3 & 4). The use of public transportation to work by Orange residents is consistent with Essex County workers overall, yet almost double that in the state overall. This is most likely a result of Orange's two active stations (Orange and Highland Avenue) on the Morris and Essex Line.

Chart 4: Travel Time to Work - 2017
(Civilian Employed 16+ Yrs Old)



Source: Claritas - Pop-Facts Premier 2017; U.S. Census Bureau

Chart 3: Transportation to Work - 2017
(Civilian Employed 16+ Yrs Old)



Source: Claritas - Pop-Facts Premier 2017; U.S. Census Bureau



3.3 Economic Development Element

Employment

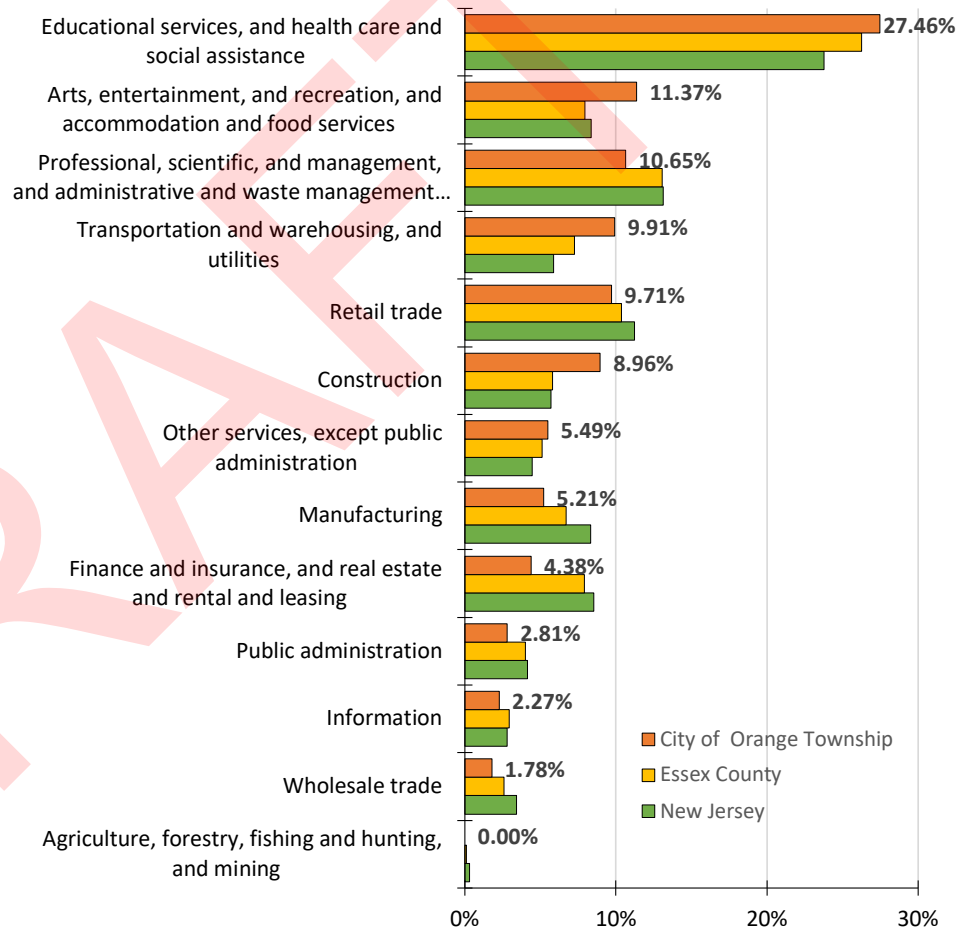
Nearly 75% of Orange residents are employed by the private sector, and 51% are in white collar jobs. Interestingly, most jobs in Orange are filled by non-Orange residents. Bringing more jobs into the City through economic development would decrease commuting costs and time spent traveling, helping to contribute to an overall better financial and quality-of-life situation for many.

Approximately half of Orange Township's residents are employed in three broad industry categories. These include 1) Educational Services, and Health Care and Social Assistance (27%); 2) Arts, Entertainment, and Recreation, and Accommodation and Food Services (11%); and 3) Professional, Scientific, and Management, and Administrative and Waste Management Services (11%) industries. (See Chart 5).

Looking at employment by occupation across these industries, most of Orange's residents employed in the Educational Services, and Health Care and Social Assistance industries had jobs that fell in the categories of Management, Business, Science, & Arts (43%) and in Service occupations (42%).

In another cut at the data (Source: 2012-2016 American Community Survey, 5-Year Estimates), across all industrial sectors, most residents were employed in Service occupations (29%), Management, Business, Science, and Arts (28%) and Sales and Office occupations (26%).

Chart 5: Employment by Industry - 2016
(Civilian Employed 16+ Yrs Old)



Source: 2012-2016 American Community Survey, 5-Year Estimates

3.3 Economic Development Element

Most employed residents worked primarily in the private for-profit sector (74%) and in white collar positions (51%). White-collar jobs are generally performed in an office or other administrative setting in contrast to blue-collar jobs, which generally require some level of manual labor (See Charts 6 & 7).

Housing Costs

Many Township of Orange residents fall into a category called ALICE, defined in a United Way study as asset limited, income constrained, employed. Adding to this already difficult financial situation is another burden. A significant number of residents pay as much as 40-50% of their household income on housing-related costs. This in turn has a direct impact on their disposable income, which affects their ability to support local businesses. This issue is discussed in greater detail in the Housing element but it is worth noting here for the ripple effect it has on economic development.

Employment Inflow and Outflow Analysis

An analysis of the U.S. Census Bureau's On the Map Data for 2015 shows that approximately 95% of employed Orange residents (12,145) worked outside of the Township, while the remaining 5% (600) worked in the Township. At the same time, there were approximately 5,153 non-residents who came to work in Orange each day. This indicates a net job inflow (incoming minus outgoing) of almost 7,000 jobs from the Township. Thus, approximately 90% of the local jobs are filled by individuals who come from outside of Orange. (See Chart 8)

Chart 6: Employment by Class of Worker - 2017
(Civilian Employed 16+ Yrs Old)

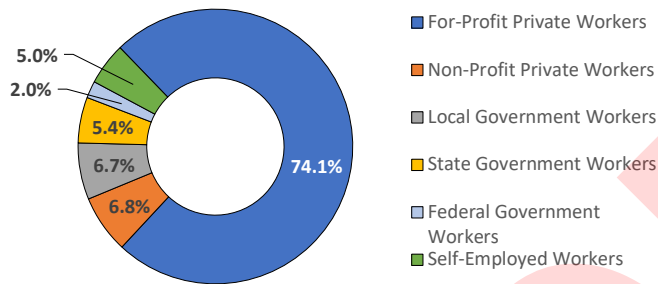
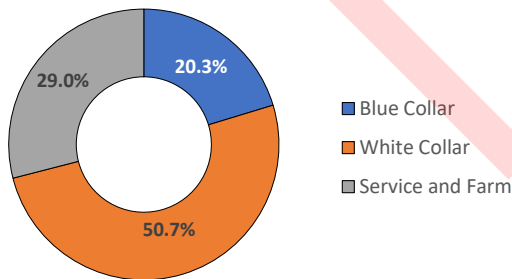
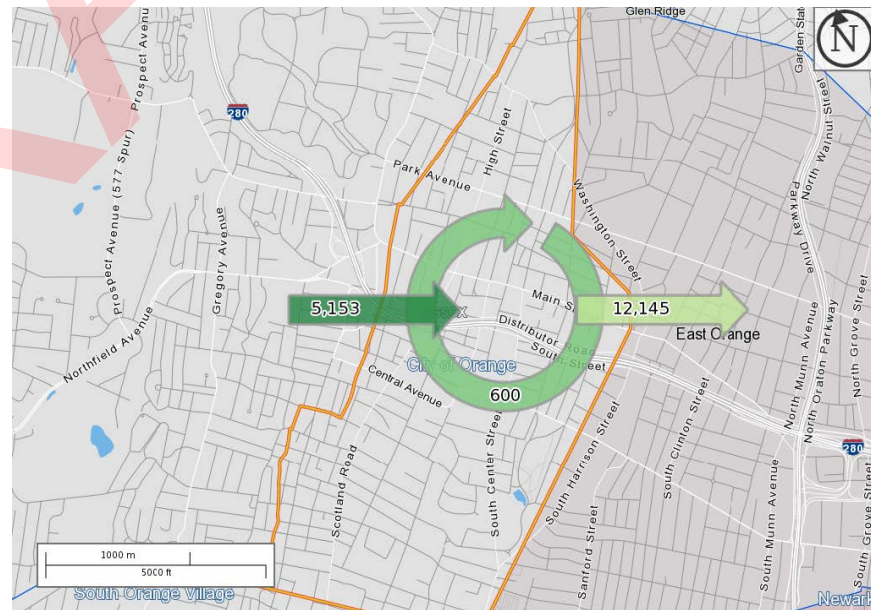


Chart 7: Occupation by Classification - 2017
(Civilian Employed 16+ Yrs Old)



Source: Claritas - Pop-Facts Premier 2017; U.S. Census Bureau

Chart 8: City of Orange Township – in/Out Flow Counts for All Jobs - 2015



Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics (Beginning of Quarter Employment, 2nd Quarter of 2002-2015)

3.3 Economic Development Element

This is a situation that should be further examined. Whether this apparent “local employment gap” is a result of residents being over or under-qualified to fill these positions, there is an opportunity for greater local employment by residents.

Of the residents working outside of the City, approximately 11% work in the City of Newark and 9% in New York City. Other areas of employment for residents include East Orange, Jersey City, Elizabeth, Secaucus, Morristown and Paterson. By contrast, of those individuals who lived outside but worked in Orange, approximately 13% came from the City of Newark, 8% from neighboring East Orange and 2% from New York City.

The locally employed workforce is evenly split between males and females and made up primarily of individuals between the ages of 30 and 54 years old (57%), the majority (32%) of whom earned over \$3,333 per month (approximately \$40,000 annually). Most employed locally (19%) worked in the Health Care and Social Assistance sector, followed by Transportation and Warehousing (16%) and Educational Services (15%) (See Table 2). Because most local employment is in these three sectors, they should be targeted for their potential in providing jobs for Orange residents. A more detailed analysis should be conducted to better understand the nature of the gap (whether a lack of qualified candidates or otherwise) and specific strategies developed to address them.

Source: U.S. Census Bureau, On The Map Application and LEHD Origin-Destination Employment Statistics (Beginning of Quarter Employment, 2nd Quarter of 2002-2015)

Table 2: Profile of Workers Employed in Orange Township - 2015

	Count	Percent
Total All Jobs	12,745	100.0%
- Age 29 or younger	2,775	21.8%
- Age 30 to 54	7,205	56.5%
- Age 55 or older	2,765	21.7%
Jobs by Worker Sex		
- Male	5,570	43.7%
- Female	7,175	56.3%
Jobs by Earnings		
- \$1,250 per month or less	3,359	26.4%
- \$1,251 to \$3,333 per month	5,308	41.6%
- More than \$3,333 per month	4,078	32.0%
Jobs by NAICS Industry Sector		
- Agriculture, Forestry, Fishing and Hunting	1	0.0%
- Mining, Quarrying, and Oil and Gas Extraction	1	0.0%
- Utilities	39	0.3%
- Construction	267	2.1%
- Manufacturing	401	3.1%
- Wholesale Trade	436	3.4%
- Retail Trade	1,311	10.3%
- Transportation and Warehousing	797	6.3%
- Information	280	2.2%
- Finance and Insurance	494	3.9%
- Real Estate and Rental and Leasing	280	2.2%
- Professional, Scientific, and Technical Services	647	5.1%
- Management of Companies and Enterprises	210	1.6%
- Administration & Support, Waste Management and Remediation	1,253	9.8%
- Educational Services	1,235	9.7%
- Health Care and Social Assistance	2,790	21.9%
- Arts, Entertainment, and Recreation	212	1.7%
- Accommodation and Food Services	1,086	8.5%
- Other Services (excluding Public Administration)	488	3.8%
- Public Administration	517	4.1%

3.3 Economic Development Element

Based on employment data for 2016, there were 504 private sector business establishments in the City of Orange Township, which employed 3,733 workers. Most of these establishments (92) were in the Retail sector, where there were 512 jobs. This was followed by the Health Care and Social Assistance and Other Services (except public administration) sectors, which accounted for 79 and 65 establishments respectively, and a total of 1,212 jobs. (See Table 3)

The apparent strength of local employment in the Retail and Health Care and Social Assistance sectors is consistent with the overall trend in the area, where the retail businesses on Main Street, Central Avenue and throughout the Township are the predominant private sector employers. Additionally, the strength of local employment in the Health Care and Social Assistance sector may be related to the proximity to East Orange General Hospital and the Veterans Affairs Medical Center also in neighboring East Orange. This situation should be more closely examined and the potential for growth in this sector assessed.

Table 3: Annual Private/Public Sector Covered Employment for Orange Township - 2016

Description	Average Units	Average Annual Employment
Utilities	.	.
Construction	43	190
Manufacturing	20	257
Wholesale Trade	25	169
Retail Trade	92	512
Transportation and Warehousing	20	336
Information	.	.
Finance and Insurance	10	69
Real Estate	29	114
Professional, Scientific, and Technical Services	21	105
Management	.	.
Administration & Support, Waste Management and Remediation	31	332
Educational Services	.	.
Health Care and Social Assistance	79	983
Arts, Entertainment, and Recreation	.	.
Accommodation and Food Services	41	376
Other Services	65	229
Unclassified	18	24
PRIVATE SECTOR TOTALS	504	3,733
FEDERAL GOVT TOTALS	2	146
STATE GOVT TOTALS	1	441
LOCAL GOVT TOTALS	4	1,293
LOCAL GOVT EDUCATION	1	824

Source: NJ Department of Labor and Work Force Development

3.3 Economic Development Element

3.3.3 RETAIL & SERVICE BASE

Orange has a three-pronged opportunity to enhance its retail and service base through programs and planning directed at its major transportation corridors. People want to be able to shop in their town and to find what they want without traveling beyond Orange's borders. A more vibrant, attractive, convenient and varied shopping experience is a key part of successful economic development.

Commercial Centers

Much of Orange's retail and commercial activity is concentrated on the Township's main transportation corridors, including Main Street, Central Avenue and Scotland Road. Each of these commercial corridors has its own unique character.

While there is no one formula that assures the success and vitality of a downtown main street,

there are several key ingredients which most will agree are crucial. These include a positive pedestrian experience and an appropriate mix of business and retail types that will attract patrons. With the increased proliferation of e-commerce and the declining draw of so called "brick and mortar" retail outlets, attaining the latter has become an even more difficult prospect. Many downtown districts have begun to move towards creating a wider experiential environment that goes beyond the retail and have embraced placemaking approaches that leverage the local cultural assets.

Main Street

The Main Street corridor, which extends from the West Orange municipal boundary, through Orange and into East Orange, is the City's primary commercial area and encompasses the Township's "downtown" shopping area.

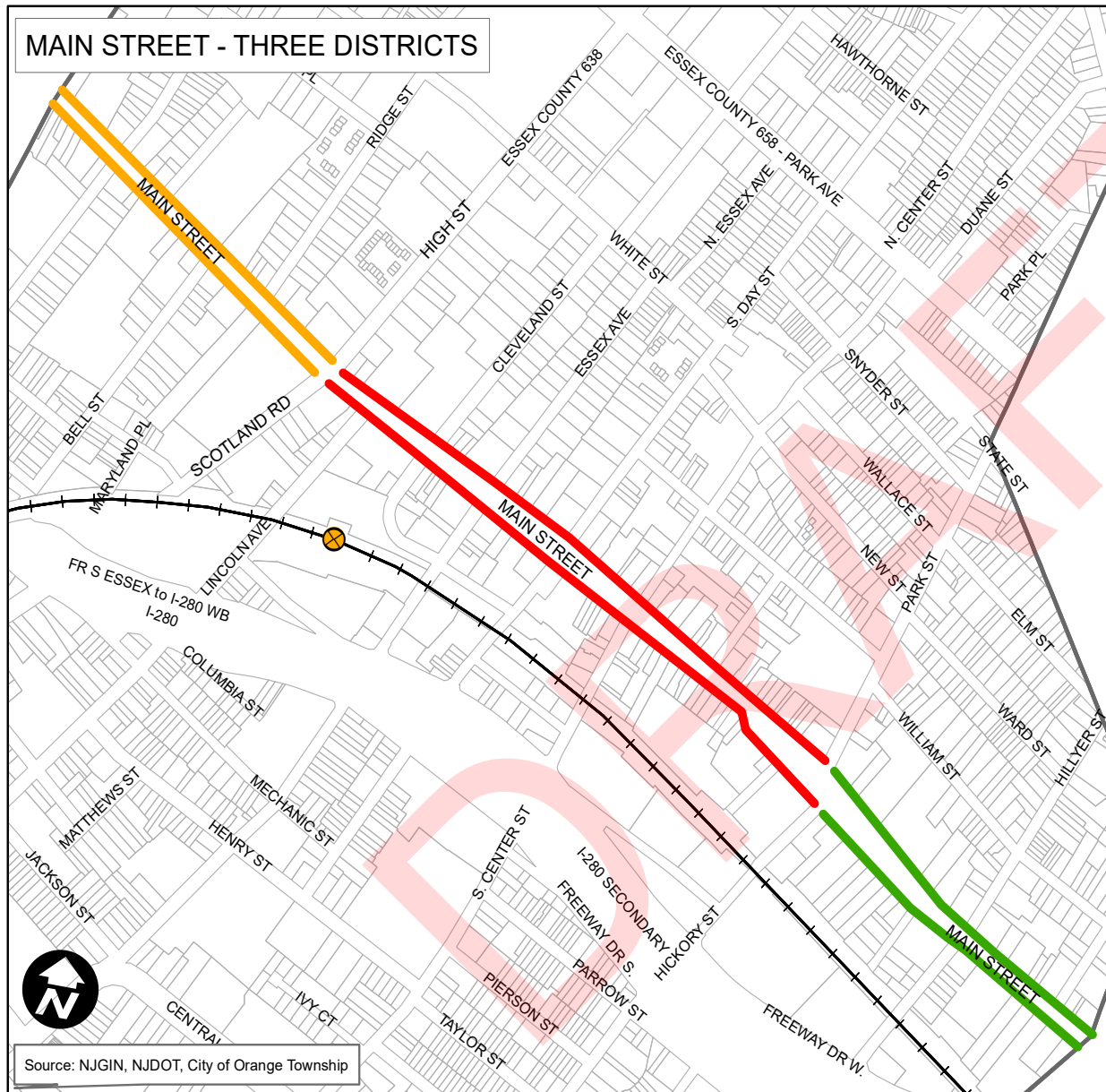
The 2006 Master Plan had as one of its recommendations to "Improve and upgrade the quality of business establishments on Main Street so that this area can assume a greater position as a regional retail and commercial center." This was to be accomplished, in part, through "... cosmetic and maintenance work using CDBG (Community Development Block Grants), UEZ (Urban Enterprise Zone) and other grants for upgrading sidewalks, installing street trees, other public improvements and façade work to provide the amenity package for Main Street to be an attractive area for business and shopping." Beyond needed maintenance and repair, there has been no significant improvement or upgrade to the Main Street corridor.

These factors, identified and recommended in the 2006 Master Plan all speak to developing a better shopping experience, using as a foundation complete streets (policy that mandates streets that are safe, accessible and well maintained for



Stores along Main Street

3.3 Economic Development Element



everyone's use and level of mobility) and creation of centralized parking. The beautification and overall improvement in the physical environment is key to a superior pedestrian experience, which in turn translates to an improved shopping experience.

Main Street's Three-Distinct Area

The westernmost area extends from the West Orange municipal border to Scotland Road/High Street. This segment is characterized by several automotive establishments, larger scale retail, fast food restaurants and low-rise multifamily residences. The major anchor within this segment is the shopping plaza at 555 Main Street, on the West Orange border. Other anchors along this sub-district include AutoZone, Dollar Tree and Karl's Appliance Store.

East of this area is the segment which extends eastward from Scotland Road/High Street to Park Street/Hickory Street. This area of Main Street encompasses Orange's Transit Village, which extends south from Main Street to the NJ Transit right-of-way. The Orange train station is within a block of the thoroughfare. This portion of Main Street also houses civic buildings, including the Orange Public Library, the U.S. Post Office and Orange City Hall, which is located on North Day Street, less than a block off Main Street.

This corridor is characterized by a mix of retail and commercial uses, including several mixed-use structures, with ground floor retail/commercial and residential or offices above. The upper floor space in many of these buildings, however,

3.3 Economic Development Element

remains vacant or underutilized. This situation was previously identified in the 2006 Master Plan, where it was recommended that occupancy of this space be encouraged. Today this remains an issue, with a significant amount of untapped office, commercial and residential capacity. There are also opportunities to enhance and beautify areas surrounding the civic areas, in particular City Hall.

The development pattern is largely pedestrian scale with numerous stores of varied sizes, and other service establishments. The right of way in this area of Main Street also widens, with angled parking available on both sides. While this available on-street parking is welcomed by area merchants and businesses, it creates a less welcoming environment for pedestrians, as the wide roadway poses a potential safety hazard. Improvements to the public realm are needed in this area, to bolster the economic activity and create a more pedestrian-friendly environment.



Main Street

The third and final segment of Main Street extends from Park Street/Hickory Street eastward to the East Orange municipal border. This area is characterized by a mix of residential, commercial, light industrial and institutional uses. Businesses include an automobile scrap yard and a truck repair and storage facility. However, the recent trend has been towards eliminating these incompatible uses to better leverage the area's proximity to the Brick Church train station, located just across the municipal border in East Orange.

Scotland Road – Gateway to the Arts

The Scotland Road corridor extends south from Main Street into South Orange. This corridor encompasses several retail and business establishments, including a supermarket, U-Haul storage facility and a White Castle restaurant. There are several other neighborhood commercial businesses that serve the residential areas to the east and west of the corridor. These include smaller bodega-type groceries, dry cleaners and take-out restaurants. There is also one bank located on Scotland Road.

While this thoroughfare has traditionally had a limited level of economic activity, it has more recently become the gateway to the Central Valley District of Orange (aka The Valley). Over the past decade, the adaptive reuse of several of the older industrial structures in the Valley has taken hold, spurred in part by the area's proximity to the Highland Avenue train station. This trend has continued with developments like the adaptive reuse of the former Harvard Printing site, where 128 residential units have been developed and

The Hat City Lofts, a former industrial building redeveloped into 32 residential condominium units.

The Valley Arts District, which encompasses a significant area of Orange west of Scotland Road, has begun to come into its own. This area, which was once the industrial core of the Township, is now home to artists' studios, storefront art galleries, arts organizations, Luna Stage theater, thrift shops, restaurants and coffee shops. The area is punctuated by fence art, murals, business windows displaying art and other scattered art displays.

This area of Orange has the potential for significant growth. Investment should be made to support and foster this opportunity. The ongoing rehabilitation of the Highland Avenue train station is a good step. The Township is also in the process of expanding the Central Valley Redevelopment Area further to the south, to allow for continued development.



Restaurant on Central Avenue

3.3 Economic Development Element

Central Avenue

The Central Avenue corridor is generally characterized by mid and high-rise residential, larger scale commercial and institutional uses. The Monte Irvin Orange Park fronts on Central Avenue as does Orange High School. The corridor has seen recent commercial development, including a Walgreens and a new supermarket. There has also been development of two mid-rise mixed-use residential and commercial buildings. These projects have helped to stabilize this part of the corridor residentially and commercially.

In the area surrounding the park, there are a few vacant parcels. Care should be taken to ensure that the development on these parcels is consistent and compatible with surrounding development and the park itself.

It was recommended in the 2006 Master Plan that the intersection of Scotland Road and Central Avenue be re-established as a major location for retail/office with supporting housing. This has not yet occurred and the intersection remains improved only on the northeastern corner, where there is a recently remodeled White Castle restaurant.

But perhaps the greatest potential on Central Avenue is the former site of the Orange Memorial Hospital. After some initial interest, this 8.5-acre site remains unimproved. The Township recognizes the potential that this site offers for significant development which would have an impact on the entire City. To that end the Central Orange Redevelopment Plan, which encompasses the hospital site, was amended to help attract and facilitate development. In addition, a retail analysis

was completed for the area. Development of the hospital site is one that residents enthusiastically supported during engagement sessions.

Despite efforts on the part of the Township to solicit developers for the site, no agreement to date has been signed. A targeted development plan should be considered for this site, which would leverage, among other favorable features, proximity to the surrounding Central Avenue and I-280 road network as well as the Orange and Highland Avenue train stations.



Andreas

Retail Demand & Supply

The retail sector is a significant component of Orange's economic base. This fact is reinforced by the strength of local employment in this industrial sector. With the increasing significance of e-trade in the national economy, characterized by the staggering popularity of online retailers such as Amazon, Box and others, and the corresponding

lack of any significant growth within the traditional "brick and mortar" segment of the retail sector, the performance of this sector within the Township is particularly important.

During the community engagements sessions, residents expressed great concern about the retail options available throughout the City, specifically on the Main Street commercial corridor. Among the specific concerns expressed was the lack of variety and quality. As a major local employer and a significant component of the Township's economic engine, the vitality of the retail sector is critical.

To gauge to what extent this demand is inconsistent with the available local supply throughout the Township, a "retail gap" or "leakage analysis" was undertaken to assess what goods residents are spending their incomes on and to what extent their demands are being met by local retailers.

Based on data compiled in 2018 and derived from Environics Analytics and Claritas - Retail Market Power, there was just over \$373.1 million in retail expenditures made by Orange Township residents, from retail outlets both within and outside of the Township. This includes expenditures at food service and drinking places. The largest category of expenditure made was Motor Vehicle and Parts Dealers, where \$56.4 million was spent, accounting for approximately 17% of total retail expenditures. Within this retail category, most expenditures were at new car dealers, where approximately \$51.5 million was spent.

The next highest expenditures were at Food & Beverage Stores, (\$52.4 million), including

3.3 Economic Development Element

supermarket and convenience stores (\$47 million); Food Service & Drinking Places (\$49 million), including restaurants and other eating places (\$21 million); General Merchandise Stores (\$48 million); and Non-Store Retailers (\$42.1 million).

While the above expenditures represent the overall resident demand, the retail sales that took place at retail outlets within Orange, over the same period, represent the supply.

Based on data analyzed in 2018, there was a total of \$276.8 million in sales at retail outlets within the City. When this level of local retail sales, the supply, is held up against the expenditures by residents, the demand, there is a significant disparity. Whereas residents expended a total of \$373.1 million on retail, local retail outlets had sales only totaled \$276.8 million. This is a disparity of \$96.3 million. This means there is approximately \$96.3 million in resident expenditures not being made within Orange.

Of the sales made at retail outlets within Orange, the majority were made at Health and Personal Care Stores (\$54.5 million), including pharmacies, drug stores and cosmetics, beauty supply and perfume stores; Food and Beverage Stores (\$51.8 million), Food Service & Drinking Places (\$41.7 million); Motor Vehicle and Parts Dealers (\$35.7 million) and Clothing and Clothing Accessories Stores (\$26 million), including women's and family clothing stores (\$14.4 million) and jewelry stores (\$4.3 million).

A further analysis of the individual retail categories where resident expenditures identifies where there is a "gap" between demand and supply.

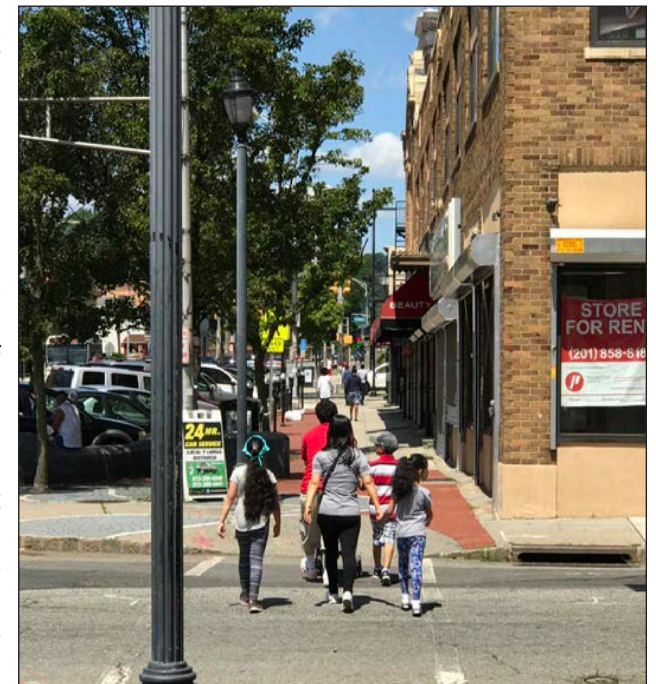
There was approximately \$138.5 million in retail expenditures made by City residents, across all retail categories, at retail outlets outside of Orange. This demonstrates that demand is not being met locally in Orange. It also represents an opportunity for substantial economic growth within the Township's retail sector.

This situation is well illustrated by the fact that while Orange residents spent a total of \$48 million in general merchandise stores, only \$12 million was expended at local stores. This disparity of over \$36 million indicates that at minimum this level of resident expenditure was made outside of Orange. Other retail categories with significant disparities include Non-store retailers (\$34 million), Motor vehicle and parts dealers (\$28 million) and Food services and drinking places (\$7.3 million), among others. (See Chart 9)

Of special note among the "underrepresented" retail categories in Orange are sporting goods, hobby, musical instrument and book stores. While there was over \$4.6 million in expenditures in stores within this retail category, there were no local retail sales, indicating that there are no retail outlets in this category located in the City of Orange Township.

Of special note is the Non-store Retailers retail category. This category represents retailers that sell items outside the confines of a "brick and mortar" retail outlet. This includes e-commerce sales made through electronic shopping, mail-order and home delivery sales, among other methods. Orange residents spent \$42.2 million at non-store retailers, of which only \$8.2 million was expended through non-store retailers located

in Orange. This is a disparity of over \$34 million. Despite the significant disparity between Orange 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, have more than doubled since 2002. The growth in this retail category is likely to have an impact on the local Orange economy as well, as consumers increasingly opt for the convenience and apparent savings of non-store retail.



Shopping on Main Street

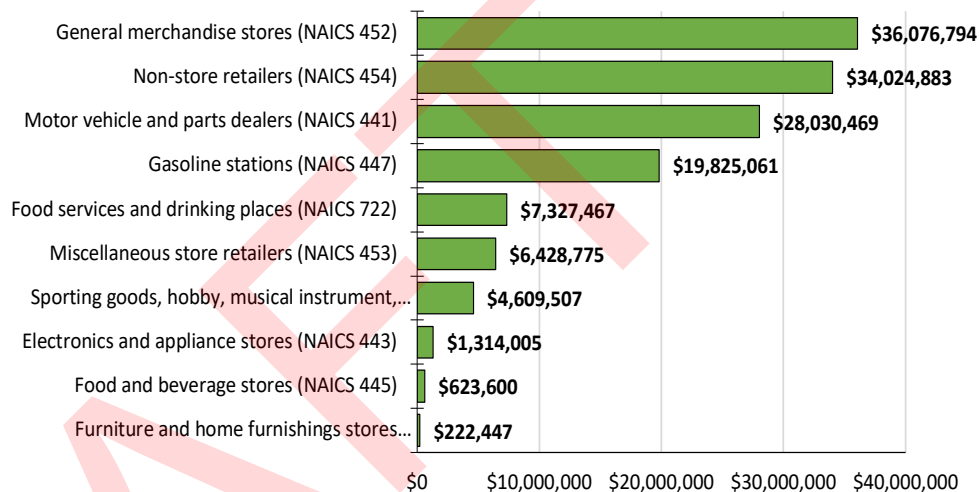
3.3 Economic Development Element

Alternately, looking at the retail categories where local sales outpaced the local demand, there was approximately \$76 million in sales at local stores, above and beyond the local demand for the purchased retail goods, by Orange residents. The retail category with the highest disparities were at Pharmacies & Drug Stores, which accounted for \$48.5 million in local sales and Food Services contractors which accounted for \$12.5 million in local sales. This is in comparison to only \$19.5 million and \$4.7 million respectively in expenditures by residents. This indicates that a total of approximately \$36.7 million in sales was made at local stores to individuals residing outside of the City. Other retail categories exhibiting similar disparity include, Clothing Stores (\$6 million), Building material and supplies dealers (\$5 million) and Family Clothing Stores (\$3.3 million). (See Chart 10)

This seems to indicate that a number of people from outside of the City shop in Orange, and that number has the potential to increase. However, major effort should be made to capture the dollars of those already living in Orange, especially since data is available on what they spend, and where.

Chart 9: Underrepresented Retail - 2018.

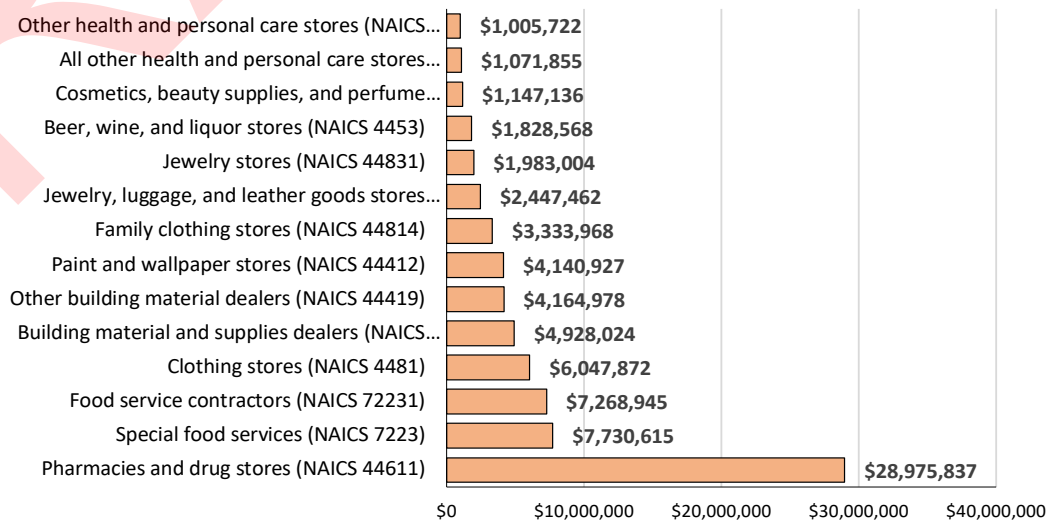
(Retail Categories with Greater Resident Expenditures than Local Sales)



Source: Environics Analytics and Claritas - Retail Market Power, 2018

Chart 10: Overrepresented Retail - 2018

(Retail Categories with Greater Local retail Sales than Local Resident Expenditures)



Source: Environics Analytics and Claritas - Retail Market Power, 2018

3.3 Economic Development Element

3.3.4 ECONOMIC DEVELOPMENT PROGRAMS AND INITIATIVES

There are numerous programs and initiatives at the local, state and federal level that offer assistance in business development. While individual programs come and go depending on funding level and changing policy priorities, the following agencies serve as established resources 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 Orange are the following:

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

Direct Loans. This program provides loans to eligible businesses in need of financing, when funding through other NJEDA programs is not available.

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

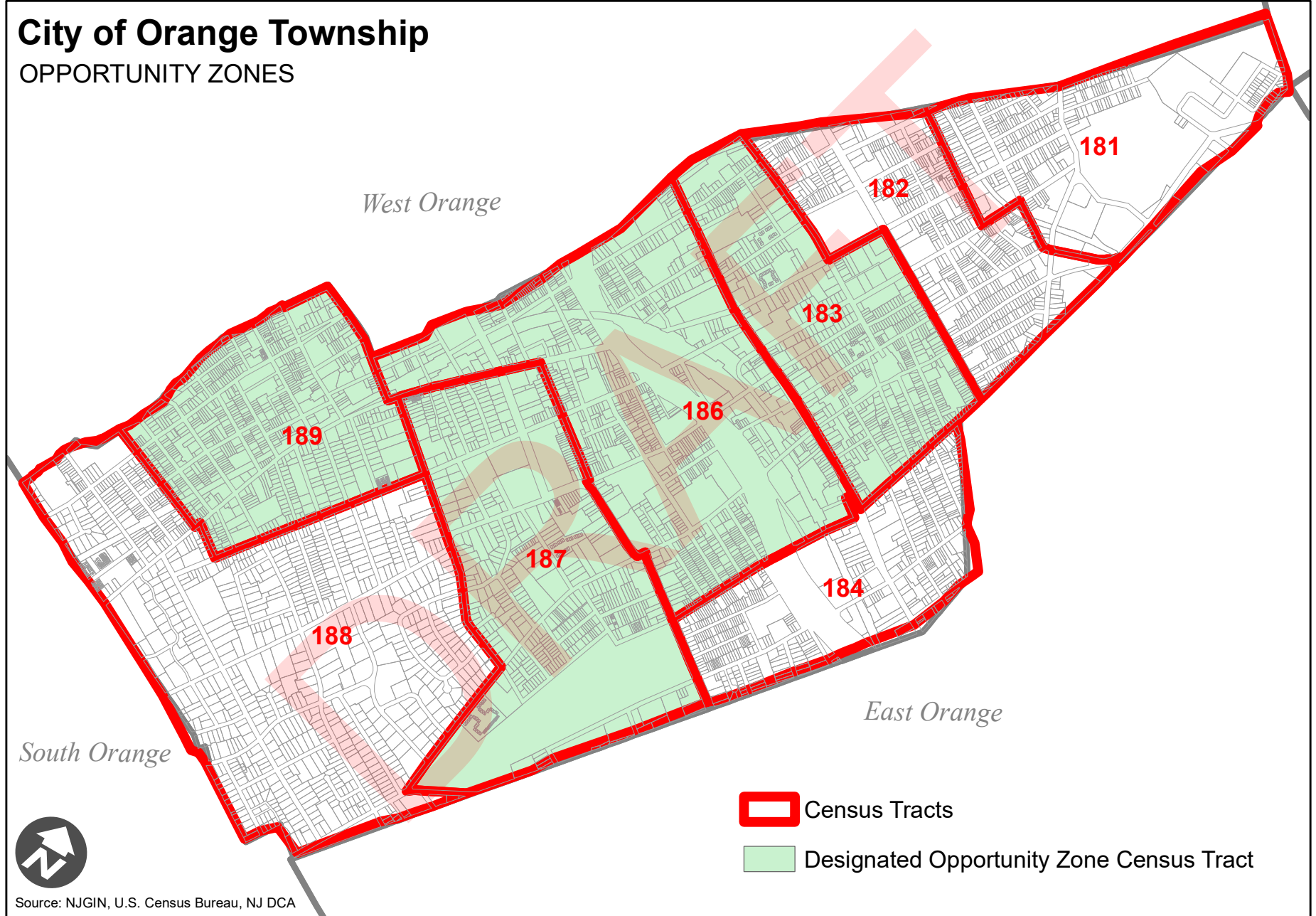
Grow NJ Assistance Program. This is a job creation and retention incentive program that strengthens New Jersey's competitive edge in the increasingly global marketplace. The program provides tax credits ranging on a per job, per year basis, to eligible businesses, with bonus credits awarded based on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

Opportunity Zones. The Opportunity Zones program was enacted in 2017 to drive long-term capital investments into low-income rural and urban communities. This federal program provides opportunities for private investors to support investments in distressed communities through participation in Qualified Opportunity Funds.

Investors can defer paying federal taxes on capital gains reinvested in Qualified Opportunity Funds that invest in low-income communities, under rules released by the U.S. Department of the Treasury. Reinvested capital gains are deferred from taxation until exit from a Qualified Opportunity Fund or December 31, 2026, whichever comes first.

Designated census tracts reflect key economic indicators (e.g. income, unemployment rate, property values) that also take into consideration geographic distribution, access to transit, and the value of existing investments, including those encouraged by state programs and incentives. (*See Opportunity Zone Census Tract Map on next page*)

Small Business Fund. This fund 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.



3.3 Economic Development Element

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.

- Career Resource Center
- GED Testing Center
- Program for Parents

Local Resources

Essex County Department of Economic Development, Training and Employment. This department is made up of several divisions, each assisting municipalities and businesses within Essex County. Divisions that fall under this Department include:

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 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

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 are:

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

3.3 Economic Development Element

3.3.5 ISSUES, OPPORTUNITIES & RECOMMENDATIONS

The Township of Orange is an amalgam of challenges and possibilities. Some of the issues are deeper and broader than one city can tackle, such as income disparity. But there are a number of areas that can be improved through strategic actions designed to support local businesses and attract new ones. There are also clear opportunities that can be pursued relatively quickly, providing a jump-start on helping Orange become a better place to live, work and own a business.

Issues

Disparately High Unemployment.

Unemployment rates higher than the average rates for the state and Essex County, yet with educational attainment is relatively on par with them, there may be other factors keeping employment rates higher.

Local Employment Options. The majority of jobs in Orange are held by non-residents (95%).

Limited Disposable Income. Median household income is considerably lower than for the State and Essex County. Almost half of the City's households earn less than \$35,000 a year, giving them limited disposable income, which directly impacts families and their ability to spend in local businesses. This is exacerbated by transportation costs since the majority of residents work outside of the City.

Housing costs. This issue is examined in depth in the Housing Element but far too many residents

are paying close to 40-50% of their income on housing costs. There are not enough safe, quality, affordably priced housing options.

Less than Ideal Retail Experience. Shoppers are seeking a better overall shopping experience. Shopping corridors lack variety, some categories of shops are nonexistent, parking is difficult. There is a “gap” between demand and supply.

Growth of E-Commerce. The increasing prevalence of e-commerce is taking away from local retail. This is part of a national trend which is being felt locally. Approximately 67% of millennials prefer shopping on-line.

Recommendations

- An in-depth analysis of the local employment base should be done to identify where local jobs are, and efforts made to match residents with them. This may involve the need for some training, which can be integrated into existing programs. The goal here is to increase resident employment in local jobs.
- Commission a comprehensive Economic Development Plan for the City, with the goal of marketing the City on multiple levels. The resultant plan would ideally develop a branding strategy for the City.
- Create BIDs (Business Improvement Districts) to manage Orange's three main commercial districts (Main Street, Central Avenue and Scotland Road/The Valley). These entities would be charged with the responsibility of improving the overall shopping experience and improving the variety of retail choices

available in each district.

- Implement a program of streetscape improvement and beautification on Orange's main commercial corridors. This is towards improving the overall shopping experience.
- Incorporate CPTED (Crime Prevention through Environmental Design) elements in the design standards for all zoning districts, with the goal of creating a more secure environment and reducing the incidence of crime.
- Design and implement a program of movement towards more “experiential retail” within the commercial districts. This program should leverage the City's emerging arts and cultural assets, as well as its cultural diversity.
- Develop a parking plan that address the parking-related issues in and around the commercial districts. The Circulation Element that follows provides some strategies that may be employed.
- Design and implement a program of movement towards more “experiential retail” within the commercial districts. This program should leverage the City's emerging arts and cultural assets, as well as its cultural diversity.
- Develop a parking plan that address the parking-related issues in and around the commercial issues. The Circulation Element that follows provides some strategies that may be employed.
- Identify and solicit new retail businesses that would be a good fit in Orange's commercial districts, including those that don't currently

3.3 Economic Development Element

exist elsewhere in the City. The need for a greater variety of retail was a common theme expressed by residents. There is also the need for more service and support businesses like a supermarket and restaurants in and around the Transit Village area, where significant residential development is occurring. The retail gap discussed in this element provides some insight into what retail residents are spending their incomes on. Based on this analysis and any additional information available, efforts should be made to target and attract specific types of retail in line with what residents are spending on.

- Identify and attract businesses that serve the existing demographics. As a part of the effort to improve the variety of the retail available in Orange, efforts should be made to identify ethnically and culturally-based specialty stores that leverage Orange's cultural diversity.
 - Develop a targeted development plan for Orange Memorial Hospital and other appropriate sites around the City. Many of these sites have the potential to be major economic drivers for the surrounding area and the City as a whole.
 - Attain Opportunity Zone Designation for the eligible areas of the City. Census Tracts 189, 187, 188 & 183 are eligible census tracts for Opportunity Zone designation.
 - Develop and Implement a "legacy business program," to identify viable but under-performing businesses in the City and work with owners to propose and implement solutions to their revitalization. This measure is aimed at preserving Orange's older businesses that may be under-performing and at risk of closing down. It will have to be ascertained, however, whether the business remains viable in the current market.
- Amend the Zoning Ordinance to permit the adaptive reuse of the larger residential properties on Park Avenue as professional office use.
 - Promote occupancy of the vacant and underutilized space above the ground floor commercial for office, commercial and residential use along Main Street. There is significant residential and office capacity in the existing space above the ground floor retail and commercial establishments, primarily on Main Street. This increased density is in-keeping with the goals and objectives of the Transit Village District, which encompasses much of the Main Street frontage.
 - Improve the communication channels within the City. Throughout the engagement process there was much expressed about "not knowing what was going on around the City." The existing communication outlets should be improved where possible and new avenues implemented with the goal of a multifaceted approach to reaching residents at all levels.

Circulation Element

3.4

3.0 MASTER PLAN ELEMENTS

3.4 Circulation

3.4.1 Introduction

3.4.2 Roads - Local

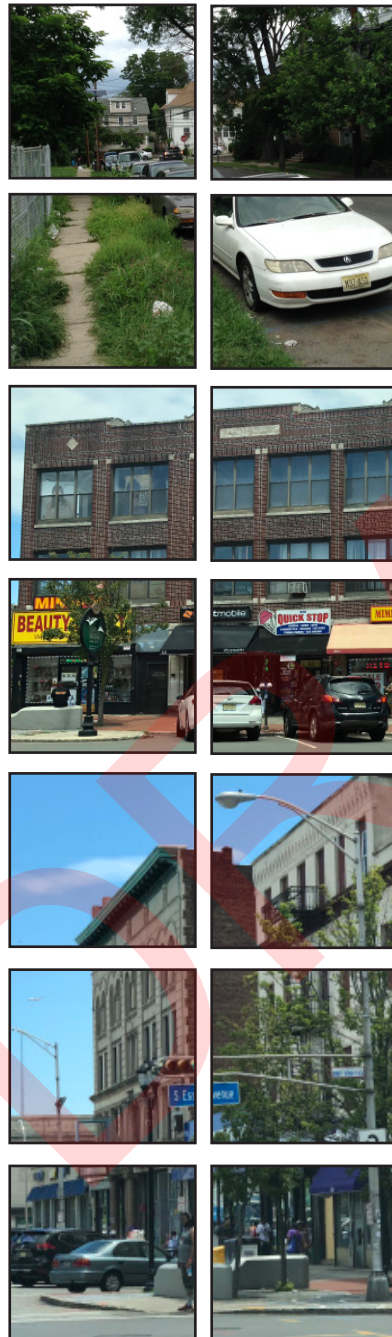
3.4.3 Essex County Roads

3.4.4 Freeway Drive & Station Area Safety

3.4.5 Mass Transit - Commuter Rail

3.4.6 Mass Transit - Buses

3.4.7 Parking



“Sometimes your only available transportation is a leap of faith.”

– Margaret Shepherd

3.4 Circulation

Strategic Vision

To make the City's streets and the surrounding highways safe, accessible, easy to navigate and attractive for residents, commuters and business-related transportation.

How We Get There

1. Focus on Complete Streets and Transit-Oriented Development.
2. Improve parking - where it is, how much there is, how it is done.
3. Upgrade signage and road markings.
4. Explore State and local funding options and programs.
5. Coordinate local and County improvements.
6. Implement proposed improvements for Freeway Drive.
7. Develop strategy to utilize the roadway network to connect neighborhoods throughout the City.

8. Explore ways to improve mass transit, including trains, buses and paratransit.

3.4.1 INTRODUCTION

Highways, major city corridors, roads and the people and vehicles who use them – that's what makes up the circulation of a city. It's an apt description, because there is a strong similarity to the human circulatory system and its arteries, veins, on down to capillaries. Both circulation networks get resources where they are needed, when they are needed and keep the system – city or person – healthy and growing.

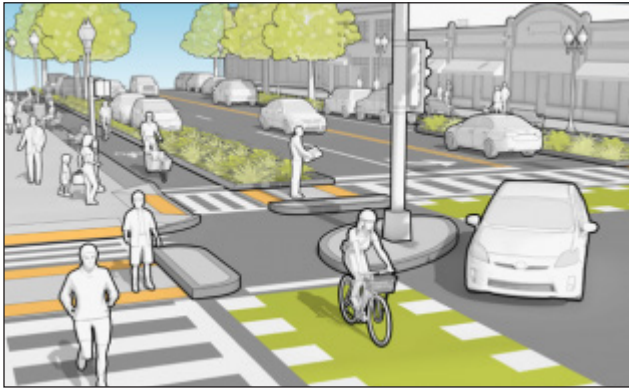
The Circulation Element of the Master Plan provides guidance to the City regarding provisions for facilitating the movement of goods and people within and around the City of Orange Township.

This element is prepared in accordance with the NJ Municipal Land Use Law (MLUL) . The MLUL states that a circulation plan element showing the location and types of facilities for all modes of transportation required for the efficient movement of people and goods into, about, and through the municipality, taking into account the functional highway classification system of the Federal Highway Administration and the types, locations, conditions and availability of existing and proposed transportation facilities, including air, water, road and rail should be a part of the plan.

The City of Orange Township (The City) has a developed circulation network consisting of mass transit (buses and rail), sidewalks on almost every street for pedestrian circulation and a paved roadway network. The City is part of Essex County and the County has a 'Complete Streets' policy as part of its April 2014 Comprehensive

3.4 Circulation

Transportation Plan. Complete Streets are streets designed for all users, all modes of transportation and all ability levels. They balance the needs of drivers, pedestrians, bicyclists, transit riders, emergency responders and the movement of goods as needed in a specific locale.



Complete Local Street designed for drivers (travel and parking), and cyclists

The policy requires that roadway improvement projects include safe accommodations for all users, including bicyclists, pedestrians, transit riders and the mobility impaired.

In 2009, the City of Orange was designated a Transit Village by the New Jersey Department of Transportation (NJDOT) and New Jersey Transit (NJ Transit). The Transit Village Initiative creates incentives for municipalities to redevelop or revitalize the areas around transit stations using design standards of transit-oriented development (TOD). TOD helps municipalities create attractive, vibrant, pedestrian-friendly neighborhoods where people can live, shop, work and play without

relying on automobiles. The Transit Village Initiative seeks to reduce traffic congestion and improve air quality by increasing transit ridership. Studies have shown that adding residential housing options within walking distance of a transit facility, typically up to one-half mile radius, increases transit ridership more than any other type of development. Therefore, one of the goals of the Transit Village Initiative was to bring more housing, businesses and people into the neighborhoods around transit stations².



Highland Avenue Station

The City of Orange is ideally suited for continued implementation of both the Complete Streets policy and the Transit Oriented Development initiative. Public commuter rail transit is provided by NJ Transit's Highland Avenue Station and Orange Station. NJ Transit also provides public bus service for commuters via six (6) routes - 21, 41, 71, 73, 79, and 92. Five of these routes (21,

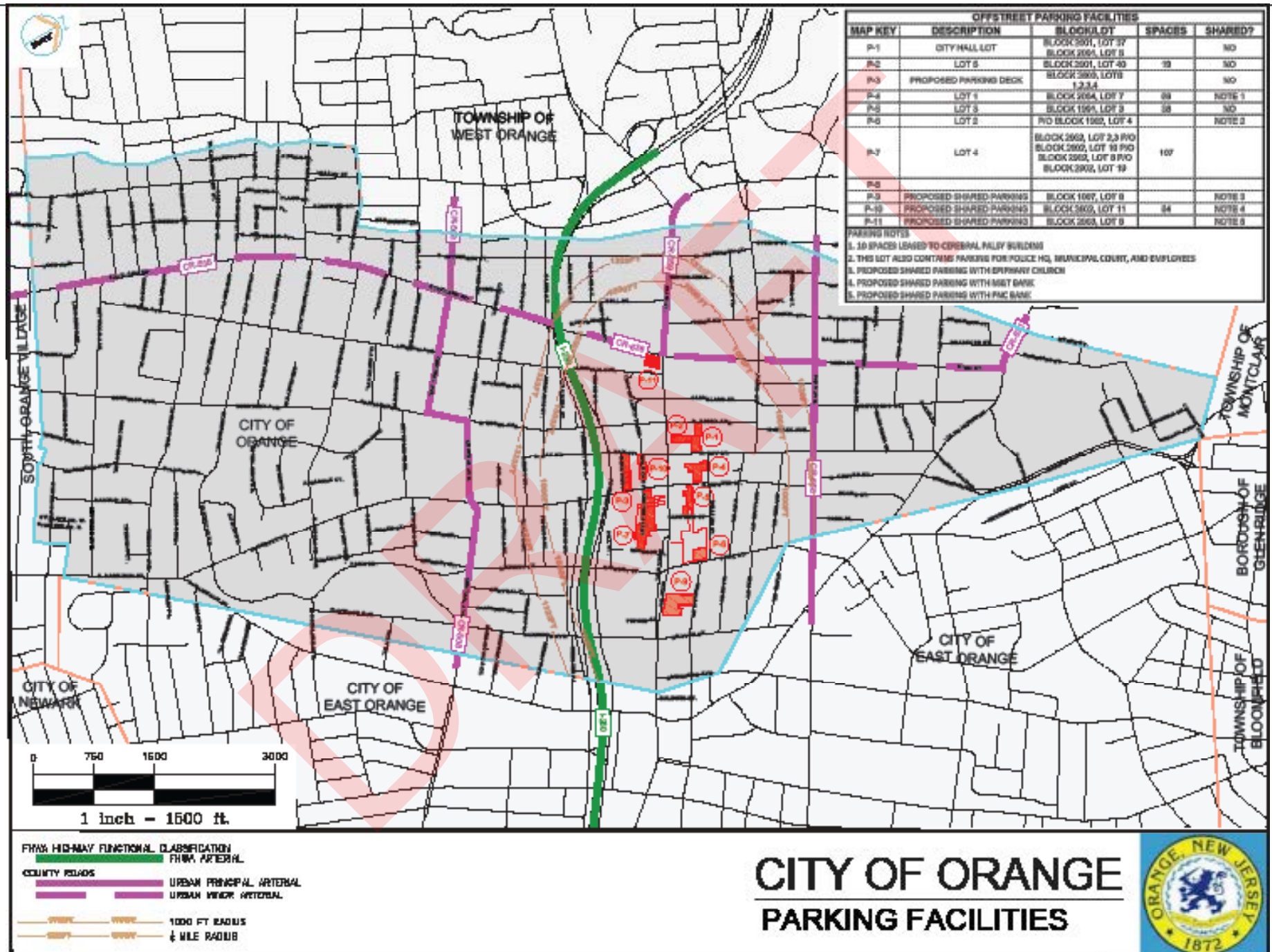
41, 71, 73, and 79) terminate at Newark Penn Station, and the remaining Route 92 terminates at New Jersey Transit's Branch Brook Light Rail station.

The City's 39 miles of locally owned and maintained roads provide opportunities for installation of bike lanes (shared and dedicated), to public transit and public facilities for its residents. The remaining roadways are owned by Essex County (4.4 miles), and the NJDOT (Freeway Drive East and West – 1.1 miles).

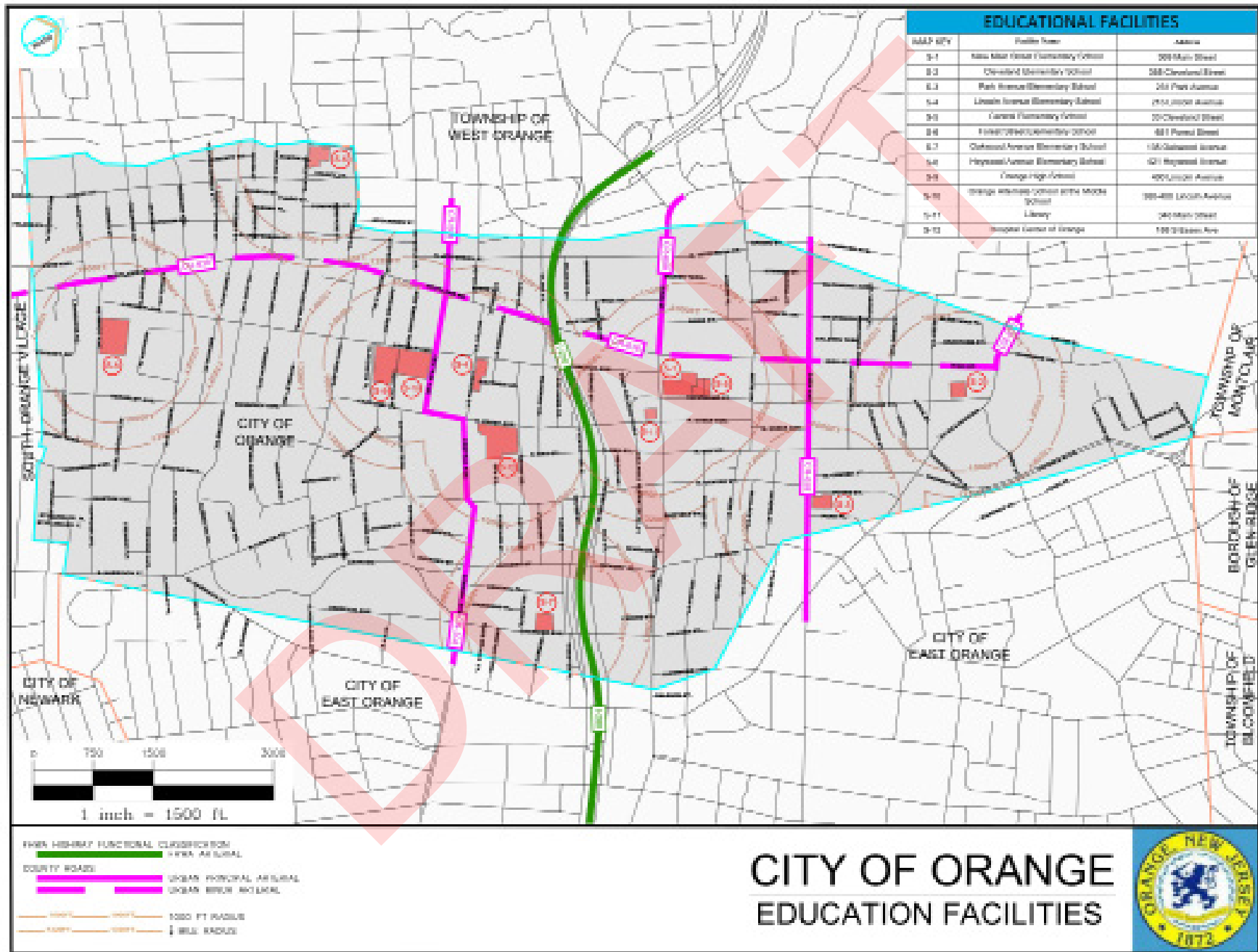
The following sections of this Circulation Element identify and evaluate the City's circulation infrastructure with respect to its suitability for implementation of Complete Streets and TOD initiatives. The following maps show the location of key circulation infrastructure and public facilities (municipal and education) within the City.

² Source: Essex County Comprehensive Transportation Plan (adopted April 8, 2014)

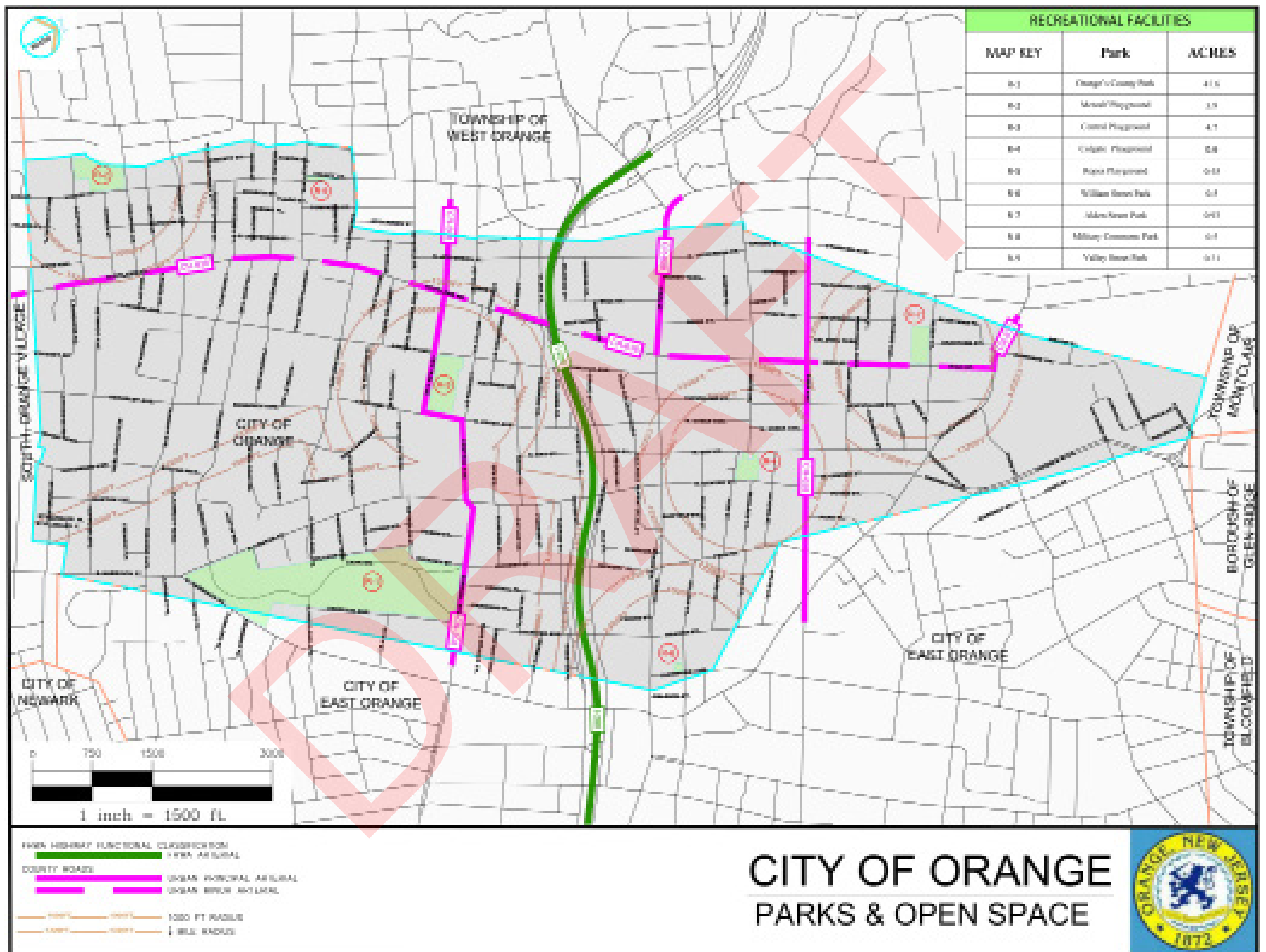
3.4 Circulation



3.4 Circulation



3.4 Circulation



3.4 Circulation

3.4.2 ROADS - LOCAL

LOS criteria for signalized intersections

The functional classification of a roadway is often the basis for establishing its geometric design parameters. Under this system, design criteria and level of service (LOS)^{3,4} vary according to the function of the highway facility. LOS is defined in terms of average vehicle delay of all movements through an intersection. The LOS for signalized and un-signalized intersections is summarized in the tables below.

Level of Service	Average Control Delay (sec/veh)	General Description
A	≤ 10	Free Flow
B	> 10 - 20	Stable Flow (slight delays)
C	> 20 - 35	Stable Flow (acceptable delays)
D	> 35 - 55	Approaching unstable flow (tolerable delay, occasionally wait through more than one signal cycle before proceeding)
E	> 55 - 80	Unstable flow (intolerable delay)
F	> 80	Forced flow (jammed)
D	> 35 - 55	Approaching unstable flow (tolerable delay, occasionally wait through more than one signal cycle before proceeding)
E	> 55 - 80	Unstable flow (intolerable delay)
F	> 80	Forced flow (jammed)

³ Signalized intersection level of service (LOS). Vehicle delay is a method of quantifying several intangible factors, including driver discomfort, frustration, and lost travel time. Specifically, LOS criteria are stated in terms of average delay per vehicle during a specified time period (for example, the PM peak hour). Vehicle delay is a complex measure based on many variables, including signal phasing (i.e., progression of movements through the intersection), signal cycle length, and traffic volumes with respect to intersection capacity. (Source: Highway Capacity Manual (Transportation Research Board, Special Report 209, 2000).)

⁴ Unsignalized intersection LOS criteria can be further reduced into two intersection types: all-way stop-controlled and two-way stop-controlled. All-way, stop-controlled intersection LOS is expressed in terms of the average vehicle delay of all movements, much like that of a signalized intersection. Two-way, stop-controlled intersection LOS is defined in terms of the average vehicle delay of an individual movement(s). This is because the performance of a two-way, stop-controlled intersection is more closely reflected in terms of its individual movements, rather than its performance overall. For this reason, LOS for a two-way, stop-controlled intersection is defined in terms of its individual movements. With this in mind, total average vehicle delay (i.e., average delay of all movements) for a two-way, stop-controlled intersection should be viewed with discretion. (Source: Highway Capacity Manual (Transportation Research Board, Special Report 209, 2000))

3.4 Circulation



Signalized intersection at Central Avenue and Lincoln Avenue

LOS criteria for unsignalized intersections (both all-way and two-way, stop controlled)

Level of Service	Average Control Delay (sec/veh)
A	0 - 10
B	> 10 - 15
C	> 15 - 25
D	> 25 - 35
E	> 35 - 50
F	> 50

In addition to LOS, traffic volumes serve to further refine the design criteria for each class⁵. Most roadways within the City of Orange are defined as Urban Local Streets based on the characteristics outlined in the following table.

⁵ Source: AASHTO, A Policy on Geometric Design of Highways and Streets, 2011 (6th Edition)

3.4 Circulation

Functional Classification of Roadways⁶

Roadway System	Characteristics
Urban Principal Arterial (UPA)	<ul style="list-style-type: none"> Serves major centers of urbanized areas Consists of highest traffic volume Carries high proportion of the total area travel although it may be a smaller percentage of the total roadway network Carries most of trips entering and leaving urban areas, and most of the thru movements by-passing the City. Fully and Partially Controlled Access to Roadway
Urban Minor Arterial (UMA)	<ul style="list-style-type: none"> Interconnects with UPAs Places higher emphasis on land access than UPAs and offers lower traffic mobility Accommodates trips of moderate length May include local bus routes and provides intracommunity continuity Does not penetrate identifiable neighborhoods
Urban Collector (UC)	<ul style="list-style-type: none"> Provides land access and traffic circulation with residential neighborhoods, commercial and industrial areas Unlike UPAs or UMAs, UC penetrate residential neighborhoods, distributing trips from UPAs and UMAs through the area to their ultimate destinations Collects traffic from local streets and channels it to UMAs and UPAs May also carry local bus routes
Urban Local Street (ULS)	<ul style="list-style-type: none"> ULS's are primarily utilized for direct land access and for connections to higher order street systems (UC,UMAs) Usually contains no bus routes Offers lowest level of mobility Service to through-traffic is deliberately discouraged

⁶ Source: AASHTO, A Policy on Geometric Design of Highways and Streets, 2011 (6th Edition)

3.4 Circulation

Findings – Local Roads

There is a total of 44.64 miles of roadway within the City of Orange⁷. The breakdown of the roadway network is shown in the following table.

Road Network Mileage (by Jurisdiction)

Jurisdiction	Mileage
NJDOT	1.07
Essex County	4.43
City of Orange	39.14
Total	44.64

The City of Orange maintains all roads that are not under the jurisdiction of Essex County and the NJDOT⁸.

In addition, to local roads, the following roads are owned and maintained by Essex County within the City's boundaries.

Essex County Roads within the City of Orange

County Route	Street Name	FHWA Classification
508	Central Avenue	Urban Principal Arterial
638	High Street	Urban Minor Arterial
638	Scotland Road	Urban Minor Arterial
658	Park Avenue	Urban Principal Arterial
659	Main Street (Scotland Road to West Orange border)	Urban Principal Arterial
671	Washington Street (High Street to West Orange border)	Urban Minor Arterial

Freeway Drive East and West are owned and maintained by the NJDOT. These roadways subsequently generate traffic onto the major arterials/highways I-280 and the Garden State Parkway.

In addition to the functional classification of

the above roads, NJDOT has evaluated the street network in the City and has identified the functional classification for the following streets via its Straight Line Diagrams (SLD)⁹. The selection of these streets for NJDOT inclusion in the SLD is often due to their heightened importance to the overall roadway network. They provide the NJDOT with roadway information like pavement width, traffic signal locations, number of lanes, existence of shoulders and other roadway features.

Municipal Roads Classified in NJDOT Straight Line Diagrams

Street Name(s)	NJDOT Classification
South Day St. / North Day St.	Urban Major collector
South Essex St. / North Essex St.	Urban Local
Lincoln Ave.	Urban Local
Main Street	
(Scotland Rd to East Orange border)	Urban Principal Arterial
Dodd Street	Urban Minor Arterial
Thomas Blvd.	Urban Minor Arterial
Glenwood Avenue	Urban Minor Arterial

⁷ Essex County Mileage by Municipality and Jurisdiction, NJDOT.

⁸ NJDOT: New Jersey Department of Transportation

⁹ The SLD network presents approximately 12,528 miles of State (Interstate, United States and New Jersey numbered roads), National Highway System (NHS), Surface Transportation Program (STP) and all County routes. (Source: <http://www.state.nj.us/transportation/refdata/sldiag/>)

3.4 Circulation



NJDOT Straight Line Diagram for Main Street

Roadway Condition and Current Improvement Plans

The condition of the roads varies throughout the City from good to poor. A photo of a road in poor condition is shown below.



Condition of roadway at intersection of Railroad Place and South Day Street

The City's roadway network is developed. No major public road extensions and/or reconfigurations are currently anticipated. To maintain this network, the City annually repairs various roads subject to funding. The extent of the road improvements varies from full depth reconstruction, mill and overlay to pothole repair and minor crack sealing.

3.4 Circulation

The following roads were improved by the City between 2013 and 2016¹⁰. The City upgrades sidewalks and ADA ramps to improve pedestrian mobility and ADA accessibility when it undertakes roadway improvements as shown in the figure to the right. In addition, curbs and inlets are also upgraded to improve drainage and reduce the entrance of solids and floatables into the City's storm drainage system.

Street Name	From	To	Distance (ft)
Conover Terrace	Lincoln Avenue	Scotland Road	895
Monroe Street	Bell Street	South Jefferson Street	590
Adrienne Court	Highland Avenue	(Dead End)	316
Carteret Terrace	Carteret Place	Fuller Terrace	741
Lindsey Place	South Center Street	(Dead End)	484
Fuller Terrace	Highland Avenue	South Center Street	1,030
Burnside Street	Burnside Place	Washington Street	1,080
Burnside Place	Burnside Street	(West Orange Border)	910
Snyder Street	North Day Street	Park Avenue	44
Fairview Avenue	Lincoln Avenue	Berkeley Avenue	1,010
Jackson Street	South Essex Avenue	Lincoln Avenue	837
Lincoln Place	Scotland Road	Lincoln Avenue	804
Tony Galento Plaza	Main Street	South Essex Avenue	343
Tony Galento Plaza	Main Street	Lincoln Avenue	419
Berryman Place	Alden Place	Bradford Street	305
Ridge Street	White Street	Main Street	1,195
North Center Street	Park Avenue	Washington Street	1,430
Total (ft)			12,433
Annual Roadway Length (ft) (2013 – 2016)			3,110
Annual Roadway Length (mi) (2013 – 2016)			0.59
Total Roadway Length (mi)			39.14
# of years to reconstruct entire local roadway network			66



Improvements at Jackson Street showing new curb & ADA Detectable Warning Surfaces

¹⁰ Source: City of Orange Township, Department of Public Works

3.4 Circulation

As part of its ongoing roadway improvement initiatives, the City plans to improve the following roads over the next five years.

Proposed Roadway Improvements (2017 - 2021)¹¹

Street Name	From	To	Distance (ft)
North Center Street	Park Avenue	Washington Street	1,415
Berwick Street	Lincoln Ave	Berkeley Ave	1,085
Lakeside Avenue	High Street	Watchung Avenue	955
McChesney Street	Scotland Road	Valley Street	1,000
Total (ft)			4,455
Annual Roadway Length (ft) (2017 – 2020)			891
Annual Roadway Length (mi) (2017 – 2020)			0.17



Lakeside Avenue (between High Street and Watchung Avenue) showing extensive alligator cracking and utility trench failure

¹¹ Source: City of Orange Township, Department of Public Works

3.4 Circulation

RECOMMENDATIONS – LOCAL ROADS

The City should utilize this Circulation Element and its focus on Complete Streets and Transit Oriented Development (TOD) initiatives to develop the following implementation plans.

Capital Improvement Plan

A 20-year Capital Improvement Program (CIP) should be developed to provide a comprehensive long-range plan that incorporates Complete Streets and TOD initiatives. Our findings indicate that the City needs to address approximately 2 miles of roads each year to ensure that the condition of all roads is addressed¹² at least once every 20 years.



Replacement of water main and other subsurface utilities should be coordinated with the City's pavement repair program to prolong pavement life

The CIP must seek to upgrade the drivability conditions of the roads for vehicles, to integrate bike lanes (shared or dedicated) if the road is on a designated bike route, and to address pedestrian

improvements via sidewalk, signage, and ADA curb ramp improvements. The CIP must address all ADA curb ramps which are non-PROWAG¹³ compliant.



ADA curb ramp and landing under construction (DWS-Detectable Warning Surface shown)

The CIP should include a comprehensive Pavement Management Plan (PMP) which classifies each roadway every 4 years based on the level of deterioration and the required repair methods. Roads should be prioritized based on their functional classification, proximity to public transit and public facilities (municipal and educational), and categorization as a designated bike path.

It is important that each category of road is repaired each year to prevent roads with minor and/or moderate defects from falling into the major repair category. Repair methods for most local roads will include:

- **Full depth reconstruction.** Used for roads with extensive alligator, transverse, and

longitudinal cracking.

- **Mill and Resurfacing.** Used for roads with moderate pavement failures to extend pavement life and improve smoothness.



Mill and Overlay Roadway Improvement Project

A Preventive Maintenance Section should also be included in the Capital Improvement Program. The 2-mile annual requirement should include the following road repair measures.

- **Crack Sealing.** Used for roads with minor pavement failures and cracks.
- **Infrared Pothole Repair.** This should be specified for all road utility openings that occur on roads which have been paved within the last five (5) years. This method of pothole repair prolongs the life of the repair and increases its structural integrity along the seam. Enhanced fee structure and oversight should be part of this protocol.

¹² Substantive improvement does not include preventative maintenance such as (a) Longitudinal Joint repairs and crack/joint sealing, and (b) pothole repairs. This should be part

of the Annual Roadway Maintenance program conducted by DPW from Spring – Fall of each year.

¹³ PROWAG = Public Right of Way Accessibility Guidelines as proposed by the United States Access Board, dated July 26, 2011.

3.4 Circulation



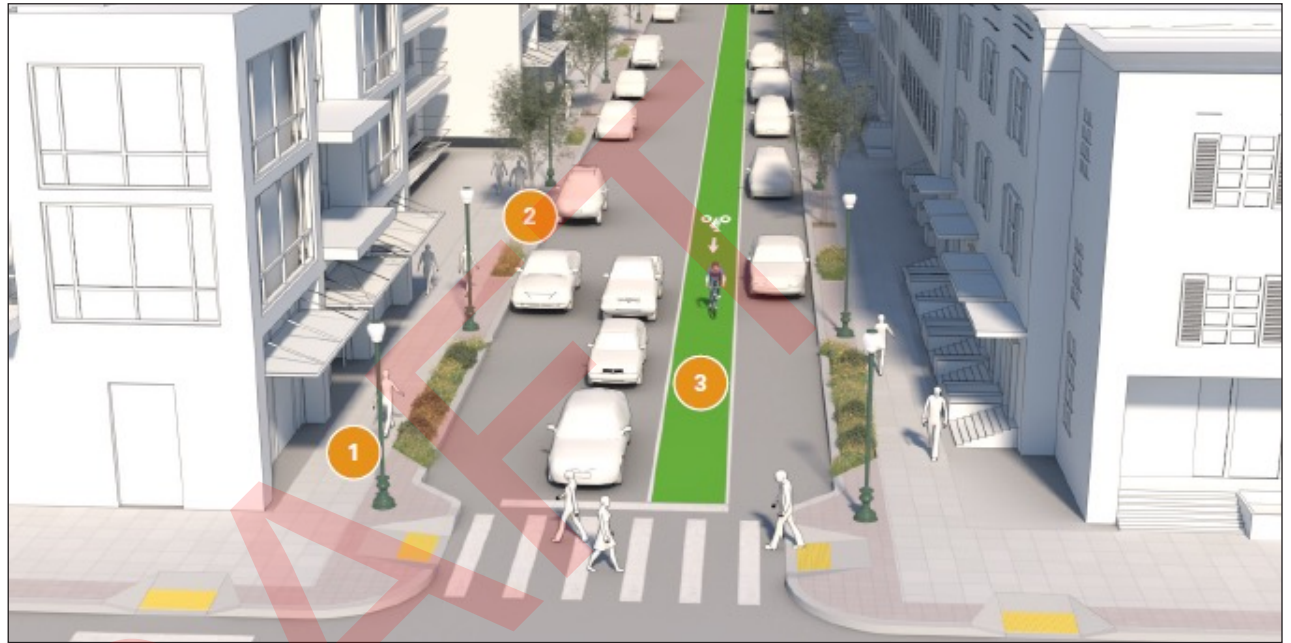
Infrared repair of potholes and pavement trenches

Develop a formal Bike Network Plan

No bike lanes (shared or dedicated) were observed in the City of Orange. To implement a Complete Streets framework, the City should work with Essex County to create a citywide bike network that will connect residents and local businesses with the following:

- Municipal Facilities such as City Hall, Police Department and Senior Center
- Parks so that families can ride to recreational activities
- Transit Facilities such as major bus stops, train stations and park and ride locations
- Schools so that older students and employees can bike to school

Dedicated bike lanes are often preferred over shared bike lanes as they provide separate travel lane for bicyclists. The NJDOT 2017 Complete Streets Design Guide outlines examples of typical road improvements to accommodate bicycle circulation based on the character and usage pattern of the City's streets.



Bike Lane upgrades to one-way urban residential street

1	A wider sidewalk and narrower furnishing zone provides more room for pedestrians and increases accessibility for those with mobility limitations.
2	The addition of a tree pit with a metal grate covering provides more room for tree roots to grow, which minimizes sidewalk disruption. The metal grate creates a wider effective walking area and reduces tripping hazards for pedestrians.
3	The addition of a bicycle lane in this context provides dedicated space for bicyclists on a lower-stress street while reducing propensity for motor vehicle speeding and double parking. Increased enforcement might accompany this addition to deter double parking in the bicycle lane. Where space allows, the addition of a separated bicycle lane would remove the ability to double park and provide a more comfortable bicycle facility.

3.4 Circulation



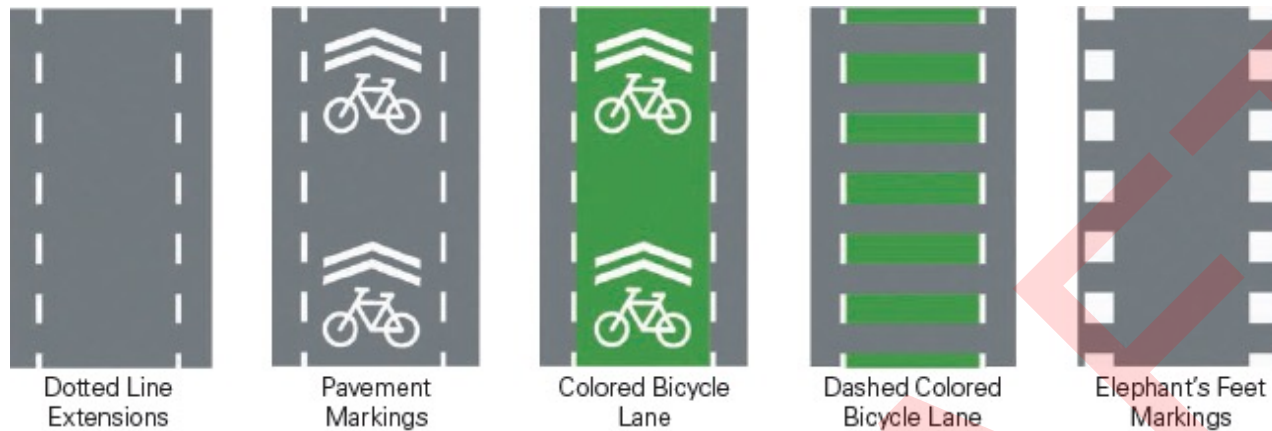
Bike lane upgrades to a typical Main Street

1	Implement a Road Diet ¹⁴ which can improve traffic flow and reduce turning vehicle conflict.
2	Turn lanes help eliminate weaving conflicts that are common on a four-lane road. Alternative treatments can incorporate pedestrian safety islands or a median with turn bays at key locations.
3	Buffered bicycle lanes provide dedicated space for cyclists with more distance from motor vehicles than a conventional bicycle lane. On streets with frequent deliveries or double parking, special accommodations and extra enforcement should be provided to ensure that the bicycle lane is not blocked.
4	Bike boxes help cyclists make left or right turns by placing them in front of traffic at a red light. On streets with higher volumes of traffic, cyclists may prefer to make a two-stage turn.

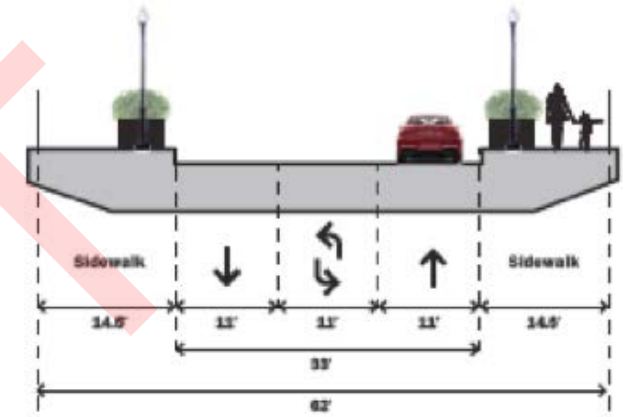
¹⁴ Typical applications of a road diet occur on four-lane undivided roadways, which can be converted to a three-lane cross section (one lane in each direction with a center turn lane or center median), or multi-lane streets with extra capacity where one or more lanes could be removed. An analysis should be conducted to determine whether excess capacity exists. Road diets generally occur on roadways with extra capacity and therefore should not have a negative impact on traffic. (Source: NJDOT 2017 Complete Streets Design Guide)

3.4 Circulation

The Bike network should have standardized signage and striping as shown below.



Bicycle lane and intersection markings



Bike Lanes adjacent to Back-In Diagonal Parking (Source: San Francisco Bikeway Design Guidelines)

The City of Orange currently has diagonal parking on Main Street (between Tony Galento Plaza/ Cleveland Street and South Center Street) as shown in the following figure. Bike lanes are not recommended behind head-in diagonal parking. However, such lanes can be accommodated with back-in diagonal parking as shown in the attached figure. This allows the driver to have visibility of the bike lane when entering and exiting the parking space. An example of a back-in diagonal parking space is shown in the following figure. Back in Diagonal Parking with a Bike lane is currently in use in Seattle, Washington. Back in Diagonal Parking can also be seen in Hoboken.

Once implemented, information on the bike network should be sent to residents and local businesses to encourage use. Once a bike network is created then these improvements can be made during road reconstruction and/or mill or overlay improvements as part of a larger capital improvement. Lower cost improvements such as striping and dotted line extensions can be made on roads directly abutting schools, parks, and public facilities if such roads are in poor condition. More extensive treatments such as colored pavements can be made on roads with higher functional classification that are in fair to good condition.

3.4 Circulation

Develop a Signage Upgrade and Replacement Program

The signage program should prioritize upgraded signage around education facilities, municipal facilities, public transit facilities and recreational facilities. Our windshield survey (observations from a moving vehicle) revealed that over 50% of the City's road regulatory signage is in poor condition.



Poorly Visible Regulatory Street Signage Condition (typical) in City of Orange

We recommend the creation of a 5-year signage replacement program to upgrade existing regulatory and street signs to conform to 2009 MUTCD signage standards with respect to letter sizes and signage retro-reflectivity.

On single lane streets with a speed limit of 25 mph, typical street signage should have upper case letters at least 4 inches in height, and lower case letters at least 3 inches in height. However, a minimum upper and lower case height of 6 inches and 4.5 inches respectively is recommended. On multi-lane streets, typical street signage should have upper case letters at least 8 inches in height, and lower case letters at least 6 inches in height.

Figure 2D-10. Street Name and Parking Signs



In addition, the signage program should include a comprehensive Wayfinding Signage component to ensure that all public facilities, parks, train stations, and major bus stops can be easily located. Effective wayfinding signage reduces confusion for those unfamiliar with the City and also encourages use and access to public amenities and facilities by residents, commuters and local businesses.

Wayfinding systems also help create a sense of place within a community or corridor, knitting it together through consistent treatments to help residents and visitors navigate between points of interest. Wayfinding signage should clearly identify the locations of key destinations, such as businesses, recreational areas, historical or cultural landmarks, bicycling routes, transit and connections to nearby areas of interest.



3.4 Circulation

Develop an Intersection Improvement Program

During our windshield survey we observed the following deficiencies at numerous intersections which negatively impact pedestrian circulation:

- Faded crosswalks
- Faded signage
- Raised and broken sidewalks
- Non-ADA compliant curb ramps
- Non-existent ADA ramps



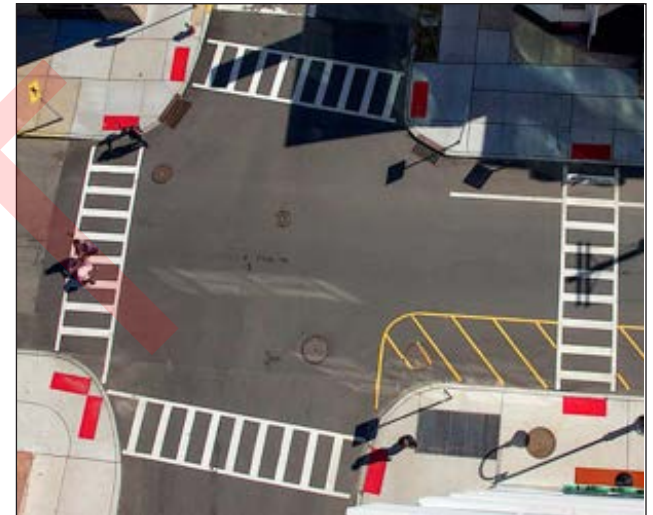
Faded Crosswalk leading to non-compliant ADA curb Ramp

The Intersection Improvement Program on local streets should be prioritized around schools, parks, commercial corridors, and public facilities. This program should include:

- Traffic Signal Improvements. These improvements should include pedestrian signal heads with countdown timers, accessible pedestrian push buttons (for areas of low pedestrian volumes, coordinated signals on commercial corridors and/or Adaptive Signal Controls which process real time data and adjust signal timing to accommodate traffic patterns and mitigate congestion.

One example of where Traffic Signal Improvements is required within the next two years is located at the traffic light at Central Avenue and Lincoln Avenue. The signal at this intersection remains a concern for Firehouse personnel at 413 Central Avenue (Engine 1, Engine 3, Ladder 1) during emergencies. Vehicles stopped at this traffic light prevent left turn movements of fire apparatus onto Central Avenue. An evaluation of the location of the near side signal location along with pavement striping should be reviewed at this location.

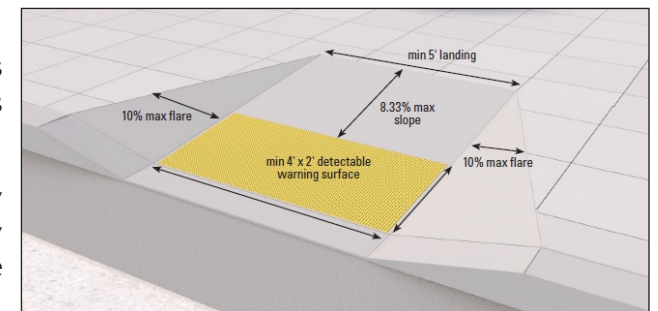
- Pavement Markings including crosswalks and No Parking Zones, Signage upgrades (regulatory and Wayfinding)
- ADA and Pedestrian Accessibility improvements. An example of a properly design ADA curb ramp is shown in the figure to the right.



Intersection improvements with new ADA curb ramps, crosswalks and signage



Intersection of Freeway Drive East and South Day Street
(No ADA ramps on north side of intersection)



3.4 Circulation

Develop a Funding Program

As part of the planning process, the City should identify funding sources and match those funding sources with the different Complete Streets and TOD initiatives outlined above. A funding program matrix is outlined below:

Plan	Municipal Bonds	NJDOT					NJEIT
		Municipal Aid	Discretionary Aid	Bikeways	Safe Streets to Transit	Transit Village	
Capital Improvement Plan	X	X					X
Intersection Improvement Plan	X		X		X		
Signage Upgrade and Replacement Program					X	X	
Bike Network Plan				X	X	X	

Descriptions of the funding programs that are outlined in the table above are described below:

1. New Jersey Environmental Infrastructure Trust (NJEIT). This program funds upgrades to water and sanitary sewer infrastructure and covers road replacement in those areas where this infrastructure is upgraded. NJEIT funding for roadway and sewer reconstruction ensures that the service life of the reconstructed roads is not shortened due to deteriorated subsurface infrastructure. If the City decides to pursue this funding, this effort must include annual communication with the other utility Owners of subsurface utilities (gas, electric, cable), so

that they can coordinate their maintenance and capital programs with the City.

2. Municipal Bond funding or Capital Improvement Funds. This funding would be part of the City's annual budget appropriation.

3. New Jersey Department of Transportation (NJDOT) funding. NJDOT has the following state funded programs to improve the efficiency and effectiveness of New Jersey's transportation system.

- a) **Municipal Aid.** \$400 million available in FY2018 to fund the following:
 - i. Bikeway improvements including new bike paths and lanes, and bike compatible roadways.
 - ii. Mobility improvements to enhance mobility and reduce congestion (for example signal optimization)
 - iii. Pedestrian Safety to enhance

pedestrian safety via new sidewalks and crosswalks, traffic calming, and construction of pedestrian overpass.

- iv. Roadway Safety which seeks to improve roadway conditions via installation of new signage and striping, and guiderails.
- v. Roadway Preservation which is the primary funding source for road resurfacing and reconstruction projects including drainage improvements.

b) **Local Aid Infrastructure Fund (Discretionary Aid).** This funding covers emergencies and municipal needs. City of Orange can apply anytime.

c) **Bikeways.** This fund is designated for bike paths and supports NJDOT's goal of 1,000 new miles of dedicated bike paths.

d) **Safe Streets to Transit.** This fund supports access improvements to transit facilities and other public transportation with the goal of improving overall safety and accessibility for mass transit riders walking to transit facilities.

e) **Transit Village.** This funds non-traditional transportation-related projects for municipalities, such as the City of Orange, that have been designated as Transit Villages.

3.4 Circulation

3.4.3 ESSEX COUNTY ROADS

The Essex County Comprehensive Transportation Plan (ECCTP) was adopted by Essex County on April 8, 2014.



The ECCTP was created pursuant to the Complete Streets policy adopted by The Essex County Board of Chosen Freeholders on April 25, 2012. The ECCTP outlined the following goals and objectives:

- Provide safe and accessible accommodations for existing and future pedestrian, bicycle and transit facilities
- Designs shall address the need for bicyclists and pedestrians to cross corridors, as well as travel along them, in a safe, accessible and convenient manner.
- Bicycle and pedestrian facilities shall be designed and constructed to the best currently available standards and practices including the New Jersey Roadway

Design Manual, the AASHTO Guide for the Development of Bicycle Facilities, AASHTO's Guide for the Planning, Design and Operation of Pedestrian Facilities, the Manual of Uniform Traffic Control Devices and others as related. Improvements shall comply with Title VII Environmental Justice, Americans with Disabilities Act (ADA) and complement the context of the surrounding community.

- Improvements shall also consider connections for Safe Routes to Schools, Safe Routes to Transit, Transit Villages, trail crossings and areas or population groups with limited transportation options.
- Establishment of a procedure to evaluate resurfacing projects for Complete Streets inclusion according to length of project, local support, environmental constraints, right-of-way limitations, funding resources, and bicycle and/or pedestrian compatibility.

Findings and Recommendation

Essex County has adopted the Complete Streets and Transportation Oriented development recommended in this Circulation Element for Local Roads. Therefore, the key issue with respect to Essex County's Circulation improvement involves the coordination of the County's improvement of its roads within the City of Orange with the City's Circulation infrastructure improvement programs. As previously identified, Essex County owns and maintains the following roads within the City of Orange.

County Route	Street Name	FHWA Classification
508	Central Avenue	Urban Principal Arterial
638	High Street	Urban Minor Arterial
638	Scotland Road	Urban Minor Arterial
658	Park Avenue	Urban Principal Arterial
659	Main Street (Scotland Road to West Orange border)	Urban Principal Arterial
671	Washington Street (High Street to West Orange border)	Urban Minor Arterial

3.4 Circulation

3.4.4 FREEWAY DRIVE & STATION AREA – SAFETY AND PUBLIC REALM STUDY Findings and Recommendation

The 05/17/17 draft of The Freeway Drive and Station Area Study (Freeway Drive Study) focused on the application of Complete Streets and Transit Oriented Development initiatives to Freeway Drive East and West. Freeway Drive East and Freeway Drive West encompass two NJDOT highway service roads paralleling I-280. The objective of the Freeway Drive Study was to examine the current conditions of Freeway Drive and propose solutions that would allow Freeway Drive to evolve beyond its current auto-centric focus to a Complete Street which would connect both sides of the City of Orange and provide options for bikes, open space and a safer pedestrian environment.

The Freeway Drive segments in East Orange typically carry more traffic than the segments in Orange but, in general, all segments carry approximately 1,000 to 1,500 vehicles per hour in the peak weekday morning and evening periods. I-280 westbound provides an off-ramp to both East Orange (Clinton Street Exit) and Orange (Exit 11B – Day Street Essex Avenue Orange) and an on-ramp from Freeway Drive in Orange (just west of Essex Street).

The Overall Plan Recommendation for Freeway Drive is summarized in the figure below:



Freeway Drive Study Cover Page – Draft 05/17/17



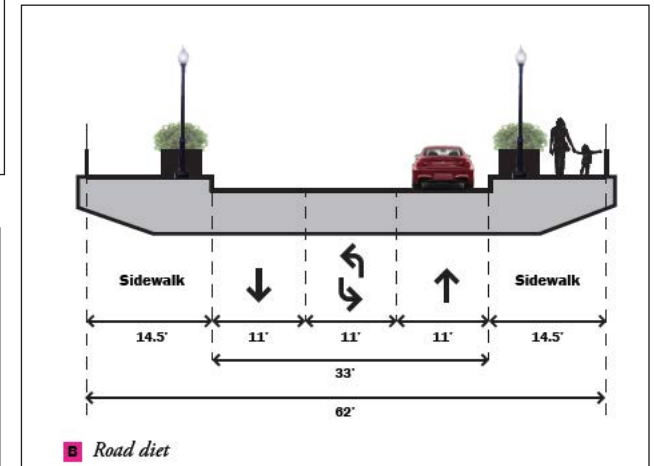
Within the City of Orange, the Freeway Drive Study proposes the following:

- New street-oriented retail structures lining the South Essex Street Bridge to link the north and south sides of the City of Orange’s downtown.



Long-term vision for Essex Street Bridge

- Road Diet on Oakwood Avenue
- Bike Lane along Freeway Drive East from East Orange Border to South Essex Avenue



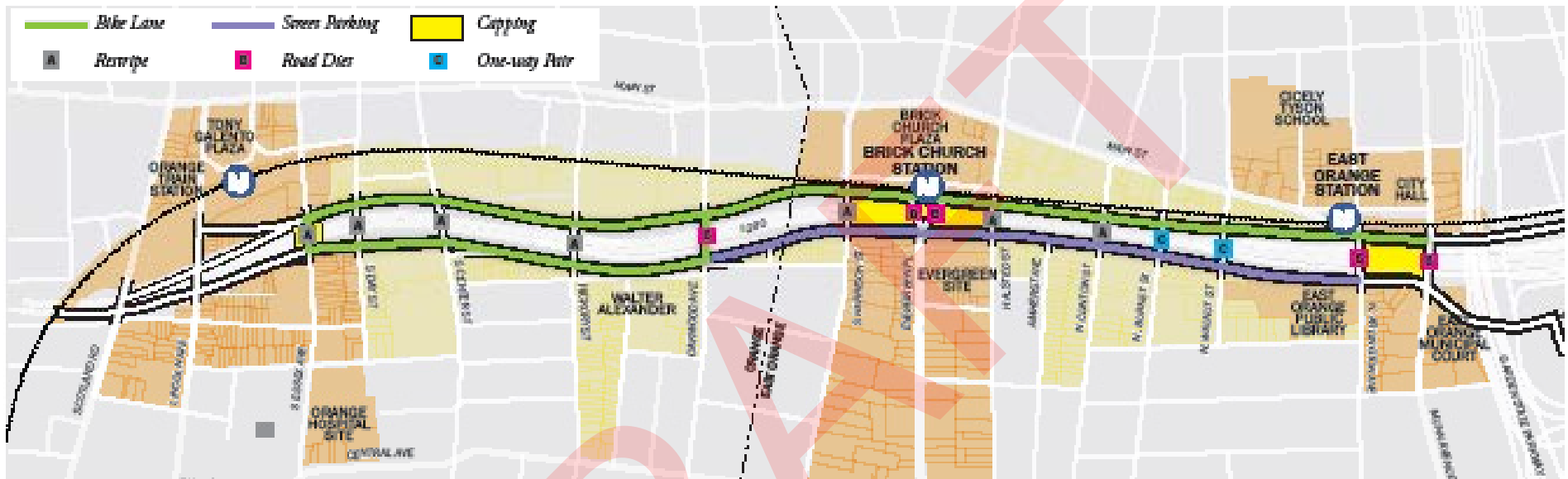
B Road diet

Proposed Road Diet on Oakwood Avenue

- Bike Lane along Freeway Drive West to Oakwood Avenue
- On-street Parking from Oakwood Drive to East Orange border

3.4 Circulation

The proposed plan for Freeway Drive is summarized in the Figure below.



Freeway Drive Improvement Plan – Draft 05/17/17

3.4 Circulation

3.4.5 MASS TRANSIT – COMMUTER RAIL

Commuter rail service is provided to the City of Orange by NJ Transit via the Highland Avenue and Orange Avenue stations. Service to both stations is provided by the Morris & Essex (M&E) Morristown Line and the M&E Gladstone line. The trains going to New York Penn are also known as Midtown Direct.

The Morris & Essex (M&E) Morristown line service operates between Hackettstown/ Lake Hopatcong/ Dover and Hoboken, via Morristown. Additionally, there are trains operating daily between Dover and New York, via Morristown. The Morris & Essex (M&E) Gladstone line service operates between Gladstone and Hoboken on weekdays, and Gladstone and Summit on weekends. Additionally, there are two trains, in each direction, on weekdays that provide service between Gladstone and New York.

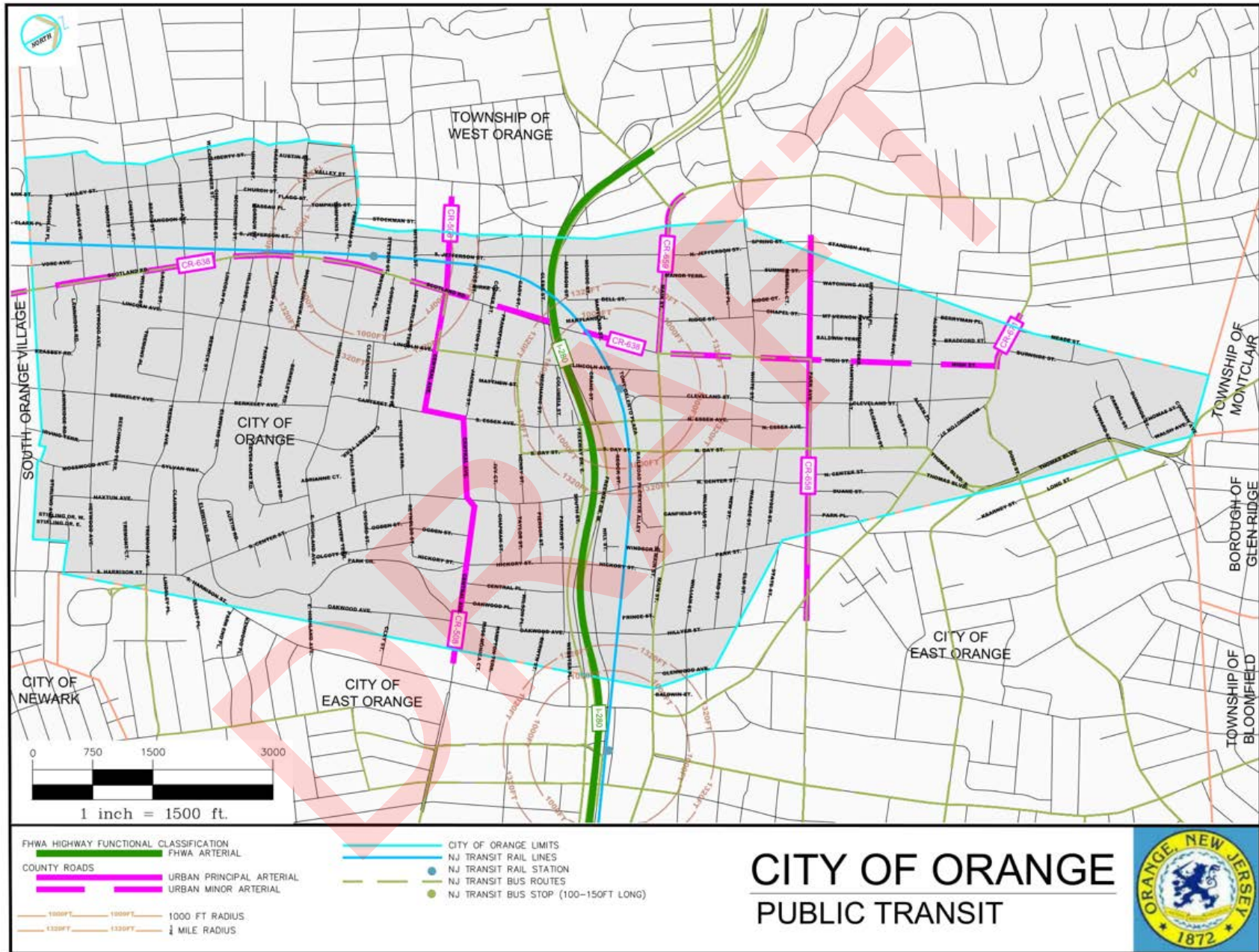


Highland Avenue Station

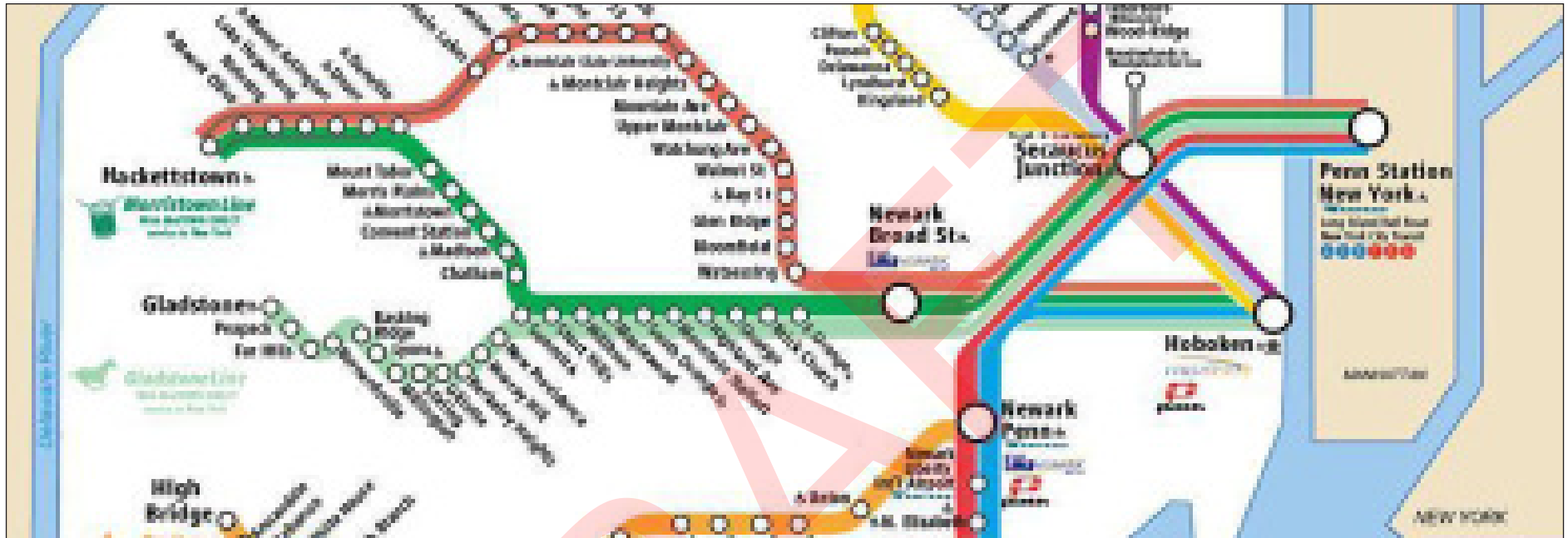


Orange Station

3.4 Circulation



3.4 Circulation



New Jersey Transit Commuter Rail Map for M&E lines

Findings

Passenger Boardings

Over three years, weekday passenger boardings in the City of Orange have grown from 1,269 to 1,362 at Orange Station (+7.4%), and from 218 to 252 at Highland Avenue station (+15.6%) as shown in the Table below.

Average Weekdays Passenger Boardings¹⁵

Lines	FY14	FY15	FY16
Orange	1,269	1,343	1,362
Highland Avenue	218	229	252

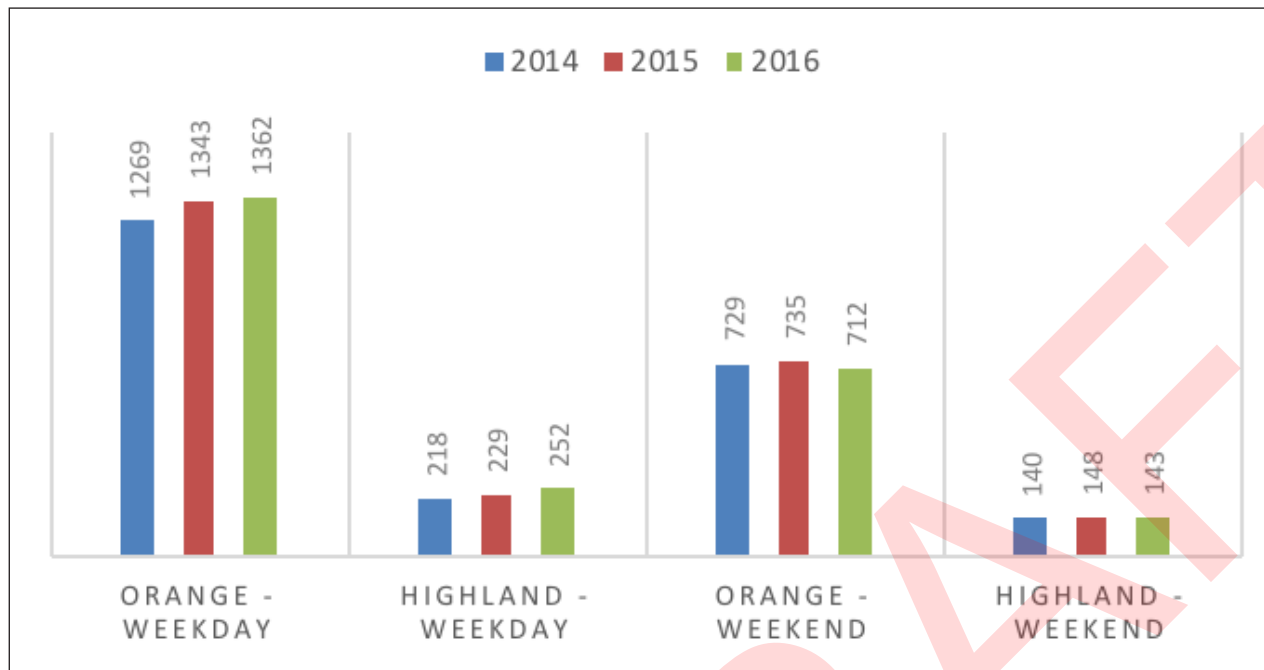
During this same period, weekend passenger boardings have fallen from 729 to 712 at Orange Station (-2.4%) and have risen from 140 to 143 at Highland Avenue station (+2.2%).

Average Weekends Passenger Boardings

Lines	FY14	FY15	FY16
Orange	729	735	712
Highland Avenue	140	148	143

¹⁵ Source: NJ Transit

3.4 Circulation



Passenger Boardings at Orange and Highland Avenue Station

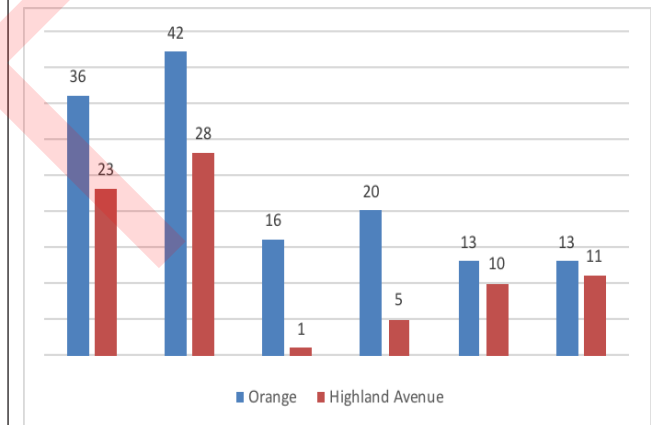
Highland Avenue Schedule Highlights

- Weekday Direct Service to New York Penn Station is 37 minutes.
- Weekday Regular Service, which involves a stopover at Newark Broad Street, ranges from 39 to 60 minutes.
- Weekend Regular Service ranges from 38 to 44 minutes.
- There is 1 weekday direct train to New York Penn Station from Highland Avenue at 4:15 PM. There are 5 direct trains from New York Penn station to Highland Avenue.

Orange Avenue Schedule Highlights

- Weekday Direct Service to New York Penn Station ranges from 30 - 33 minutes.
- Weekday Regular Service, which involves a stopover at Newark Broad Street, ranges from 39 to 87 minutes.
- Weekend Regular Service is approximately 35 minutes.
- There are 16 weekday direct trains to New York Penn Station from Orange Avenue.
- There are 20 direct trains from New York Penn station to Orange Avenue.

The trip summary (including direct schedule and direct service) is shown in the Chart below.



NJ Transit Trip Summary

Recommendations

Provide additional bike lockers at select bus stops where feedback indicates a demand for such lockers.

3.4 Circulation

3.4.6 MASS TRANSIT – BUSES

The City of Orange is served by a mass transit combination of buses and rail. Public transit is provided by New Jersey Transit for both bus and commuter rail service. Paratransit is provided by the City of Orange. Private Bus services, such as Coach USA, provide additional mass transit options for residents and employees within the City of Orange. In addition, the Township of West Orange provides free jitney service to the Orange station.

NJ Transit Annual Weekdays & Weekends Passenger Trips

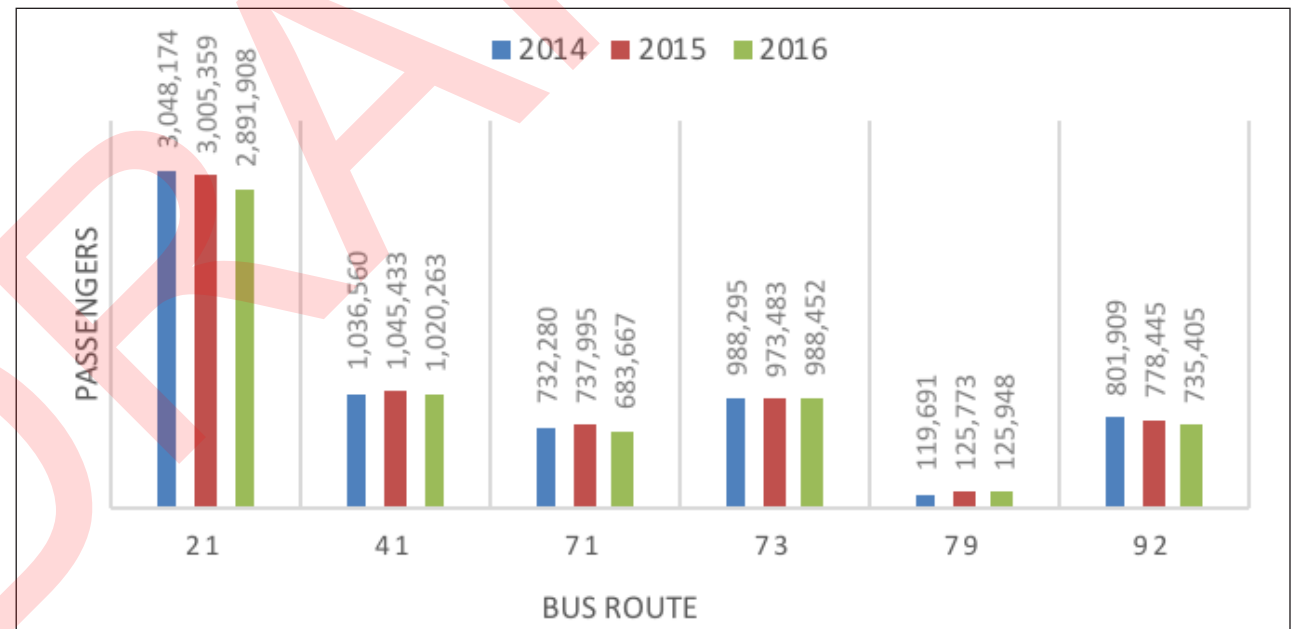
Bus Route	FY14	FY15	FY16
21	3,048,174	3,005,359	2,891,908
41	1,036,560	1,045,433	1,020,263
71	732,280	737,995	683,667
73	988,295	973,483	988,452
79	119,691	125,773	125,948
92	801,909	778,445	735,405

Findings

The City of Orange is served by six NJ Transit bus lines – Routes 21, 41, 71, 73, 79, and 92. The routes for each bus and the main stops for each line within the City of Orange are shown in the tables below.

Annual Bus Ridership Levels

The Table below depicts annual bus ridership (weekends and weekdays) for Bus Route 21. This Newark to West Orange route has seen a 5.13% decrease in ridership from 2014 to 2016. This is the bus route with the highest annual ridership volume of 2,891,908 (FY16). Annual ridership (weekends and weekdays) for Bus Route 79 (Newark to Parsippany) has seen a 4.99% increase in ridership from 2014 to 2016. This is the bus route with the lowest annual ridership volume of 125,948 (FY16).



Annual NJ Transit Bus Ridership Levels for City of Orange

3.4 Circulation

Recommendations

Implement the 2017 Complete Streets policy with respect to the following:

- Provide Bus shelters at the following main bus stops within the City over the next two years. Prioritize implementation based on passenger trips. Where possible ensure that bus shelters provide seating, lighting and travel information.

Bus Route (s)	Stops
21 / 71	Main Street
21 / 71 / 73 / 79	Erie Loop
41	R.R. Plaza
92	Scotland Rd at Heywood Ave.
92	Day St. at Main St.
92	Thomas Blvd. at Dodd St.

- Provide additional Park & Ride facilities to allow commuters from outside the ¼ mile radius to utilize mass transit.



Typical NJ Transit bus shelter

PARA TRANSIT

As Americans aged 65 or older increase from 15% to 20% of the population by 2030, cities across the United States will face a transportation crisis¹⁸. Urban residents who are physically unable to use public transportation, including the disabled and mobility-impaired elderly, are offered paratransit services. The demand for paratransit systems, required by an unfunded 1990 Americans with Disabilities Act mandate, is growing nationwide and costs continually increase (now \$5.2 billion nationwide).

Paratransit is recognized in North America as special transportation services for people with disabilities, often provided as a supplement to fixed-route bus and rail systems by public transit agencies. Paratransit services may vary considerably on the degree of flexibility they provide their customers. These services range from a taxi or small bus that will run along a more or less defined route and then stop to pick up or discharge passengers on request to a fully demand-responsive transport which offers on-demand call-up door-to-door service from any origin to any destination in a service area.

In addition to public transit agencies, paratransit services are operated by community groups or not-for-profit organizations, and for-profit private companies or operators. Minibuses are often used to provide Paratransit service and are typically equipped with wheelchair lifts or ramps to facilitate access.



Paratransit Service in City of Orange (Minibus equipped with wheelchair lift)

¹⁸ Source: Intelligent Paratransit, NYU Wagner Rudin Center for Transportation Policy and Management

3.4 Circulation

Findings

The City of Orange provides a van service for seniors and special needs residents in public and private housing, and for residents of the community who can reach a senior building location. The number of daily riders is between 13- 20 residents. The City has four buses, one recreation van and one car for paratransit. Three buses seat up to 20 passengers, and the fourth bus seats 40 passengers. The van seats nine passengers, and the car seats five passengers.

The buses operate Monday-Friday from 9:00 am-4:00-4:30 pm. The buses will leave from one of the nine senior buildings, to take seniors to West Orange Shop-Rite (every hour), Walmart (8:30am and 11:00am), Breakfast & Movie (3rd Tuesday of the month at Newark Multiplex), Arts Unbound (weekly on Mondays & Wednesdays), Yoga (weekly on Tuesdays and Thursdays, and Zumba (weekly on Tuesday, Thursday, and Saturday)¹⁹ .

Recommendations

The Intelligent Paratransit Study²⁰ outlines several recommendations to improve paratransit.

- Ride reservations should be available through multiple channels: phone, apps, SMS messaging, physical infrastructure on the street and wearable technology for riders.
- Paratransit agencies must collaborate with

taxis and app-based car services, including Uber, Lyft, Via and SilverRide to integrate more efficient services.

- Services connecting riders to transit should feature real-time, in-vehicle data integration with transit services to optimize accessibility of trips.
- As cities grow in language diversity, paratransit vehicles should feature on-board translation apps and call-in numbers to better serve all riders.

These recommendations might seem impractical for many seniors. However, their support network (family, live-in health care) should be able to utilize the technology to work with the City to improve its paratransit system.

¹⁹ Source: Department of Community Services (Wendy Sykes - Director)

²⁰ Source: Intelligent Paratransit, NYU Wagner Rudin Center for Transportation Policy and Management

3.4 Circulation

3.4.7 PARKING

As cities begin to emphasize other modes of travel, such as cycling, walking, and mass transit, the focus on the automobile changes to one of co-existence, not merely dominance. However, the fact remains that the automobile is still the preferred way to travel intracity and intercity. Parking for these automobiles remains a challenge for most cities that are trying to revitalize their commercial corridors and transit centers while encouraging other forms of transportation.

Businesses and residents often are concerned with the lack of on-street and off-street parking. Often it is the mismanagement of parking which creates a capacity constraint rather than the lack of parking facilities. Cities should first seek to maximize efficiencies of existing parking facilities and explore shared parking options with private parking facilities before they incur the expense of constructing new facilities.



Multi-space parking Meters (payment options: cash, coin, credit/debit cards, mobile)

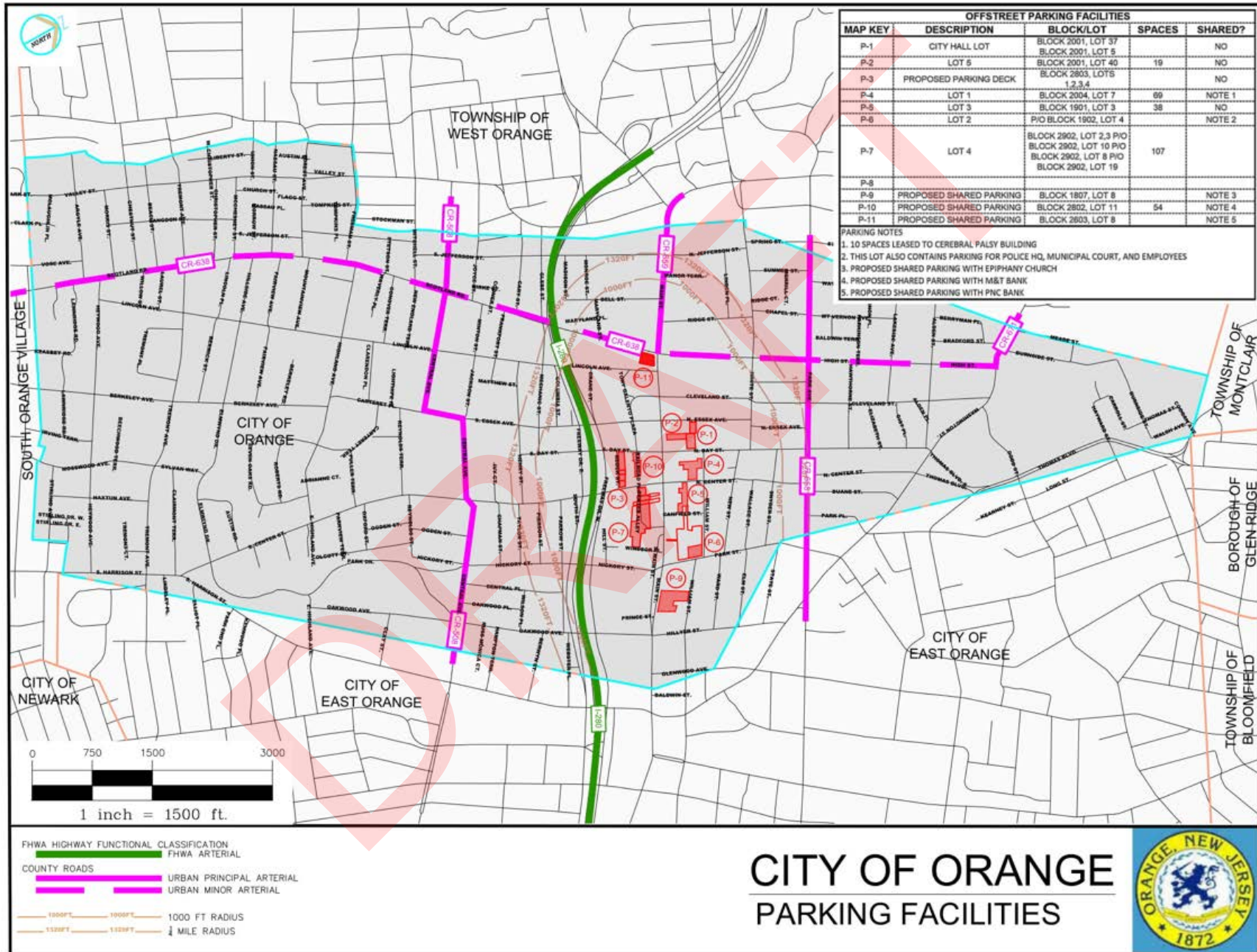
The existence of new parking technologies such as mobile payments, electronic permitting for residents, employees and commuters, allow for easier parking administration, effective parking utilization analysis and more efficient parking management practices.



Mobile parking payment

The City's current and some of its proposed off-street parking facilities are presented in the Map below.

3.4 Circulation



3.4 Circulation

Finding and Recommendations

On-street Parking

On-street parking is regulated via meters, permits and time limit parking. All on-street parking is parallel with the exception of Main Street between Cleveland Street/Tony Galento Plaza and South Center Street, which has angled parking for three blocks.

Portions of Main Street are managed by metered parking, however there are no existing metered parking spaces on Central Avenue in the business district, or on Scotland Road. Parking on Main Street is functional.



Angled Parking on Main Street



On-street parking on Central Avenue (at Orange High School) –
Lincoln Avenue at Carteret Place



Typical Single Parking Space Meters
(with Credit Card payment option)

There are various on-street locations within the City of Orange where high parking demand and non-existent or outdated parking regulations create a lack of parking for various user groups (i.e. residents, commuters, employees and customers). These locations and proposed solutions are outlined in the following table.

In general, the parking management approach can be summarized as follows:

- Implement metered and permit²¹ parking directly adjacent to areas which create high parking demand.
- Implement permit parking from a one-to-two block radius in areas which generate high parking demand.
- Implement time limit parking from a two-to-four block radius from areas which generate high parking demand.

- Define parking areas by users (residents, local employees, commuters, business customers).

²¹ Permit parking for residents, employees, and commuters will be determined based on the adjacent uses.

3.4 Circulation

Proposed On-street Parking Management Enhancements

Location	Proposed Solution(s)
<p>Scotland Road (3 block radius around the Highland Avenue Train Station)</p>	<ul style="list-style-type: none"> Metered parking on Scotland Road during Weekdays (7:00am - 7:00pm) Residential Permit parking (Weekdays 7:00am - 7:00pm) on Fairview Avenue, Mountainview Avenue, Highland Avenue, Waverly Place, Conover Terrace, and New England Terrace from Scotland Road to Lincoln Avenue 2-hr time limit parking (Weekdays 7:00am - 7:00pm) on Fairview Avenue, Mountainview Avenue, Highland Avenue, Waverly Place, Conover Terrace, and New England Terrace from Lincoln Avenue to Berkeley Avenue/Carteret Place
<p>Main Street (Post Office Block - Lincoln Avenue to Tony Galento Plaza/ Cleveland Street)</p>	<ul style="list-style-type: none"> 30-minute metered parking on both sides (Monday thru Saturday 7:00 am - 7:00 pm)
<p>Lincoln Avenue (Main Street to Crane Street) (adjacent to Orange Train Station)</p>	<ul style="list-style-type: none"> Convert current 2-hour time limit parking to metered parking (Weekdays 7:00 am - 7:00 pm)
<p>Lincoln Avenue (Crane Street to Henry Street) (adjacent to Orange Train Station)</p>	<ul style="list-style-type: none"> Convert 2-hour time limit parking to metered parking (Weekdays 7:00 am - 7:00 pm)
<p>Lincoln Avenue (Conover Terrace to Lincoln Place)</p>	<ul style="list-style-type: none"> Residential and Employee Permit Parking (Weekdays 7:00 am - 7:00 pm).
<p>Columbia Street (Lincoln Avenue to South Essex Avenue) (adjacent to Orange Train Station)</p>	<ul style="list-style-type: none"> Commuter and Residential Permit Parking (Weekdays 7:00 am - 7:00 pm)
<p>South Essex Avenue (Freeway Drive East to Mechanic Street)</p>	<ul style="list-style-type: none"> Metered Parking (Weekdays 7:00 am - 7:00 pm)

3.4 Circulation

Location	Proposed Solution(s)
Crane Street (Lincoln Avenue to South Essex Avenue)	<ul style="list-style-type: none"> • Metered Parking (Weekdays 7:00 am - 7:00 pm) • Commuter Permit Parking (Weekdays 7:00 am - 7:00 pm)
Central Avenue (South Jefferson Street to Oakwood Avenue)	<ul style="list-style-type: none"> • Metered Parking (Weekdays 7:00 am - 7:00 pm). Possible use of pay stations . • Time limit and metered parking (between South Center and Hickory Street) to manage parking demand from new residential development, existing supermarket and existing church at Central Avenue and Ogden Street
Central Avenue (Scotland Road to Carteret Place)	<ul style="list-style-type: none"> • Metered Parking (Weekdays 7:00 am - 7:00 pm).
Ogden Street (Central Avenue to Reynolds Street)	<ul style="list-style-type: none"> • Metered Parking (Weekdays and Weekends 7:00am - 7:00pm) • Residential Permit Parking for Ogden Street Residents only



On-street Parking on Highland Avenue – Scotland Road to Lincoln Avenue

DRAFT

3.4 Circulation

Off-street Public Parking (City Owned Lots)

City of Orange owns five public parking lots as shown in the following table:



Off-street Lot 1 (adjacent to Sandwich Unlimited)

City Owned Public Parking Lots

Lot #	No. of Public Spaces	Location	Comments ²³
1	69	William Street / North Center Street	<ul style="list-style-type: none"> 10 spaces leased to Cerebral Palsy of North Jersey (CPNJ) Sandwich Unlimited employees also park in this lot
2	58	Police and Municipal Court (Park Street between Main Street & William Street)	<ul style="list-style-type: none"> City exploring possible use for shared “residential” permit parking City proposes to add meters to this lot
3	38	North Center Street (midblock between North Center Street/Canfield Street and Main Street/William Street)	<ul style="list-style-type: none"> City will increase to 40 spaces City to implement employee permit parking in this lot.
4	107	South Center street (between Main Street and Railroad Tracks)	
5	19	Behind City Hall	<ul style="list-style-type: none"> Accessed from Main Street
---	25	South Jefferson Street (between Central Avenue and Mitchell Street)	<ul style="list-style-type: none"> Existing lot to be metered Commuter Permit Parking (Weekdays 7:00am - 7:00 pm)
TOTAL	316		

²³ City objectives based on 01/19/17 and 01/25/17 parking lot survey with Christopher Mobley (City of Orange Department of Planning and Development).

3.4 Circulation

Off-street Public Parking – Private Lots (Shared with City)

The City is seeking to expand its off-street parking inventory through parking agreements with several private surface parking lot owners as shown in the following table.

Location	# of Potential Parking Spaces
Church of Epiphany	46
<ul style="list-style-type: none"> Retail Employee parking to allow reserve on-street Parking for short-term (business customer) use 	
International Faith Ministries	TBD
<ul style="list-style-type: none"> City proposes to partner with Church to provide either a surface lot or structure parking deck based on the removal of a 450-structured parking deck at Reock Street. 	
Nassau and South Jerfferson	TBD
<ul style="list-style-type: none"> City proposes to utilize this existing surface lot for commuter parking since it is 2 ½ blocks from the Highland Avenue train station. 	
Crane Street	147
<ul style="list-style-type: none"> City proposes to partner with developer who is building a 204-unit residential development to provide a 2-story deck with lower level public parking, and upper level dedicated solely for use by on-site residents. 	
M&T Bank	54
<ul style="list-style-type: none"> Proposed shared parking agreement with M&T Bank during non-business hours to provide off-street employee parking 	
PNC Bank	38
<ul style="list-style-type: none"> Proposed shared parking agreement with PNC Bank during non-business hours to provide offstreet employee parking 	
Orange Recreation Center (between Main Street and Lincoln Avenue)	27
<ul style="list-style-type: none"> Proposed parking for Post Office employees. This increases on-street parking availability on Main Street for Post Office customers and the customers of adjacent businesses. 	

Parking Management

In New Jersey, public parking is managed in several ways:

Private Operators. These facilities are subject to zoning and mercantile requirements issued by the City.

Parking Authority. This is a quasi-government entity created to finance, operate and maintain public parking facilities. Most parking authorities manage both on-street and off-street parking. However, there are some exceptions such as the City of Trenton where the Trenton Parking Authority only manages off-street facilities and the City manages on-street.

Parking authorities can finance parking capital improvements backed by parking revenue (existing and projected). This is their key advantage. Another advantage is that personnel focused on parking management would lead to more effective, focused parking management than other personnel who are not solely dedicated to managing parking within the City. However, this approach introduces another level of management and staff with related overhead.

Parking Utility. This structure performs the same function as a parking authority. However, it is a separate budgetary line item in the City's general budget. Therefore, any capital raised for new facilities and equipment will be part of the City's general debt obligation. Existing City personnel can be assigned to the Utility, thereby reducing overhead costs.

3.4 Circulation

There is no separate Board of Parking Commissioners as required by the N.J.S.A. 40:11A-4. The head of the Utility usually reports to the City Manager/Business Administrator. The City Council retains jurisdiction over rates, fees, capital projects, operating budget and personnel. Also, parking revenues in excess of annual operating expenses are generally remitted to the City's general operating fund and these proceeds are seldom reinvested into the parking system operations.

A parking utility also does not have the power of condemnation and eminent domain as does a parking authority²⁴. A Utility must exercise eminent domain via the municipal governing body. The power of eminent domain allows a parking authority to pursue mixed-use development as part of a municipal structured parking facility project

The choice between a parking utility and a parking authority depends on several factors:

- The size of the parking network,
- The ability of the City/Municipality to finance the required improvements from its balance sheet,
- The availability of existing City personnel with the required experience to effectively manage the Utility along with their other City tasks.
- The parking facility objectives of the municipality and whether eminent domain will be required to effectuate these objectives.

²⁴ Source: Parking Authorities and Parking Utilities, L. Bier.

3.5

C Community Facilities Element



3.0 MASTER PLAN ELEMENTS

3.5 Community Facilities

- 3.1.1 Introduction
- 3.1.2 Civic Buildings
- 3.1.3 Recreational Facilities
- 3.1.4 Educational Facilities
- 3.1.5 Other Facilities
- 3.1.6 Issues, Opportunities & Recommendations



"A city is not gauged by its length and width, but by the broadness of its vision and the height of its dreams."

– Herb Caen

3.5 Community Facilities

Strategic Vision

To improve community facilities that protect and save lives, provide essential services and enhance the quality of life for all City residents and property owners.

How To Get There

1. Enhance communications with the Board of Education.
2. Develop additional health and wellness programs for children and seniors.
3. Market the City as a cultural and historic destination center.
4. Establish Police Department protocols that encourage safety and collaboration with local stakeholders and residents.
5. Invest in state-of-the-art equipment for the Fire Department
6. Create/expand local centers that provide resources and support a sense of community in the City.

7. Increase the number of neighborhood parks.

3.5.1 INTRODUCTION

Healthy, functioning community facilities are a critical component in measuring a city's quality of life. They offer tangible evidence of the City of Orange Township's commitment to the welfare of its residents. Whether a source of pride or complaint, community facilities provide the essential services that help define a city's character and reputation.

The City, through its departments, delivers the resources and services that protect and improve the lives of its citizens and support the needs of its businesses. Civic buildings, police and fire departments, cultural sites and parks are considered community facilities.

The Community Facilities Element of the Master Plan highlights the existing services and amenities the City of Orange Township provides to residents, businesses and visitors. It will note any changes brought about since the 2006 Master Plan. Also, public meetings were held during the development of the Master Plan so that there could be a better understanding of how residents use community facilities and what they believe works or is lacking.

Residents and other stakeholders spoke of the need for more arts and entertainment options around Main Street and believe an improved, updated library could play a major role. The desire for more community space and activities also surfaced in discussions about the Orange Memorial Hospital site, seen as a space that could potentially serve the community in many ways. The need for more and better community policing was also

3.5 Community Facilities

raised. And community gardens, dog walks and more easily navigable streets were also improvements stakeholders sought. These suggestions will be discussed within this element.

This Element has been prepared in accordance with the Municipal Land Use Law (MLUL) 40:55D-28.6 and provides a community facilities plan that includes existing and proposed location and type of educational or cultural facilities, historic sites, libraries, hospitals, firehouses, police stations and other related facilities. It also includes data on existing and proposed municipal and other public facilities, parks and recreation, schools and utilities services.

3.5.2 CIVIC BUILDINGS

Municipal Building

The City of Orange Township has one municipal building, City Hall, located at 29 North Day Street. City Hall was formerly the Day Street Public School, built in the late 1800s. It is listed on the New Jersey and National Registers of Historic Places. City Hall contains Council Chambers and most municipal departments. The parking lot located on the property is for employees and elected officials. Resident/visitor parking is provided in the adjacent municipal paid parking lot on Main Street.

There are currently no plans for the municipality to expand office space. City Hall needs reinvestment for rehabilitation and the upgrade of the building's interior and exterior. The City should perform a comprehensive needs-based analysis of expansion of office space and facilities as part of a realistic, long-range facilities plan.

Public Works

The Department of Public Works is housed at 29 North Day Street. The Department has a garage located at Center Alley, behind Main Street. This location houses the department's machinery and vehicles. The Department is responsible for street and parks maintenance; municipal-owned vehicles and other equipment used by the police, fire and recreation departments; municipal buildings and grounds maintenance; snow removal; refuse removal; and coordination of utility providers' servicing schedules.

Post Office

The Orange Post Office is located at 384 Main Street. The U.S Postal Service (USPS) owns the 1.2 acre site. All carriers and vehicles used in mail delivery operate out of the Main Street location. USPS employees provide window and P.O Box services at this location. The Post Office was listed on the New Jersey Register of Historic Places in 1986. Called a Thematic Nomination, it signifies a government building that showcases the important presence of the Federal government in communities.



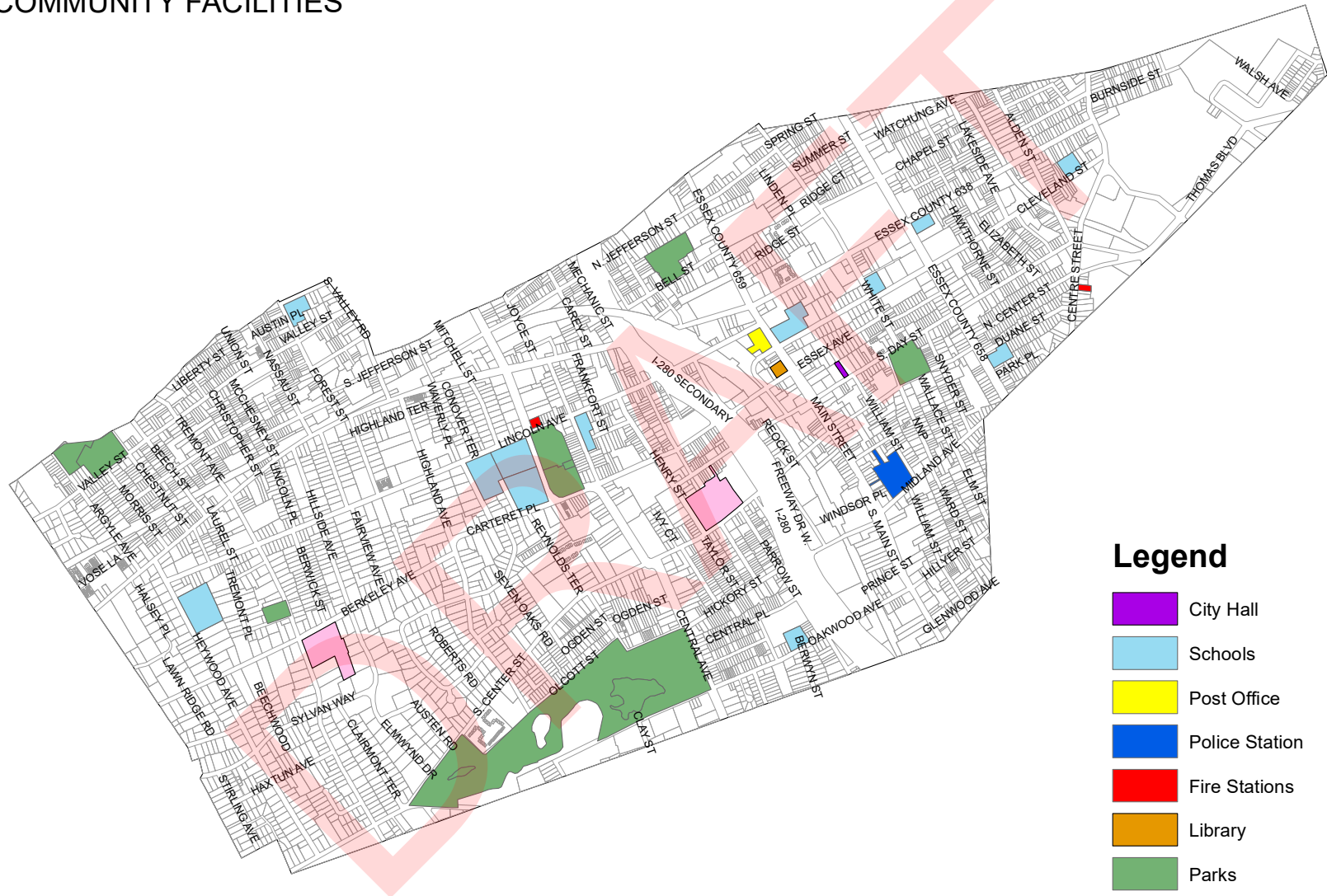
Orange Public Library

Public Library

The Orange Free Public Library, also known as the Stickler Memorial Library, is located at 348 Main Street and is listed on the State and National Registers of Historic Places. The building is known for its Beaux-Art and Classical Revival architectural style. The Library's design captures Orange's history of wealth and education. The original library was approximately 12,000 square feet. First run by an association and supported by

3.5 Community Facilities

City of Orange Township COMMUNITY FACILITIES



Legend

- City Hall
- Schools
- Post Office
- Police Station
- Fire Stations
- Library
- Parks
- Nursing Homes



Source: NJGIN, City of Orange Township, NJDEP

3.5 Community Facilities

dues, endowments and donations, the library's operation was taken over by the City in 1945 after a citizen referendum. At that time it became a publicly owned and municipally operated facility. In the 20th century several additions were made to the exterior sides and rear and other changes were made to the interior. The library is still in need of major renovation and restoration work on the interior of building. In 2015, the Library celebrated its 130th anniversary.

Public Safety & Emergency Services

Police Department

The City's Police Department is located at the Freddie Polhill Law & Justice Complex at 21 Park Street. Named after the first African-American judge to hold the seat in the City, the complex, built in 2000, is approximately 48,000 square feet and is home to the Police Department and Municipal Court. The Municipal Courthouse consists of two courtrooms, each with a capacity of 100 visitors, and a Violations Bureau with a staff of 25. The Police Department building includes a 911 Emergency Call Center, training/dispatch room, a 16-cell detention facility, a single bay drive-in sally port for the secure transfer of people in custody, office suites for eight different functional groups, in addition to police desks and locker rooms.

The City of Orange Police Department (OPD) has 96 full-time employees (ranking officers), in addition to 17 civilian administrative personnel. The size of the police force is consistent with Federal Bureau of Investigation recommendations. In July 2017 the City hired seven new police officers and anticipates hiring an additional 17 new

police officers in the near future. The department is expected to gain 32 additional officers by 2020. In addition to uniformed officers and detectives, the City has an Auxiliary Police unit, which assists in traffic, crowd control and patrol services. There are also currently 27 school crossing guards. In 2016, the Patrol Division responded to 41,221 emergency calls. The Detective Division investigated 1,078 cases.



Police Sub-Station on South Essex Street

Fire Department

The City of Orange Fire Department (OFD) was formed in 1872. The mission of the OFD is to protect the lives and the property of the residents of the City and its visitors from fires, natural disasters and all hazardous incidents by providing effective and

efficient emergency and medical services. OFD has several programs such as fire prevention and education. Today it has two stations (headquarters at 419 Central Ave. and Station 2 at 257 Washington St.) that cover the entire city. The Fire Department has a fire protection rating Class 2 (a good score) by the Insurance Service Office, which is used in determining the City's fire insurance premium. The department has 68 members, including three civilians. Staff includes a director, chief, deputy chiefs, captains and firefighters. It is a state civil service department in which personnel are hired and promoted under civil service testing and laws. Sixteen operational and one administrative fire inspector handle the visits and inspections of buildings to check for fire hazards and to make certain fire extinguishing equipment works. The City hired 17 new firefighters in 2017 to bring both the headquarters and Station 2 units back to a full complement of personnel.

The City of Orange Township participates in an Essex County Mutual Aid Agreement with other jurisdictions within the county. Engine 3 is assigned as the Mutual Aid Engine to respond to nearby municipalities in emergencies.

The Orange Fire Department responds to an average of 2,500 emergency incidents per year, with two strategically located fire stations that provide efficient response times to all neighborhoods.

3.5 Community Facilities

ORANGE FIRE DEPARTMENT YEARLY STATISTICS			
YEAR	FIRE RELATED INCIDENTS	MEDICAL EMERGENCIES	TOTAL RESPONSES
2013	1,575	1,515	3,090
2014	1,594	1,020	2,614
2015	1,686	1,142	2,828
2016	1,106	1,362	2,468
2017 ¹	129	81	210

¹ - Full-year statistics unavailable at the time of Master Plan completion.

Headquarters- 419 Central Ave. (Coverage for the East, West, and South sides of Orange)

- 5 bays (houses Tour Commanders' vehicle, 2 engines, 1 ladder truck and 5 support vehicles).
- Bi-Level building with second floor designated for Administrative offices and firefighter dorm area.
- The department Training Room is also located on the second floor of headquarters with an 84-inch touch screen Smartboard monitor.
- In 2009 it was named "Chief Marty Demarzo Headquarters" after the late fire chief.
- Equipment is stored in the basement area, designated areas on the bay floor, and closets on the second floor.
- Headquarters houses Engine 3, Engine 2, Ladder 1, and Car 2. Engine 2 and Ladder

1 are the department's newest apparatus, purchased in 2015.

- Engine 2 is first-due (or primary) response for the East side of town that borders East Orange. Engine 3 has as first-due response areas the South and West sides of the town that border South Orange and West Orange.

Station 2 – 257 Washington St. (Coverage for the North side of Orange)

- 2 bays houses 2 engines, including 1 in reserve status).
- Bi- Level building with the second floor designated for the captains' room and firefighter dorm area. In addition, a living room area and bathrooms are also located on the second floor.
- The building needs many major repairs. The Department and City officials are researching and planning a new firehouse to cover the North side of town that will house a second ladder truck, engine, and an ambulance.
- Equipment is stored on the bay floor in designated areas.
- Station 2 is in a key location to provide fire service to the two senior-living buildings on Thomas Boulevard which are high-rises.
- Currently one Engine is in operation at Station 2; Engine 1 is the department's only quint (quintuple pumper), which also has a 70 ft. aerial ladder.
- Engine 1 responds to all areas of Orange. However, Engine 1's first-due response

areas are the north and west sides of town bordering West Orange, East Orange, and Montclair.

The Fire Department needs new engine/ rescue apparatus that will last for the next 25 years and be equipped to handle the large number of emergency incidents that the department faces.

3.5 Community Facilities

3.5.3 RECREATIONAL FACILITIES

The following section is an inventory of the existing open space and recreation resources. The City's recreational facilities consist mostly of parks located in the four wards. Each ward has at least two parks with facilities that contribute to the community's development. There are 13.03 acres of open space owned by the City. Eighty percent of the recreation and open space land in Orange is currently contained in its 47.6 acre Orange Park. This county-owned facility provides both passive and active recreation opportunities.

In 2004, the City drafted a comprehensive Open Space, Recreation and Conservation Plan. The plan was designed to provide a framework to set up a six-year direction for Orange's sites and structures, recreation, open space and cultural programs and services. Since the plan's adoption not much has changed regarding the locations and status of Orange's recreation facilities. The City should work toward updating the 2004 plan to project the next six years of improvements for the park system and make it more relevant to current open space and recreational trends. The City should evaluate whether the recommendations listed in the Plan have been met. Once the assessment is complete, the City should work toward accomplishing the outstanding recommendations.

The following table lists Orange's open space inventory.

Name	Owner	Location	Size	Facilities Include
Alden Street Park	City	Alden & Cleveland Street (North Ward)	.93 acres	Open Space Area
Bell Stadium	Board of Education	Bell Street (West Ward)	.32 acres	Football Field
Central Park	City & Board of Education	Central Lincoln Avenue (West Ward)	4.7 acres	2 Basketball Courts 6 Tennis Courts 1 Pool 1 Playground Area 1 Baseball Diamond 1 Running Track 1 Leisure Area 1 Recreation Building 1 Splash Park
Colgate Park	City	Between S. day Street and S. Center Street (East Ward)	.6 acres	2 Basketball Courts 1 Pool 1 Playground Area
Metcalf Park	City	Valley Street (South Ward)	3.9 acres	2 Basketball Courts 2 Tennis Courts 1 Pool 1 Playground 1 Baseball Diamond 1 Softball Field
Military Commons	City	Main Street (East Ward)	.5 Acres	Open Space
Orange Park (Monte Irvin Orange Park)	Essex County	Central Avenue and Oakwood Avenue (East and South Wards)	47.6 acres	1 Football Field 1 Soccer Field 2 Softball Fields 1 Basketball Court 5/8 Mile Jogging path 1 Playground Walking Path Garden Pond
Ropes Park	City	Liberty Street (North Ward)	.45 acres	1 Basketball Court 1 Splash Pad 1 Playground
Corner of North Day & Alden Street	City	Corner of North Day & Alden Street (North Ward)	.91 acres	Open Space
Orange Valley	Private	Valley Street (West Ward)		1 Baseball Diamond

3.5 Community Facilities

Division of Parks and Recreation

The Orange Division of Parks and Recreation is under the City's Department of Community Services. The Division coordinates year-round community programs and services (i.e. health based initiatives, public events and festivals, etc.) for residents of all ages. The goal is to improve the health of the community by emphasizing prevention, environmental control, health promotion and education. The National Night Caravan, F.A.M.E Day, Caribbean Heritage Day Festival and Italian Festival are a few of the successful events that the Division provides throughout the year. Additionally, the Division is responsible for youth summer camps and City sports teams.

Other recreational facilities of note include:

Orange Reservoir. In 2012, the City Council approved the leasing of the Orange reservoir to Essex County to be included in the development of the County's South Mountain Recreation Complex. The Reservoir sits on 116-acre plot of land in West Orange Township surrounded by South Mountain Reservation. The area is operated and maintained under contract with United Water. The Reservoir is a man-made lake with a 1.7-mile walking path and water activities such as fishing and paddle boating. The lake is no longer used as a water supply system.

Berkeley Tennis Club. This is a nonprofit, member-owned, outdoor tennis club located in 311 Tremont Place in the South Ward. The club,

founded in 1917, has six courts that are open daily from mid-April to the end of October. The Club is sanctioned by the United States Tennis Association (USTA). It offers activities such as singles or doubles, tournaments, clinics with the resident pro and round robins.



Alden Park



Berkeley Tennis Club

3.5 Community Facilities

3.5.4 EDUCATION FACILITIES

The Orange Township School District is comprised of all the areas within the municipal boundaries of the City of Orange Township. The district is classified as a Type I District, which is dependent on municipal, township or county governments or the state government for fiscal management or school board appointments or both, depending on the district. The Orange Board of Education (BOE) is located at 451 Lincoln Avenue. The BOE directs the establishment and implementation of plans for the management and control of school district operation. The BOE determines the number of pupils assigned to a classroom, with maximum limits based on subject matter, type of instruction, ability of pupils, availability of aides and use of special facilities.

Public Schools

The public schools in Orange were built between 1898 and 1940. There have been no new schools or expansions of existing ones since 1941 except for the high school (1975) and elementary school on Main Street (2004).

According to the New Jersey Department of Education the 2016-2017 Enrollment for the City of Orange Township Public Schools is 5,167 students in one early childhood center, seven Pre-K-7th elementary schools, one 8th-9th academy, one 9th-12th high school, one 9th-12th alternative high school and one K-8th academy for gifted students. As of 2016, the school district had a total of 598 certified staff and 229 non-certified staff members.

Schools	Grade Levels	Location	Total Students ²
Orange High School	9th - 12th	400 Lincoln Avenue	873
Orange Preparatory Academy	8th - 9th	400 Central Avenue	630
Rosa Parks Community School	Prekindergarten - 7th	369 Main Street	1,016
Cleveland Street	Prekindergarten - 7th	355 Cleveland Street	313
Forest Street	Prekindergarten - 7th	651 Forest Street	399
Heywood Avenue	Prekindergarten - 7th	421 Heywood Avenue	360
Lincoln Avenue	Prekindergarten - 7th	216 Lincoln Avenue	726
Oakwood Avenue Community School	Prekindergarten - 7th	135 Oakwood Avenue	248
Park Avenue	Prekindergarten - 8th	231 Park Avenue	410
Career and Innovation Academy of Orange (CIAO)	9th - 12th	123 Cleveland Street	23
Orange Early Childhood Center	Prekindergarten- Kindergarten	397 Park Avenue	176
Scholars Academy Formerly Mt. Carmel	Kindergarten - 8th	268 Capuchin Way	

² - As of 2016-2017 School Year

School District Enrollment

The table shows that enrollment in the Orange School District has fluctuated slightly over the last

seven years. The school district has a growth rate of approximately 2.65%.

Year	Pre K - K	1-8	9-12	Change	Growth Rate	Total
2010-2011	512	2,730	936			4,178
2011-2012	544	2,856	988	+210	+5%	4,388
2012-2013	573	2,903	1,052	+140	+3%	4,528
2013-2014	597	2,889	1,035	-7	-.1%	4,521
2014-2015	801	3,005	1,099	+384	8%	4,905
2015-2016	736	3,001	1,099	-69	-1%	4,836
2016-2017	741	2,992	1,158	+55	+1%	4,891

3.5 Community Facilities

Alternative Education Programs

- During the 2014-2015 school year, the Orange School District launched the Orange Adult School, offering courses in English as a Second Language for adults, high school proficiency preparation, citizenship, parenting skills and technology.
- Saint John School opened in 1862 as a Parish School under the direction of the Sisters of Charity of Saint Elizabeth. Located at 455 White Street, this facility educates grades Pre- K through 8th grade with 185 students.
- Fedcap School, for students with disabilities from grades 8 through 12 (ages 14 through 21), is located at 518 Valley Street.

3.5.5 OTHER FACILITIES

Child Care Facilities

- Blessed Hope Daycare Center, 237 Scotland Road, with six preschool classrooms
- Montclair Child Development, Center 261 William Street, with 16 preschool classrooms.
- Norjenes Day Care Center, 95 South Essex Avenue, with six preschool classrooms.
- Valley Settlement House, 33-41 Tompkins Street, with three preschool classrooms
- West Orange Community House, with four preschool classrooms.

Health Care

Alaris Health. Alaris Health at St Mary's, located at 135 South Center Street, is a private for-profit institution. It is a post-hospitalization short-term rehabilitation patient facility that includes a fully equipped therapy gym. Alaris has a ventilator care program that is staffed 24-hours a day by



Orange Early Childhood Center

licensed respiratory therapists and specially trained registered nurses. Services for the program include 27 bed vent units, ventilator weaning program, tracheotomy care, bronchial hygiene, oxygen therapy and monitoring of arterial blood gases. The facility has 188 beds. The occupancy rate is currently at 90%.

White House Healthcare & Rehabilitation Center. The facility is located at 560 Berkeley Avenue, providing in-home care services and a nursing facility. The facility has 176 beds and is a for-profit institution.

Newark Community Health Centers, Inc. Newark Community Health Centers, Inc. is located at 37 North Day Street and offers a full range of medical and dental services for children, adults and seniors. This facility is one of the seven centers managed by the parent organization in Newark.

Senior Citizen Programs

The City's Office of Older Adults Services seeks to advocate for improvement in the quality of life of older adults. It provides senior citizens with social services and activities, including medical referrals, transportation, exercise classes and assistance with affordable housing. In addition Orange Senior Citizen Apartments is an affordable rental housing community with one bed apartments units. The Senior Citizens Building provides retirement living for seniors and is located at 355 Thomas Blvd.

Cultural Facilities

The City of Orange does not have facilities such as a movie theater or an indoors area for recreation. Various locations including the YWCA located on Main Street have been considered. However, no plans have been finalized at the time this element was being written.

There are several social clubs that serve the Italian community. Orange has designated five square blocks in the city's northeast section as "Little Italy." There are annual parades and festivals held on Lincoln Avenue to celebrate Italian heritage and culture.

3.5 Community Facilities

Cemeteries

Until 1840, all burials took place in the “Old Burying Ground” located at the First Presbyterian Church of Orange, at Main Street and Scotland Road. After 140 years, there was a lack of burial space and a new cemetery was needed. With the incorporation of the Orange Cemetery, many families relinquished their lots in the Old Burying Ground and began re-interments in the Orange Cemetery as early as December 1840. Today it is known as Rosedale Cemetery. A non-profit, non-sectarian cemetery, it sits on 92 acres spread across Montclair, West Orange and Orange. Its beautiful setting has been expertly preserved through planning and maintenance. Today it can be considered a tourist destination due to the fame of many buried here.



Rosedale Cemetery

Public Utilities

Water Utility

The City of Orange Township contracts with SUEZ, which operates municipal systems through public-private partnerships and contract agreements to 7.5 million people in North America, to provide water and wastewater services and to operate and maintain the City’s water system.

As of 2017, the City uses an average of about 3.1 million gallons of water each day. The primary source of water is groundwater from five wells in the South Mountain Reservation, along with two city wells located at Gist Place and Orange Park. Occasionally, wells have been supplemented by purchasing a blend of surface water and groundwater from neighboring New Jersey American Water Company sources. The water system is comprised of 400,000 linear feet of pipe, and 510 fire hydrants. The City’s water supply is treated at three locations. Well waters from four wells located in the South Mountain Reservation are treated and pumped at the Chestnut Street Pumping Station. Water from Gist Place and Orange Park wells are treated in facilities adjacent to each of those wells. Treatment at both wells includes packed tower aeration to remove volatile organic compounds from the water to below required concentration levels. Orange Park also has an arsenic filter.

Orange has seen significant growth with a mixture of development types that may put pressure on the existing water infrastructure. The City should work with the Engineering Department and the water service provider to assess the current conditions

of the existing water infrastructure and capacity and project for future water supply needs for new development. Additionally, developers should be required to ensure that the infrastructures for all new developments are met before permit are issued for building.

Gas & Electricity

PSE&G currently serves nearly three quarters of New Jersey’s population in a service area consisting of a 2,600-square-mile diagonal corridor across the state from Bergen to Gloucester counties. PSE&G is one of the largest combined electric and gas companies in the United States and is also New Jersey’s oldest and largest publicly owned utility. Public Service Electric & Gas (PSE&G) Company provides natural gas and electricity to the City of Orange.

In 2017, PSE&G announced a five-year program to modernize its aging gas pipes to ensure the utility can continue to support a safe, clean and reliable gas system well into the future. Under a \$2.7 billion budget, PSE&G plans to install 1,250 miles of new gas mains over a five-year period. In 2016, the company began its gas main replacements throughout the municipality. During the process of the gas line upgrades, PSE&G restores the roadway with permanent paving in accordance with each municipality’s ordinance and paving requirements.

3.5 Community Facilities

3.5.6 ISSUES, OPPORTUNITIES & RECOMMENDATIONS

Orange, once a city known for its great beauty and livability, has the ability to re-frame what was good about the “old days” while updating, improving and building a 21st century city enhanced and grounded by its grand old landmarks. There are issues raised by stakeholders, improvements sought by the City and other concerns that need to be addressed. However, there are also opportunities that could form the foundation for a renaissance for the City’s community facilities.

Issues

School Capacity. Not always considered adequate today; how will the system cope with an influx of new students via development?

Lack of entertainment, cultural activities. There is a lack of entertainment and cultural activities within the City. This sentiment was particularly strong among Orange’s youth. As residents venture outside of the City to seek out these activities, local revenue is being lost.

Library upgrades. Despite a plan years ago, nothing substantial has been done to improve the library facility. This is a significant City asset which could become a cultural center on Main Street.

Capacity to support redevelopment. Is the existing infrastructure adequate to support the new development in the City?

Ongoing need for more fire equipment and improved facilities. As the population increases, the Fire Department needs to ensure that it keeps

up with the growth, with state-of-the-art equipment and adequate facilities.

Complete Streets. The need for safe, well lit, attractive streets that cater to the needs of all ages is an issue addressed in many of the elements as a critical issue that could significantly improve the quality of life, attractiveness and security of neighborhoods, and encourage additional investment.

Aging population. As discussed in the Housing Element, the City has a number of Naturally Occurring Retirement Communities as part of its aging population, many of whom cannot afford to maintain their homes, or stay in them.

Recommendations

Public Schools and Childcare

- Establish liaisons for the Board of Education, Municipal Council and the City’s land use Boards to insure open communications channels at the highest levels of all organizations, to plan for adequate school facilities and expansion opportunities, taking into account development and population growth projections.
- Create incentive programs for teachers to live and work in Orange. Explore the feasibility of development similar to Newark’s Teachers’ Village, where teachers can buy or rent at reduced rates.
- Through the on-going coordination with the New Jersey Safe Routes to School Program, the Orange Police Department and Division

of Recreation, insure that the local Safe Routes to School program is effectively implemented to help students get back and forth to school safely.

- Develop a strategic plan for childcare services throughout the City, that meets the needs of the community. Encourage the inclusion of childcare facilities in employment centers.

Seniors – Aging in Place

- Develop an Aging Place Plan for Orange’s senior residents. This will ensure that programs and services are developed and implemented to provide for the care of seniors in ways that enhance their ability to remain in their own communities and live independent.
- Develop an intergenerational program in conjunction with local schools to allow students to receive community service credit for providing senior home owners who are struggling to maintain their properties, with assistance with maintenance tasks like lawn care, and other services.

Recreation, Arts & Culture

- Provide the opportunity for local artists to showcase their work in various public buildings (public library, City Hall, etc.). This will allow the artistic and cultural activities now happening in The Valley to be leveraged throughout the City.
- Provide an opportunity for art galleries and studios to do monthly “pop-up exhibits” at

3.5 Community Facilities

various venues on Main Street and in other commercial districts throughout Orange. This can be incorporated as part of a wider movement towards a more “experiential shopping experience” in Orange’s commercial areas.

- Monte Irvin Orange Park is both a County and City resource and asset which should be utilized to its fullest. The Division of Recreation already offers several programs and special activities in the park. The Division should coordinate with the County Department of Recreation to outreach to Orange residents to ensure that they are aware of all programming in this Park.
- Reinvent the perception of the public library for the new generation while maintaining lifelong patrons. Market the Library as a resource to residents and visitors to Orange. Encourage appreciation of Orange’s history and increase awareness through access to resources and materials at the library.
- Have the Master Plan and other documents of City-wide relevance available for public review at the Orange Public Library.
- Create and maintain an Orange Information Page on the Library website. Promote books on local history and City pride.
- Promote the use of the library’s meeting rooms for community meetings, workshop, fundraising events and events.

- Maintain public safety in accordance with State standards of service to ensure Orange is well equipped to meet public safety needs; inform residents about changes in community policing, hold neighborhood meetings to welcome new officers and create more open communication between residents and the police.

- Expand and implement community initiatives to develop partnerships with the community and educate residents on public safety issues.

- Identify and implement best practices in outreach and engagement strategies (i.e. social media, message board, etc.) to increasing community participation in programs such as National Night Out, D.A.R.E Program, neighborhood watches, etc.

- Expand and promote education programs about reducing fire risk in older homes. Coordinate cost-effective delivery of fire prevention and suppression devices to the community. Provide regular Fire Department inspections for all multifamily residential properties throughout the City.

- Develop a long-range facilities plan that outlines strategies for future maintenance, rehabilitation and improvement of all municipal facilities. Perform a needs-based analysis of all buildings to establish a baseline. Conduct an energy audit of all municipal facilities and develop a plan to implement the recommendations of the audit.

- Evaluate current department locations and functions, future staffing and growth expectations for the next 10 years. Select proposed locations for expansion and determine the feasibility of acquiring and relocating some offices to make them more central.

- Create an Office of Emergency Management (OEM). Given the extreme weather patterns over the past several years, the Orange should create an OEM to help manage critical events throughout the City.

Neighborhood-Serving Facilities/Centers

- Invest in local-serving facilities/centers to support neighborhood needs and improve the quality of life for residents. Safe, convenient and accessible facilities in neighborhoods support a sense of community by increasing opportunities for active use.

- Update the 2004 Orange Open Space & Recreation Plan, and assess whether the recommendations made there were met and determine a hard deadline and funding options for implementing incomplete items.

- Create “Friend of...” community groups to provide stewardship of City parks and open spaces, to ensure their care and maintenance beyond the services provided by the Division of Recreation and Public Works Department.

- Create a system of trails, pedestrian pathways and bicycle routes that would provide links to significant historic sites.

Public Safety

Sustainability Element

3.6

3.0 MASTER PLAN ELEMENTS

3.6 Sustainability

- 3.1.1 Introduction
- 3.1.2 Steps to Sustainability in Orange
- 3.1.3 Current Status of Waste Management
- 3.1.4 Recycling Element
- 3.1.5 Sustainability Resources
- 3.1.6 Issues, Opportunities & Recommendations



“We do not inherit the Earth from our ancestors; we borrow it from our children.”

– Native American Proverb

3.6 Sustainability

Strategic Vision

To make the City of Orange a healthy, green and attractive place to live through education, citizen involvement and enforcement of existing regulations.

How To Get There

1. Educate residents and other stakeholders on specific steps to achieve sustainability.
2. Build awareness of sustainability as a quality of life issue.
3. Create opportunities for community involvement through programs like community gardens.
4. Explore infill development opportunities – a sustainable form of growth – as integral to land use.
5. Hold developers to high standards and enforce sustainable building regulations.
6. Having achieved “Bronze Certification,” pursue “Silver Certification.”
7. Share updates on milestones and successes achieved in sustainable initiatives.

3.6.1 INTRODUCTION

Environmental sustainability and the building or retrofitting of structures to ensure they are green are no longer nice-to-mention phrases in a city’s plans. Today these are issues that cities are mandated to act upon. The practice of sustainability – by the City of Orange Township and its residents, property owners and investors – can contribute greatly to an improved quality of life for all.

This Element is intended to guide land use decisions and provide the basis for ordinances addressing such decisions from the perspective of environmental sustainability.

Before addressing specifics for the City, it is important that the broad goals be understood, along with the meaning of the concepts that are at the heart of sustainability.

New Jersey municipalities were authorized by an August 2008 amendment to the Municipal Land Use Law (MLUL) to prepare Green Buildings and Environmental Sustainability Elements (commonly referred to as the Sustainability Plan) as part of the Master Plan. The MLUL describes the Element as the following:

A green buildings and environmental sustainability plan element, which shall 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

3.6 Sustainability

on-site; and optimize climatic conditions through site orientation and design.

These provisions are centered on the underlying principles of conservation. The Sustainability Element of the City of Orange Township Master Plan supports the following purposes of the MLUL:

- Encourages municipal action to guide the appropriate use of or development of all lands in the state, in a manner which will promote the public health, safety, morals and general welfare;
- Secures safety from fire, flood, panic, and other natural and man-made disasters;
- Provides adequate light, air, and open space;
- Ensures that the development of individual municipalities does not conflict with the development and general welfare of neighboring municipalities, the county and the State as a whole;
- Promotes the establishment of appropriate population densities and concentrations that will contribute to the well-being of persons, neighborhoods, communities and regions and the preservation of the environment;
- Provides sufficient space in appropriate locations for a variety of agricultural, residential, recreational, commercial, industrial uses, and open space both public and private, according to their respective environmental requirements in order to meet the needs of all New Jersey citizens;

- Encourages the location and design of transportation routes which will promote the free flow of traffic while discouraging location of such facilities and routes which result in congestion or blight;
- Promotes the conservation of historic sites and districts, open space, energy resources and valuable natural resources in the State and to prevent urban sprawl and degradation of the environment through improper use of land;
- Encourages coordination of the various public and private procedures and activities shaping land development with a view of lessening the cost of such development and to the more efficient use of land;
- Promotes utilization of renewable energy sources; and
- Promotes the maximum practicable recovery and recycling of recyclable materials from municipal solid waste through planning practices designed to incorporate the State Recycling Plan goals and to compliment municipal recycling programs.

This Element presents policies for both new development and building rehabilitation that will aid the Township in becoming more sustainable through reducing reliance on fossil fuels, water needs, waste generation, vehicle miles traveled and promoting the use of green building principles. It provides guidance on municipal actions to reduce the environmental footprint of the local government as well as that of businesses, industry, schools and residences. The term “environmental footprint”

is defined as the rate of human consumption of resources and generation of waste as compared to the rate at which nature generates replacement resources and absorbs waste.

What is Sustainability?

Sustainability means that people must live within the means of what the Earth can provide over a long period of time without damaging the environment or creating impossibly high costs. The United Nations World Commission on Environment and Development created a definition for sustainable development that has been widely accepted:

Development that meets the needs of the present without compromising the ability of future generations to meet their own needs.

The purpose of this Element, generally been guided by the UN definition, is to ensure that planning and development, both public and private in the City of Orange Township, are managed in a way that enables future generations to enjoy the same or more opportunities in terms of housing options, access to open space, vibrant community life and environmental health.

The concept of sustainability is important in land use policy and community development because it considers the interaction of a number of systems and their impact upon one another over the long term. For example:

- Zoning land for very low density residential uses creates more vehicular traffic as people will be more apt to use their cars to access jobs and services.
- More vehicular traffic negatively impacts

3.6 Sustainability

air and water quality as well as health, and contributes to the accumulation of greenhouse gases in the atmosphere which contributes to global climate change and severe weather events.

- Severe weather events worldwide affect the price of food and people's ability to work, and causes people to lose their homes when streets and properties flood.
- Extreme heat or cold requires additional home heating and cooling which is costly and contributes to the accumulation of greenhouse gases.

Therefore, local land use and building decisions affect not only local residents but can have global ramifications.

3.6.2 STEPS TO SUSTAINABILITY IN ORANGE

Orange has established its commitment to sustainability over the past several years and greatly improved programs and services designed to support its efforts.

Existing City Sustainability Initiatives

The City has already undertaken several measures to help meet the overall goal of making sustainability an integral part of everyday municipal operations. The City has achieved a Bronze Certification from Sustainable Jersey, a certification program for municipalities in the State that wish to become more sustainable. The Bronze certification level is offered to municipalities that meet certain

conditions and standards of sustainability. Some of the measures enacted by the City and leading to the certification include:

- Created a Green Team
- Adopted a Sustainable Land Use Pledge which includes:
 - Regional Cooperation
 - Transportation Choices
 - Natural Resource Protection
 - Mixed of Land Uses
 - Housing Options
 - Municipal Facilities Siting
- Adopted a resolution supporting Complete Streets
- Adopted a Green Building Policy
- Adopted a pledge supporting the New Jersey State Wildlife Action Plan (SWAP), a cost-effective strategy for preserving the state's wildlife resources
- Created Orange Sustainable Building and Design Standards
 - New Construction or Substantial Rehabilitation
 - Minimum of LEED Silver Certification (Leadership in Energy and Environmental Design), the most widely used green building rating system in the world
 - Green Communities
 - NJ Housing and Mortgage Finance Agency
- To qualify for either short term or long term tax abatement, the above standards must be applied to every new construction and rehabilitation project



Canal adjacent to Alden Park

Current and Long-Term Areas of Focus

The City faces a number of concerns issues related to sustainability that are shared by municipalities throughout the State and nation. The good news is that Orange has active programs in place to deal with many of them. The challenge for the City is that there are no quick fixes and to residents, these problem areas seemingly take too long to remediate, or seem too esoteric to have a major impact on life in Orange.

- **Known Contaminated Sites**
There are approximately 60 active and pending "known contaminated sites" within the City of Orange Township according to the New Jersey Department of Environmental Protection (NJDEP). These sites are scattered throughout the City, with a greater concentration along

City of Orange Township BROWNFIELD SITES



Source: NJGIN, City of Orange Township, NJDEP

3.6 Sustainability

the City's industrial and commercial corridors. Each of these sites is a part of the Site Remediation Program of the DEP. Even when work is underway, the process for remediation of contaminated sites can take years. Even worse, some of these sites can still contribute to environmental degradation of the property as well as provide a significant barrier to redevelopment or reuse of these properties for other productive purposes. Most brownfields cannot be used for residential or commercial purposes until they have reached a certain level of remediation, which outside of the length of time it takes, can also be a very expensive proposition.

- **Climate Change/Green House Gas Emissions**

Greenhouse gas is an atmospheric gas that slows the rate at which heat radiates into space, causing a warming effect on the atmosphere. These gases in the atmosphere make the earth considerably warmer than what it should be. Since the New Jersey's Global Warming Response Act (GWRA) was signed into law in July 2007, the State has exceeded the goals set by the GWRA.

However, further studies were done which showed that there are still high concentrations of CO₂ emissions throughout the State. The cause of the increase in CO₂ emission is based on the consumption of fuel, which was reported by the Department of Environmental Protection. In 2014, approximately 97%



Home with solar panels

of the State's greenhouse gas (GHG) emissions were produced by the burning of fossil fuels. New Jersey's current GHG emissions limit for 2020 is a quantity equal to 1990 emissions and the limit for 2050 is a quantity equal to 80% below 2006 emissions.

- **Renewable Energy**

When renewable energy sources are used, the demand for fossil fuels is reduced. Unlike fossil fuels, non-biomass renewable sources of energy (hydropower, geothermal, wind and solar) do not directly emit greenhouse gases.

- **Green Building & Design**

Green building and design incorporates a strategy that is geared toward reducing energy consumption, water use, waste generation, improving indoor air quality and preserving and enhancing the quality of the environment. It is the preservation and enhancement of the environment that



Linc 52 @ Orange Station

improves life for those living and working in the building, and for all City residents.

- **Land Use & Mobility**

This section is related to and should be read in tandem with the Land Use and Circulation Element of this Master Plan. Sustainable land use practices promote alternative modes of transportation, increase reliance on local goods and services and improved public health. These practices encourage neighborhood-scale building patterns that promote stronger community ties and lower infrastructure costs from reduced street miles and more efficient building patterns.

- **Water**

Sustainable water supply is a key factor in the potential development and redevelopment of New Jersey. Sustainable water practices will help to provide reliable clean water to serve the needs of the current and future residents. Development of sustainable

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water resource practices must be integrated with land use and community planning in order to impact and lower the City's water consumption and waste.

The State of New Jersey withdraws and uses up to one trillion gallons of water each year. The City uses an average of 3.1 million gallons of water each day. The primary source of water is from groundwater, which consists of five wells in the South Mountain reservation and two City wells. Occasionally, the City has purchased surface water and groundwater from New Jersey Water Company.

In 2017, the average statewide average precipitation was 45 inches. As a result the State must take caution in preventing regional shortages and avoiding ecological impacts associated with a depleted resource. New Jersey State Water Supply Plan 2017-2022 provides recommendations for balancing the demand for potable, industrial, recreational and ecological uses to ensure that a safe and adequate water supply will be available during a possible drought. During drought conditions, there is less groundwater, causing a shortage in the availability of drinking water from wells and a shortage of groundwater flow into streams and lakes. The shortage of groundwater flow into surface waters during low-flow conditions causes water quality to degrade, as a larger percentage of surface water is polluted water from point and nonpoint sources.



3.6.3 RECYCLING ELEMENT

The creation of this element is the basis for implementing the Mandatory Statewide Source Separation and Recycling Act of 1987, which requires the creation of a municipal recycling program and the adoption of a recycling ordinance. This element of the master plan is intended to affirm the City of Orange Township's intent to meet and exceed the statewide goals and to expand the local recycling program.

Reducing waste and increasing recycling are primary components of sustainability. Recycling limits waste of potentially useful materials, reduces consumption of raw materials, cuts energy use, reduces air pollution, reduces water pollution and lowers greenhouse gas emission.

Definitions

ALUMINUM BEVERAGE CONTAINERS - Includes all containers normally used in the consumption of alcoholic and non-alcoholic beverages both in the home and in retail establishments dispersing the same for on or off premises consumption, the same being made entirely of aluminum.

BIMETAL (TIN/STEEL) CANS - Aluminum and tin or tin-plated steel food and beverage containers, including those for fruits, vegetables, juices and pet food.

COMMERCIAL SOURCE - Wholesale, retail, service or manufacturing establishments, including but not limited to restaurants, markets, offices, retail and wholesale outlets, industrial establishments and theaters.

(OLD) CORRUGATED CONTAINERS - All corrugated cardboard of the type commonly used for boxes, shipping containers and packing material having exterior cardboard plies separated by air spaces created by one or more fabricated cardboard plies.

FERROUS SCRAP - scrap metal that is magnetic and rusts such as structural steel or cast iron components.

GLASS FOOD AND BEVERAGE CONTAINERS - All containers and objects commonly used in residential and non residential premises, such as bottles, jars, glasses, jugs and all other vessels made entirely and exclusively of glass.

INSTITUTIONAL SOURCES - Churches, synagogues, colleges, schools, municipal or municipality supported bodies, not-for-profit organizations and the like.

LEAD ACID BATTERIES (VEHICLE BATTERIES) - Are the types that contain lead and lead oxide with the sulfuric acid electrolyte produces a voltage.

LEAVES - Foliage material naturally formed from

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trees and bushes that are suitable for composting and mulching.

MIXED OFFICE PAPER - A combination of paper products found in an office environment, typically, it means high-grade papers such as copier paper, computer printout, and stationery. It also includes magazines, catalogs, brochures, white envelopes, advertising flyers and most mail.

MULTIFAMILY SOURCE - Any building or structure, or complex of buildings in which three (3) or more dwelling units are owner-occupied or rented or leased, or offered for rental or lease, for residential purposes (see N.J.S.A. 13:1E-99.13a) and shall include hotels, motels, or other guest houses serving transient or seasonal guests, as those terms are defined under subsection (j) or section 3 of the "Hotel and Multiple Dwelling Law," P.L. 1967, c.76 (C.55:13A-1 et seq.).

NEWSPAPER - Paper of the type commonly referred to as "newsprint" and distributed at stated intervals, usually daily or weekly, having printed thereon news and opinions and containing advertisements and other matter of public interest.

PLASTIC CONTAINERS - Only those containers, such as beverage containers and laundry product containers, that have the Resin identification code 01 (PET) or 02 (HDEP).

RESIDENTIAL SOURCE - Homes, condominiums, townhouses and other dwelling units not defined as multi-family, commercial or institutional sources.

USED MOTOR OIL - Any waste crank case oil from periodic maintenance of internal combustion engines.

WHITE GOODS - Appliances such as refrigerators, air conditioners, stoves, washers, dryers, steel or cast-iron plumbing fixtures, dishwashers and water heaters.

CURRENT STATUS OF WASTE MANAGEMENT PROGRAM

As defined within the Municipal Land Use Law, a recycling element plan element must incorporate the State Recycling Plan goals, including the provisions for the collection, disposition and recycling of recyclable materials designated in the municipal recycling ordinance. Orange has a program for the mandatory source separation from the municipal solid waste stream by single-family and multi-family residential, commercial, office park, industrial, institutional and governmental solid waste generators of the Township at the point of generation of the items. See in the table below what is currently considered designated as recyclables by the County of Essex pursuant to the duly adopted amendment to the County Solid Waste Management Plan approved by the New Jersey Department of Environmental Protection. The following chart will be updated as recyclables are added or deleted.

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RESIDENTIAL	COMMERCIAL	INSTITUTIONAL
Newspapers	Newspapers	Newspapers
Mixed paper (i.e. junk mail, office paper, all marketable grades)	Glass food and beverage containers	Glass food and beverage containers
Old corrugated containers	Aluminum beverage containers	Aluminum beverage containers
Glass food and beverage containers	Old corrugated containers	Old corrugated containers
Leaves	Office paper (all marketable grades)	Office paper (all marketable grades)
Used motor oil Lead acid batteries (vehicle batteries)	Used motor oil Lead acid batteries (vehicle batteries)	Used motor oil Lead acid batteries (vehicle batteries)
Plastics (#1 and #2) Steel/tin containers Ferrous scraps	Plastics (#1 and #2) Steel/tin containers Ferrous scraps	Plastics (#1 and #2) Steel/tin containers Ferrous scraps

3.6.4 SUSTAINABILITY RESOURCES

There are several programs available to area property owners that can help make their buildings more environmentally sound and potentially help them save money as well.

State

The State offers several programs that support property owners efforts to use energy that is more efficiently or access renewable energy resources. Additionally, PSE&G and the state Board of Public Utilities' Clean Energy program offer residents and business owners information to promote energy conservation and renewable energy opportunities, such as installing solar panels and wind systems.

Local

The City has limited open space large enough for large scale, megawatt generating solar facilities and large-scale wind turbines. However, there can be small-scale renewable energy facilities that can be erected as accessory uses on permitted residential and commercial structures, which can be installed with simple building and electrical permits.

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3.6.5 ISSUES, OPPORTUNITIES & RECOMMENDATIONS

Orange has already begun its focus on sustainability and green buildings and its bronze certification from Sustainable New Jersey attests to the City's commitment in this area. But much must still be done to ensure that Orange can handle new development and increased population in ways that conserve and improve the City's environmental health.

Issues

- **Inconsistency in enforcing regulations.** Residents feel developers get better treatment than homeowners do when it comes to enforcement of sustainability-related regulations.
- **Sustainability not a primary concern.** Housing, taxes, childcare – any number of concerns – usually take precedence over problems that can't necessarily be seen, or whose adverse impact can be many years away.
- **More local jobs and shopping options needed to reduce reliance on cars.** It is important to reduce reliance on vehicles, thereby reducing emissions. There has been documented relationship established between high vehicle emissions and the incidence of respiratory conditions, especially among the young and the senior populations.
- **Green seems hard.** Rules, regulations (state

and local) and cost can seem overwhelming even to those who want to take steps toward sustainability.

- **Water must be monitored.** With climate change and increased development, water usage will increase and there will need to be effective ways to treat infiltrate and runoff water.

Recommendations

- Develop an outreach and education program that will include workshops held throughout the City, to build awareness for how climate change is already adversely affecting the quality of life, and what individuals can do to mitigate its effects.
- Incorporate and incentivize the use of green building technologies into the development ordinance and redevelopment plans. New Developments should meet the U.S. Green Buildings Council (USGBC) standards.
- Incorporate the use of green buildings and water conservation technologies to reduce energy and water consumption in buildings rehabilitations using public funds.
- Incorporate green buildings design strategies into municipal facilities and infrastructure as upgrades and renovations become necessary.
- Adopt a flood damage prevention ordinance to prevent and address non-conforming development in the 100-year floodplain.



Community Garden in Atlanta, GA

- Incorporate the use of native and adaptive plants into landscaping plans. Additional measures could include replacement of lawn areas with higher value plantings, such as gardens, woodlands and/or meadow grasses.
- Explore limiting the size, scale and location of solar panel systems to be more compatible with neighboring structures, especially in historic district and landmarks.
- Engage residents and area businesses in forming local green teams that look for opportunities to clean up areas, report problems to the appropriate city departments, develop their own ideas for simple ways to make Orange more green.
- Assess the possible use of vacant City-owned parcels for community gardens. Also encourage residents to develop their own backyard gardens for flowers and edibles.
- Orange should provide developers with the tools needed to succeed in creating sustainable housing and other buildings,

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using handbooks, meetings and one-on-one communication.

- Orange should work towards sustainable land use patterns, which encourage neighborhood-scale buildings that promote stronger community ties and lower infrastructure cost from reduced street miles and more efficient building patterns.
- Orange, for the most part, is completely developed. There are, however, many vacant and abandoned parcels that provide infill opportunities. Infill development has inherent sustainability since it does not rely upon new streets or the extension of infrastructure.
- Incorporate and incentivize the use of CPTED (crime prevention through environmental design) practices into the development ordinance and redevelopment plans, as a preventative, pro-active model of public safety.
- Develop and implement complete streets policies as a means of developing a City-wide connected street system that include improved access for emergent vehicles, decreased traffic congestion and more efficient utility distribution.

3.7

Historic Preservation Element



3.0 MASTER PLAN ELEMENTS

3.7 Historic Preservation

- 3.1.1 Introduction
- 3.1.2 Local History
- 3.1.3 Inventory
- 3.1.4 Local Preservation Efforts
- 3.1.5 Regulating Entities
- 3.1.6 Issues, Opportunities & Recommendations



“When you strip away the rhetoric, preservation is simply having the good sense to hold on to things that are well designed, that link us with our past in a meaningful way, and that have plenty of good use left in them.”

– Richard Moe
National Trust for Historic Preservation

3.7 Historic Preservation

Strategic Vision

To enhance, protect and showcase Orange’s historic properties so that they serve as a visual and attractive reference to the city’s proud past, instilling pride among residents while creating opportunities for historic cultural tourism.

How To Get There

1. Inventory and assess all historic sites by mid-2020.
2. Continue to add historic resources to the local, state and national registers.
3. Use existing ordinance to its fullest extent to protect historic sites.
4. Offer incentives to owners to repair and preserve their historic properties.
5. Tell the story of Orange’s history – on the city site, on Wikipedia, through the media.
6. A meeting of the minds between Historic Preservation and broader development objectives

3.7.1 INTRODUCTION

“Historic preservation is a conversation with our past about our future.” This quote is used in U.S. Park Service materials concerning the importance of respecting and protecting our history in its physical form.

Yet when people hear the term historic preservation, they might think it’s just about why old buildings should be saved. Or maybe they envision picture-perfect towns with lots of colonial architecture. They might even wonder if it’s just another way for the town to spend money without much return.

Building awareness among residents, property owners and businesses of the quantifiable benefits of historic preservation is an important responsibility of every city. It’s more than saving old buildings. It has far broader implications for it can enhance economic development initiatives, attract new businesses, lead to more jobs and boost hometown pride. It is time for historic preservation to be part seen as part of Orange’s cultural DNA.

The practice of historic preservation is the organization of preservation information pertaining to identification, evaluation, registration and treatment of historic properties and setting priorities for accomplishing preservation activities. The purpose is to bring needed attention to structures and neighborhoods that highlight architectural design innovations and historic events and/or persons. Preservation efforts can occur on several levels and/or scales: project area, community, local government, state or in scattered

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or contiguous landholdings of a federal agency.

A municipality's story is seen through development patterns and styles. Historic preservation captures that story and enhances its importance as part of the community's identity. In urban areas, historic preservation can contribute to the revitalization of the area and to the municipality's economic, social, physical and aesthetic rejuvenation.

This element consists of the plan and recommendations for historic preservation throughout the City. It was developed after many site visits, review of historic properties documentation and attendance at the Historic Preservation Commission public meetings. Through the research and observation involved in creating this element of the Master Plan, Orange now has a strategy and action steps that will capture the current conditions and integrity of historic resources throughout the City. The plan also provides the City with a proactive blueprint for the protection of Orange's character and historic resources.

According to the Secretary of Interior's Standards for Preservation Planning,¹ there are three principles to which historic preservation plans should adhere:

- Important historic properties cannot be replaced if they are destroyed. Preservation planning provides for conservative use of these properties, preserving them in place and avoiding harm when possible and altering or destroying properties only

when necessary.

- If planning for the preservation of historic properties is to have positive effects, it must begin before the identification of all significant properties has been completed. To make responsible decisions about historic properties, existing information must be used to the maximum extent and new information must be acquired as needed.
- Preservation planning includes public participation. The planning process should provide a forum for open discussion of preservation issues. Public involvement is most meaningful when it is used to assist in defining values of properties and preservation planning issues, rather than when it is limited to review of decisions already made. Early and continuing public participation is essential to the broad acceptance of preservation planning decisions.

The City of Orange Township should embrace the benefits that come with preserving the historic resources that are found throughout the City. Protecting historic districts, sites, buildings, structures and objects enhances the quality of life, adding variety and texture to the cultural, business and residential landscape.

3.7.2 LOCAL HISTORY

In determining what are important sites and buildings worth preserving, it is necessary to

understand the area from its earliest days to the present. Here is a brief history of Orange and its people, from before European settlement through today.

Native American Tribal Land

Present-day northern New Jersey was occupied by the Lenape tribe, a group of Munsee dialect speakers of the Algonkian linguistic group. The tribe was known for the practice of a mixed hunting-gathering and horticultural economy. The tribe would move to different locations throughout the northern part of the state pursuing seasonal game and indigenous seeds and fruits. It is difficult



Lenni Lenape settlement in Northern New Jersey

¹<https://www.nps.gov/subjects/historicpreservation/index.htm>

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to identify the tribe's exact settlement grounds due to development by early colonists and later urban sprawl. However, archeologists speculate that a mound in Orange called "Dan'l Dodds Hill" that was leveled in the 1880's was possibly the tribal site. Native American sites are usually found in raised areas close to fresh water. Due to the early topography of the City, archeologists have concluded that the Lenape tribal land was possibly around what is now Rosedale Cemetery and St. Mark's Church (West Orange). Further archeological studies and excavation are necessary to identify specific locations.

Early European Settlement

Mid-1600s to 1800s

The area now called Orange was used as agricultural land for Newark, which was settled in 1666 by Puritan Congregationalists from New Haven, Connecticut. The early roads and settlements followed the ridges through and around the swampy areas then existing. The first families that settled in the area owned six-acre plots, following the New England system of land distribution.

Between 1675 and 1700, families continued to move out toward the mountains. At that time the landscape was one of fields, pastures and crops. The area became known as the Mountain Society, which functioned as an agricultural village consisting of a meetinghouse, a school, a parsonage, mills, blacksmiths and tanners. By the early 18th century, the Mountain Society was well established and operated sawmills producing finished boards. Housing types began to change from the Newark and New England log houses

and barns to sandstone or frame houses that were sometimes two stories high. By 1705, highways connected the Newark settlement with the villages of Orange, Clinton (South Orange), Irvington, Bloomfield and Belleville. The first major industry, hat-making, began around the late 1700s. It has been said that Scotland Road, opened in 1721, was named for Scotch-Irish hatters who arrived in the area during that time. To house the increasing population, the original pre-Revolutionary buildings were demolished and replaced with the types of structures found in the new residents' homelands.



Orange in the mid to late 1800s

1800s-1890s

At the end of the 18th century, Orange's architecture was primarily East Jersey frame cottage style, with Federal influences appearing after the American Revolution. During this period, Orange remained a prosperous agricultural area. Then it began to grow with the arrival of manufacturing and industrial trades. By the 1800s, there were many non-agrarian families in the region associated

with shipping and related activities at the Newark ports. Several distilleries were operating and the cooperage industry was also a major business.

By 1806, the population of Newark was growing rapidly and the local government could no longer look after the interests of the residents in outlying areas so Orange became a separate municipality. The agrarian community could no longer adequately support the area. Shoe manufacturing began to become a more profitable industry due to the War of 1812 and heavy trade with Southern plantations.

In the early 1830s, representatives of the communities of Orange, Morristown, Madison, Chatham, Springfield, Elizabeth and Newark met to organize a rail line from Newark to Morristown. The Morris & Essex Line was begun, with the Newark to Orange portion completed in 1836. It was one of the earliest rail lines in the country. With its greater accessibility to Newark and New York City, Orange became more appealing to the upper class.

In the 1850s Orange's development pattern took shape, with the location of different building types determined by elevation grades. The low areas provided access to brooks for industrial purposes. The mansions and large houses of the wealthy were located at the highest elevations and workers' housing was closer to their trades. In addition to the expanding wealthy population, there also was an influx of immigrants from Germany and Ireland who helped build the hat manufacturing industry.

Housing types began to alter once again to match the changing demographics of the area. The large airy country houses began to give way to blocks of

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closely spaced frame houses for worker housing. The greatest growth period in Orange's history was between 1856 and 1860 when the population rose from 4,385 to 9,348. At the end of 1859, residents met to determine laws for regulating township government. Discussion points included grading of streets, establishment of police and fire departments, regulation of liquor traffic and ward boundaries. On January 31, 1860, the town of Orange was official incorporated. The legislation that was passed defined the ward boundaries for the town.

"The original First ward of the Orange comprised all of the East Orange as it is at present bounded, and a small strip of Orange. The Second Ward comprised all of the territory of the present city lying north of Main Street and west of Parrow Brook, and one half of what is now the township of West Orange, the dividing line between Mount Pleasant Avenue and Livingston Turnpike. The Third Ward comprised what remained, or the southern half of Orange."

Soon after incorporation, parts of the town began to separate from the municipality due to conflicts related to taxes and public schools. Fairmount, now known as West Orange, was the first to leave in 1862; second was East Orange in 1863; then South Orange.

Several fires in the 1850-1870s forced the adoption of municipal fire codes, requiring all buildings on Main Street to be of brick construction. Most commercial buildings built after 1870 were brick. Orange officially became a City in 1872, which gave the governing body wider power. The

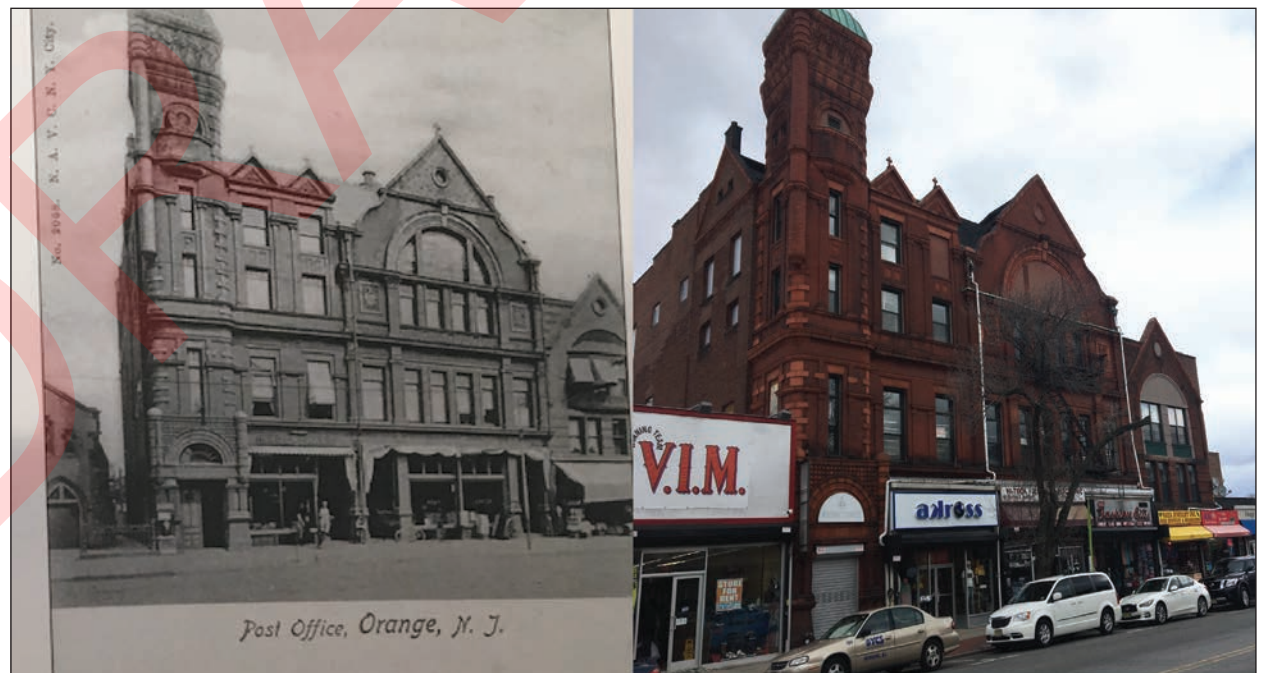
municipality suffered from flooding in 1875 that took a heavy toll on many properties throughout the City. By 1882 the City had a functioning water works system and electricity. In 1892 the Newark Passenger Railroad Company sent its first electric trolley car over the Orange portion of the tracks.

Orange was at its peak from the mid-to-late nineteenth century. During this period, most of the City's workforce was involved in hatting and other subsidiary services. From 1850 to 1866 the small settlement in the Valley expanded and the area immediately south of Main Street became industrial shops and worker housing, with suburban houses built further south beyond Central Avenue. By 1890 most of the larger holdings within walking distance of the south end of Main Street had been

broken up. The City was completely built out in 1904.

1900s to Present

Orange was a successful manufacturing town until the 1900s. As a result housing became more densely concentrated. Large tracts of land held by founding or wealthy families were eventually donated to public use or subdivided for multi-family dwellings. The hatting industry continued to flourish until 1905 when the industry migrated to Connecticut. With the departure of the hatting industry many other industries also left the City, leading to a major decline in the economy and an increase in vacant buildings. Then automobiles became more prevalent and had an influence on the layout of suburban parcels and housing designs



Before and After Masonic Lodge on Main Street

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(i.e. narrow front driveway off paved streets, detached garages, etc.) in the early 20th century. The post-World War I decade saw prosperity again, with quality suburban homes built in the Seven Oaks area surround the Colgate estate (owned by the prominent family that founded Colgate-Palmolive Company).

The 1930s began the urban renewal movement and the attendant highway construction, causing the removal of much of the City's substandard housing and structures. The construction of I-280 in the late 1950s physically divided the City. Historic sites were neglected or razed. Main Street was drastically changed due to several fires, leading to the replacement of two- and three-story buildings with one-story utilitarian structures. The Seven Oaks neighborhood continued to change with the introduction of ranch-style homes. The Colgate Estate was subdivided into smaller lots and the main house was demolished in the 1950s. Queen Anne-style houses on Lincoln Avenue and Park Avenue were cleared for several garden apartment complexes.

3.7.3 INVENTORY

Historic preservation protects resources that are "designated" historic and those eligible for such designation. Resources are defined as buildings, sites, structures, objects and districts that meet the National Register Criteria for Evaluation. The designation process involves evaluation of the integrity of the resource and the physical characteristics or relationships to history which make the resource significant. A federal, state, or local official decides if a resource meets the



United States Post Office on Main Street

applicable designation criteria and once the decision is made the resource is then listed on a public register of historic places.

On the Federal level, the process for designating resources is included in the National Historic Preservation Act of 1966 (NHPA). The NHPA created the National Register of Historic Places, a catalogue of more than 80,000 historic resources. To be included in the National Register a resource must satisfy the following criteria.

- Criteria 1: A resource must be one of the five types of resources: district, site, building, structure or object.
- Criteria 2: A resource must be relevant to a prehistoric or historic context: American history, architecture, archaeology,

engineering, or culture.

- Criteria 3: A resource must be significant: important events must have happened there; it must have architectural or artistic merit; or provide information important to history or prehistory.
- Criteria 4: A resource must have integrity: it must be able to communicate its significance.

State and local registries generally follow the lead of federal standards. The State of New Jersey established an official list of the State's historic resources through the New Jersey Register of Historic Places or New Jersey Register. The register is closely modeled after the National Register program and consists of the same criteria for

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eligibility, nomination forms and review process. Nearly every municipality in New Jersey has properties that are eligible for both the national and state register. As of November 2016, the NJ Registry has listed five properties as National and State Registered (NR, SR), two properties with a Certificate of Eligibility (COE), and the remaining 23 sites are State Historic Preservation Office Opinion (SHPO Opinion).

NOTE: The different designation statutes have different regulatory and preservation restrictions. Properties considered as NR, SR and COE are required under the NJ Register law to be reviewed prior to any state, county or municipal undertakings. These reviews are designed to prevent destruction or damage of historic resources by public agencies. Below are the definitions of the various State Historic Preservation Office designations:

- **National Register (NR)** indicates that a property is listed on the National Register of Historic Places due to its national significance. Resources listed as an NR are

eligible for certain funding, grant programs and tax credits in order to protect and preserve the structure.

- **State Register (SR)** indicates a property is listed on the NJ Register due to its significance to the entire state's history. Resources listed as an SR are eligible for certain state funding, grant programs and tax credits to protect and preserve the structure.
- **Certificate of Eligibility (COE)** is issued by the NJ State Historic Preservation Officer. For properties not already listed on the NJ Registry, a COE satisfies a prerequisite to apply for fund from the New Jersey Historic Trust and tax credits, as well as several county preservation-funding programs. Additionally, COE determination is the preliminary step in the process of the designation of a resource being approved to be included on the SR and/or NR.
- **SHPO Opinion** is issued by the State

Historic Preservation Officer. It is in response to a federally funded activity that will affect historic properties not listed in the National Register of Historic Places. Properties with designation are not eligible for tax credits and not subject to the review for encroachment under the NHPA. This status indicates that an official application for consideration as a National and State Register was not formally submitted to SHPO and a determination was not given. These sites were selected through a survey conducted by SHPO.

The local level of historic preservation identifies and regulates locally significant properties. To date the City of Orange Township has not designated historic landmarks. However, several sites have been identified for consideration on a local, state and national level. It is important to note that listing in the New Jersey or National registers does not designate resources as historic at the local level.



Before and after of the Former Orange Music Hall site on Main Street

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Resource Name & Location	Description/Historic Importance	Designation Status	Type of Resource
First Presbyterian Church and Cemetery, Main Street and Scotland Road	Georgian Revival/Reproduction. Built in 1927-1928. Originally built in 1754, the church building stood at the time of the American Revolution and was replaced by a new building in 1813, which was destroyed in a fire in 1927. The cemetery, known as the Old Burying Ground, has graves dating back to 1723. British soldiers encamped in the burial ground in 1777.	COE: 2/6/2009	Building and Site
Grace Church, 105 Main Street	Gothic Revival style built in 1857. Oldest church in the City. The main building remains relatively unchanged.	COE: 3/9/2006	Building
Orange City Hall (Formerly Day Street Public School), 29 North Day Street	Built in 1869. Second Empire and Classical Revival. Significance: Architecture and education.	NR: 8/28/2012 SR: 6/28/2012	Building
Orange Memorial Hospital Historic District, 180 S. Essex Avenue	Colonial Revival building dates range from 1906 to 1975. The hospital was a prominent, community-based provider of healthcare and primary hospital for Orange and the surrounding communities for much of the 20th century.	NR: 11/17/2015 SR: 9/28/2015	District
Orange Free Public Library, 348 Main Street	Classical Revival built in 1900. Oldest library building in Essex County. The building was a local attempt at redistribution of resources by philanthropy prior to the adoption of the income tax and liberal public policies.	NR: 6/22/1984	Building
Orange Railroad Station, 73 Lincoln Avenue	Renaissance Revival built between 1918-1920.	NR: 6/22/1984 SR: 3/17/1983	Building
US Post Office, 384 Main Street	Beaux Arts/Federalese built between 1914-1937. The post office is a part of the thematic nomination for post offices owned and administered by the U.S Postal Service. The building included in this nomination represent a continuum of federally constructed post offices allocated to the states.	SR: 1/31/1986	Building

Existing Registered Historic Properties

It is critical to understand the richness and variety of the City's historic properties when developing strategies to protect, enhance and capitalize on them. Above is a list of historic resources (properties) that state and federal governments have placed on their respective registers of historic places with a status of NR, SR or COE.

265 North Day Street

Orange Armory, 261 William Street

Orange Park (Essex County Park System),
Central Avenue and Oakwood Avenue

Snyder Street Streetscape, 200 Block of
Snyder Street

NJ Transit, Morristown Line

Cary Street Bridge, Milepost 11.81 over Cary
Street

Central Avenue Bridge, Milepost 11.98 over
Central Avenue

Elm Street Streetscape, Elm Street between
Park and Hillyer Streets

Essex Avenue Bridge, Milepost 11.38 over
Essex Avenue

Freeman Street Bridge, Milepost 12.23 over
Freeman Street

Glebe Street Bridge, Milepost 11.75 over
Glebe Street

Highland Avenue Station, Milepost 12.2,
Scotland Road and Highland Avenue

Joyce Street Bridge, Milepost 11.92 over
Joyce Street

Lincoln Avenue Bridge, Milepost 11.51 over
Lincoln Avenue

Mitchell Avenue Bridge, Milepost 12.07
over Mitchell Avenue

Resources listed as SHPO Opinion are:

Residential, Streetscapes, Landmarks

386 Clarendon Place

Adelphia Apartment , 41 Main Street

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Stetson Avenue Bridge, Milepost 12.13 over Stetson Avenue

Industrial/Utilities

Orange and Passaic Valley Railroad Offices and Trolley Car Barn 350 Washington Street

Orange Railway Express Building, Signal Tower, and Freight House Lincoln Avenue

Public Service Electric and Gas (PSE&G) Orange Substation Lakeside Avenue and Cleveland Street

US Radium Corporation Site, 422-432 Alden Street (Demolished)

Valley Hatting Historic District Roughly bound by Main Street, Scotland Road and the municipal boundary

Survey of Historic Building Resources

A historic resource survey is a tool used to identify and gather data on a community's historic resources. It involves field surveys, planning and background research. Once all the data is collected an inventory is created. The purpose is to help a municipality become aware of the need to invest in the maintenance and rehabilitation of older buildings and neighborhoods. The data from the survey helps to set the foundation for the construction of a historic preservation element.

The first historic resources survey for the City was completed in 1989 and submitted to the State Historic Preservation Office in Trenton, NJ. The intent of the survey was to provide an initial

account of the City's historic resources, serve as a guide for rehabilitating historic sites and to provide recommendations for future economic development programs through preservation. The project started with the northern portion of the City and worked its way to the southern end. The most time was spent evaluating the northern industrial sites, Main Street and the "Valley" district.

A second survey was conducted in 2008 by a private consulting firm on behalf of the City. It confirmed the importance of the resources highlighted in the earlier survey.

Historic American Buildings Survey (HABS)

In 1933, President Roosevelt authorized the Historic American Building Survey as a New Deal program that employed thousands of Americans who documented the historic built environment. The collection documents the architecture of structures throughout the nation and its territories through a comprehensive range of building types. The following properties' architectural significance is documented in the HABS but unfortunately are examples of the City's history being lost to demolition.

- Lighthipe House, 548 Main Street, was built between 1908-1828 by Charles Lighthipe, a prominent businessman and elected official in the late 1800s. The house was damaged by a fire in the 1980s and then rebuilt. It was demolished in the mid 2010s)
- Reverend Asa Hillyer Parsonage, 59 Main Street. Year built unknown. Demolition date unknown. This was the family home of

the Pierson family, who were responsible for many endeavors in Orange, including the Orange Medical Library.

- United States Radium Corporation, 422-432 Alden Street. It was built between 1920-26 and demolished between the late 1990s and early 2000s. It is notable as the site that sparked the "Radium Girls" lawsuit. This case led to the establishment of the labor rights movement and occupational disease labor laws.

3.7 Historic Preservation

3.7.4 LOCAL PRESERVATION EFFORTS

Historic Preservation Commission

In 2013, the Orange City Council adopted an ordinance establishing the local historic preservation commission (HPC). The purpose of the Commission is to advise the Planning and Zoning Board of Adjustments on applications for development within Orange's historic districts and review building permit applications for proposed repairs, additions, alterations, new construction, demolition and relocation. The Commission is comprised of seven members and two alternates appointed by the Mayor. The HPC issues Certificates of Appropriateness if it finds that the work proposed is appropriate to the historic district and conforms to the Historic Preservation Ordinance. Furthermore, the Commission works in tandem with the City's Department of Planning and Economic Development staff on properties of historic importance. The City provides the Commission with an Administrative Officer who supports administrative needs. The Commission held its first meeting in 2016.

Two years prior, however, in 2014, the Commission prepared the Orange Historic Commission Design Guidelines for Historic Districts and Sites to assist in reviewing proposed work on properties in designated districts. Additionally, the guidelines serve as a manual for property owners to plan and design their construction projects. The guide closely follows the Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating Restoring & Reconstructing Historic Buildings.

On August 2, 2017, the Commission designated four historic districts in Orange due to their special character and significance to the City. Each district contains a variety of building types and styles from Orange's industrial period to the mid-1900s.

Designated Historic Districts

Montrose-Seven Oaks Historic District

The Montrose-Seven Oaks Historic District is the suburban railroad commuter neighborhood. The large frame houses were mostly built for bankers, lawyers, brokers, small businessman and artisans rather than factory workers. Partial development took place in the form of large estates and some middle-class housing from 1866-1875. Eventually many of the largest properties were subdivided and mansions were razed to permit modern developments of high quality, smaller homes placed on winding or limited traffic streets. The housing styles varied from classical pattern Gothic, Victorian vernacular, mansard vernacular, Queen Anne and Colonial Revival. During the mid 20th century, colonial reproduction and ranch styles



Home in Seven Oaks

were in-filled throughout the neighborhood.

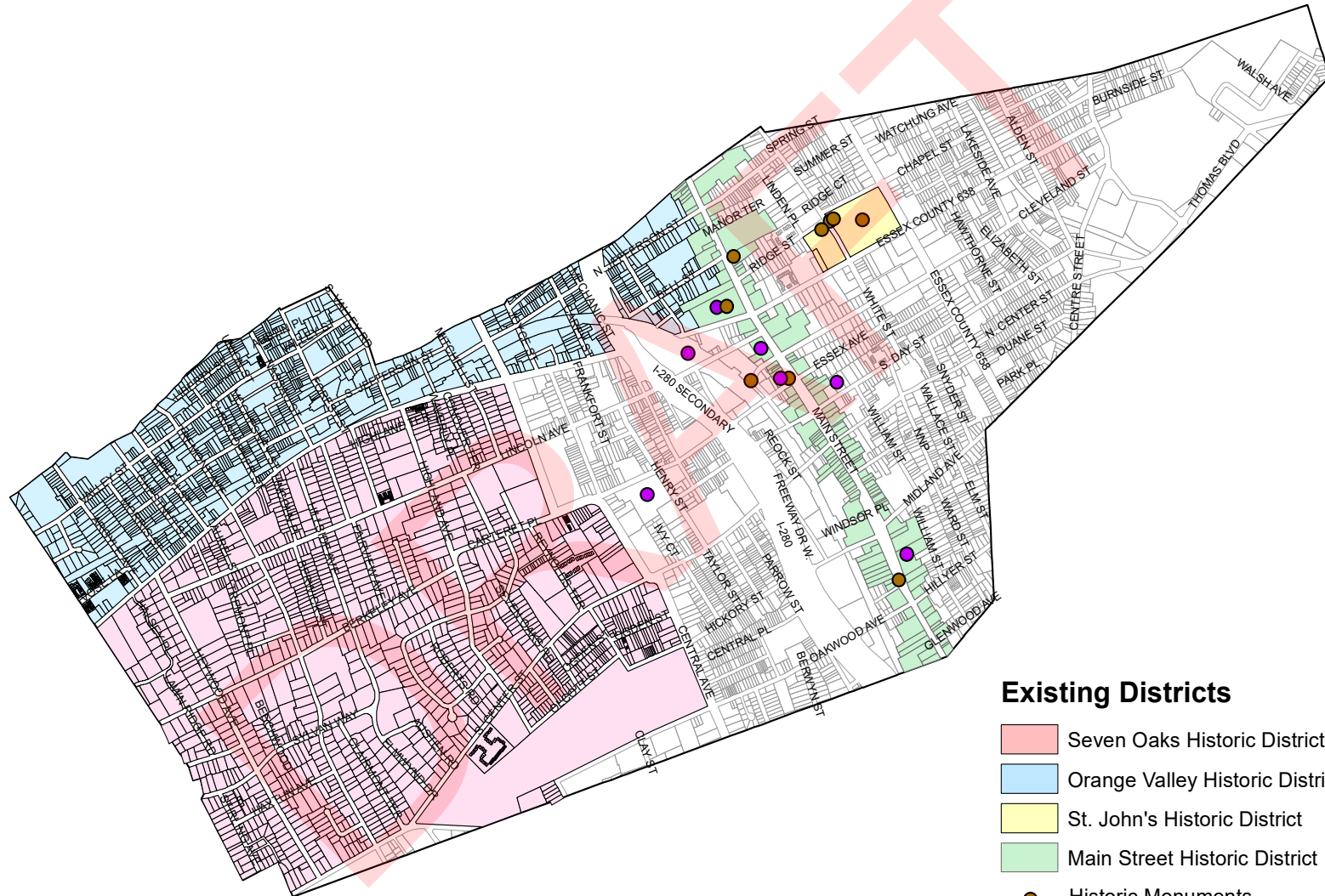
St John's Historic District

The parish of St. John's, the City's first Catholic church, was built in 1851. The original church was a plain frame building less than 100 feet in length and 50 feet in width at the corner of Chapel and White streets. The spread of hatting and other industries in Orange led to an increase in the Catholic population. To accommodate new residents the parish was expanded to include a larger church and school. Property at the corner of Ridge and White streets was acquired as part of the extension in 1865. Construction took three years. When completed it was considered one of the most beautiful church buildings in the State and an important example of Gothic-style architecture. Ground for Columbus Hall was broken in 1892. St. John's was a powerful influence in all matters relating to the civic and social betterment of the City and was at the forefront of every progressive movement initiated by the residents.



St. John's Catholic Church

City of Orange Township
HISTORIC DISTRICTS



- Existing Districts**
- Seven Oaks Historic District
 - Orange Valley Historic District
 - St. John's Historic District
 - Main Street Historic District
 - Historic Monuments
 - Historic Landmarks

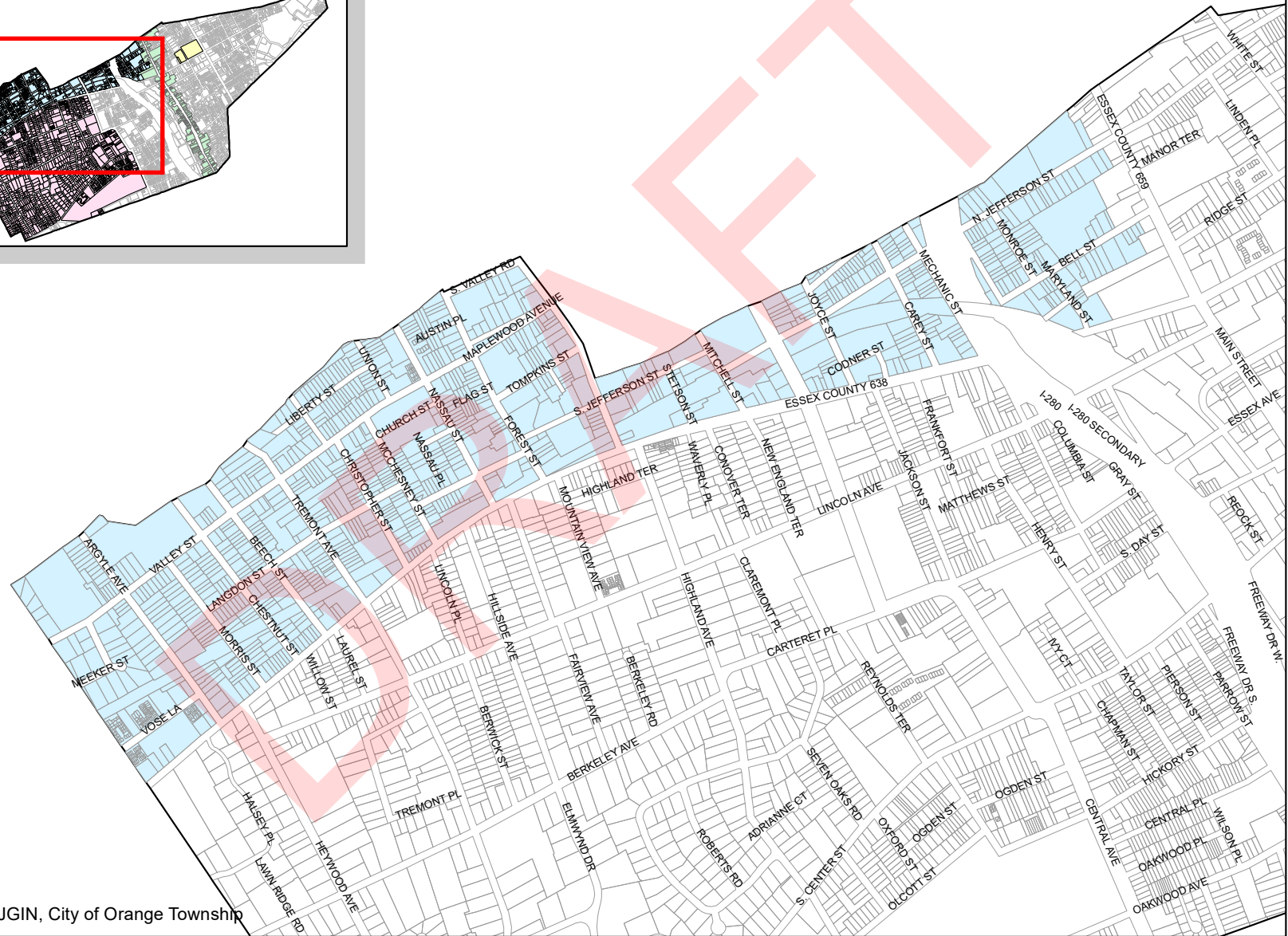
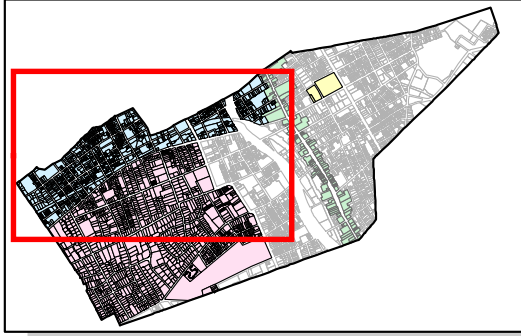


Source: NJGIN, City of Orange Township

3.7 Historic Preservation

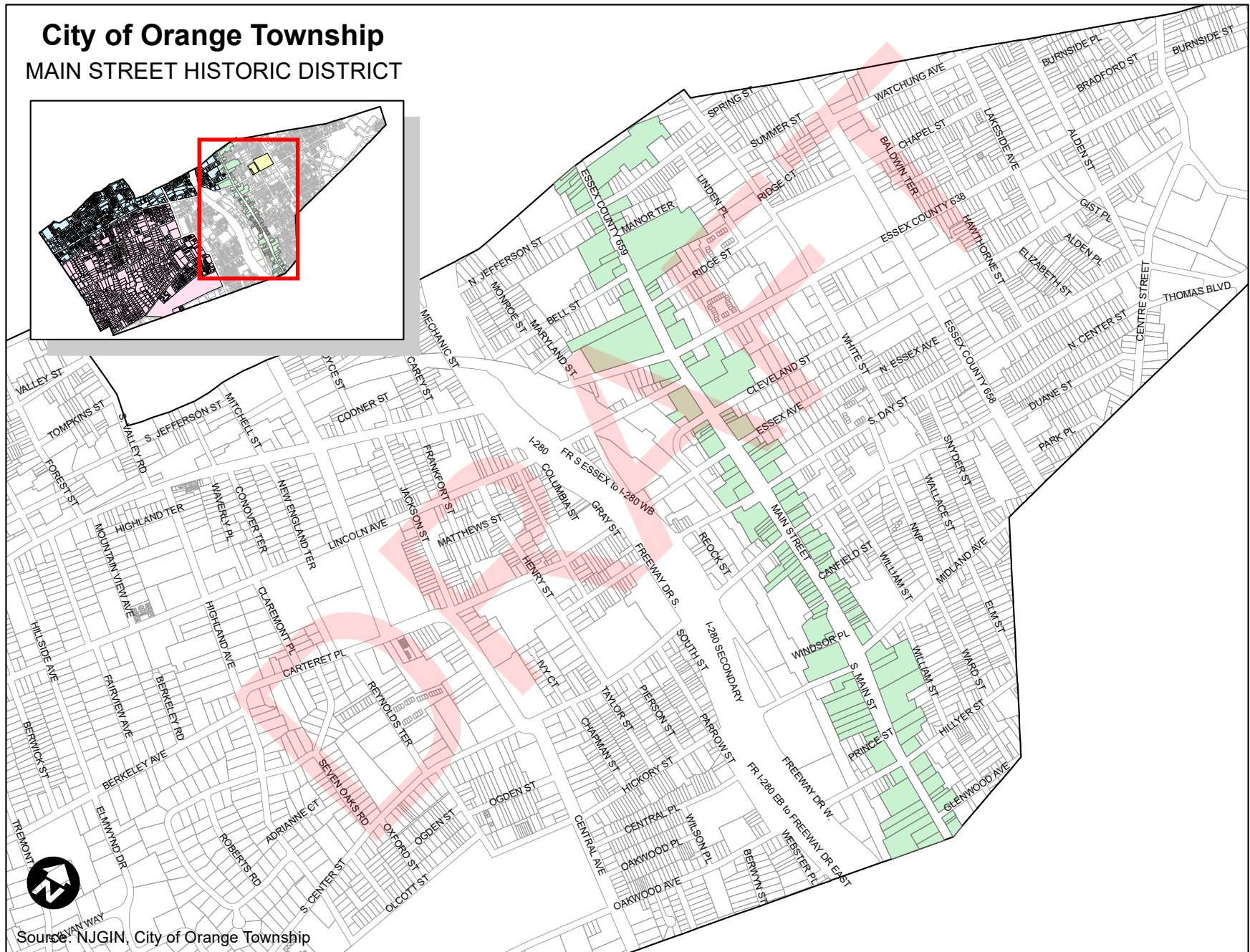
City of Orange Township

ORANGE VALLEY HISTORIC DISTRICT

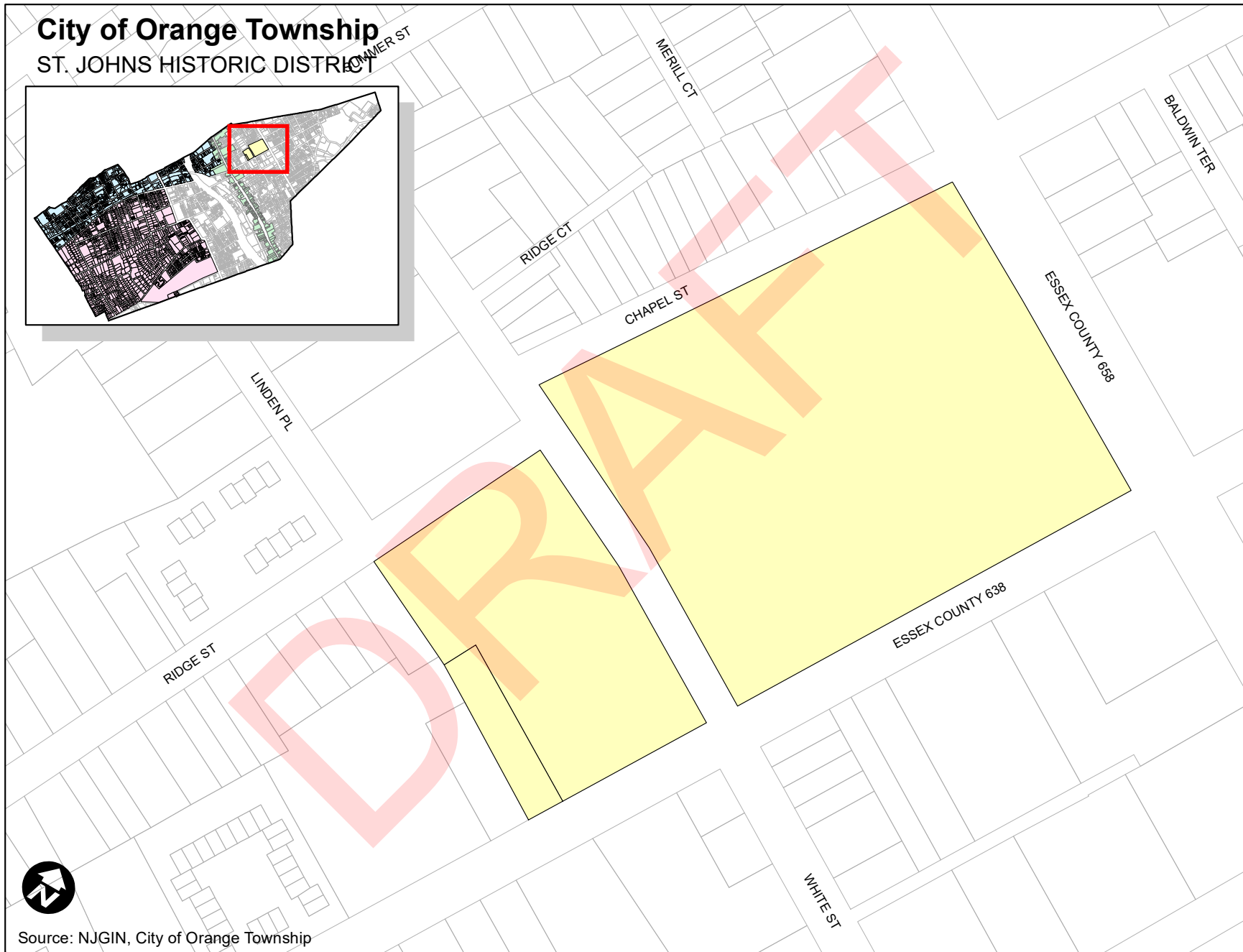


Source: NJGIN, City of Orange Township

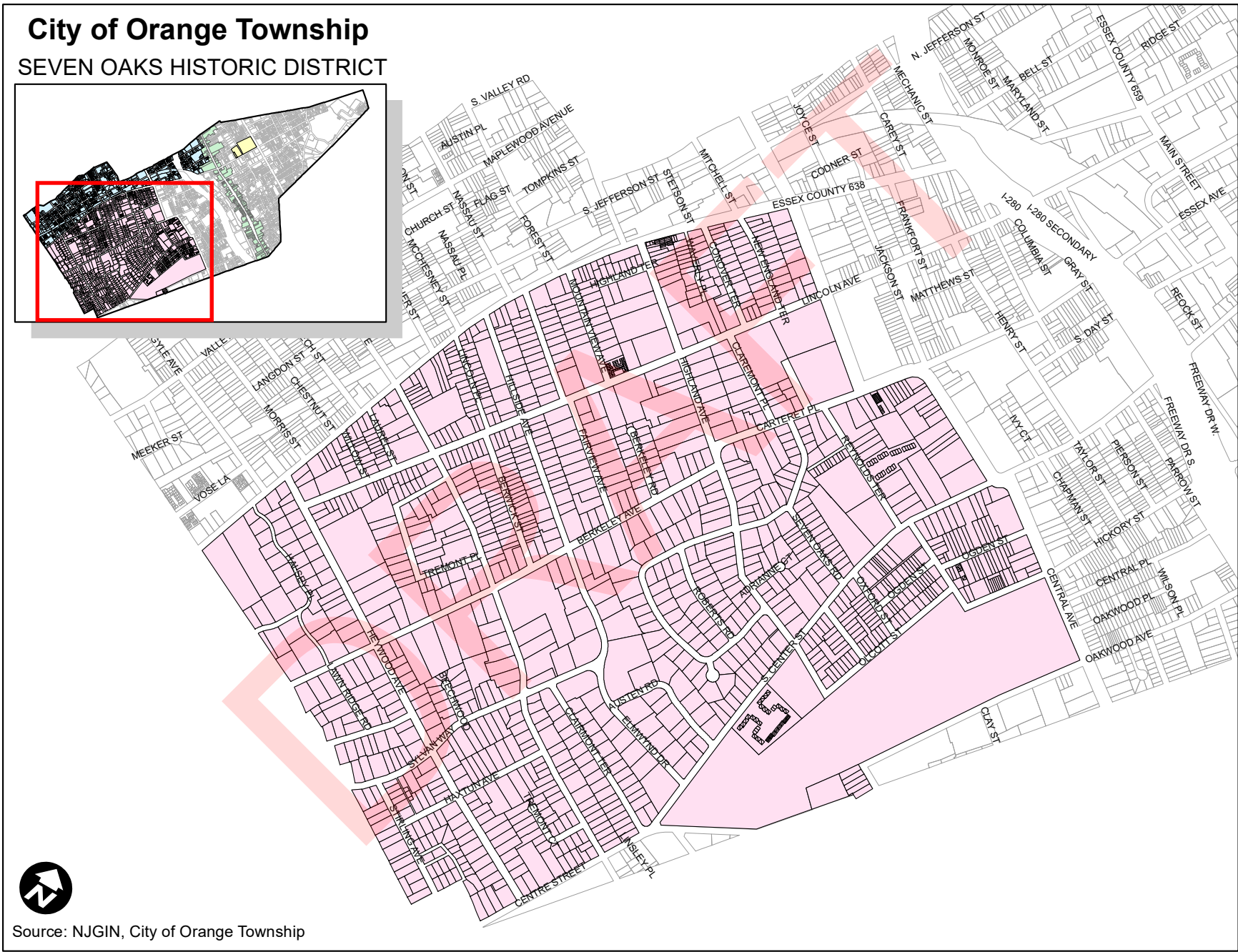
3.7 Historic Preservation



3.7 Historic Preservation



3.7 Historic Preservation



3.7 Historic Preservation

Main Street Historic District

The development of Orange centered around Main Street. Old images depict Colonial style homes and shops stretched along Main Street, with commercial activity concentrated between Scotland Road and South Main Street. In 1867, chronic fires prompted the governing body to form a fire department and adopt ordinances requiring brick or masonry buildings for factories and the business district. In 1929, the First Presbyterian Church and the Music Hall were destroyed in a fire. The Adelphia Hotel was also damaged in 1934. The Windsor Hotel and the North Orange Baptist Church were demolished for industrial redevelopment on South Main Street. In 1969 a fine Richardsonian Romanesque example, the First National State Bank building, was reduced to its ground floor to eliminate non-functional space. Despite the constant changes to Main Street the district still provides examples of commercial building styles from 1809 to the present that reflect the socio-economic history of Orange's real estate and commercial fortunes over several generations.

Orange Valley Historic District

The remaining hat factories of the industrial era, its accompanying housing and Our Lady of the Valley Roman Catholic Church and School dominate the Valley. The district exemplifies a distinct late 19th to early 20th-century single-industry neighborhood. It also provides cultural historic material relative to the understanding of America's industrial and working classes. A major corridor found within this district is Scotland Road, an early route to South Orange.



Metcalf Building on Main Street



Hat City Kitchen in The Valley

3.7.5 REGULATING ENTITIES

Several state and local laws control historic preservation within the City.

Multiple Land Use Law (MLUL)

In New Jersey, zoning ordinances/regulations are

based on the Municipal Land Use Law (MLUL or N.J.S.A 40:55D-1, et seq). The MLUL, which is an enabling legislation, gives municipalities the authority to identify, evaluate, designate and regulate historic resources. A purpose of the MLUL is the preservation of historic sites. Specifically, N.J.S.A. 40.55D-2j states that it is the intent and purpose of the MLUL to, among other things... *promote the conservation of historic sites and districts, open space, energy resources and valuable natural resources in the State and to prevent urban sprawl and degradation of the environment through improper use of land.* The MLUL enables the following historic preservation measures:

- Permits a historic preservation element as part of municipal master plans.
- Allows municipalities to designate and regulate historic sites and districts.
- Allows a municipal governing body to create a Historic Preservation Commission (HPC).

Orange Historic Preservation Ordinance

The historic preservation ordinance is one of the best tools to ensure protection of historic resources by allowing municipalities to designate and regulate historic sites and historic with design criteria and guidelines. The HPC administers the ordinance. The ordinance is first put in place so that a HPC can be formed. It does not change the underlying existing zoning affecting height, setback, use, etc., but it adds guidelines on the materials, massing, façade, rhythm, design details and overall appearance of the building itself. The strongest ordinances allow the HPC to review projects and make binding decisions, while weak

3.7 Historic Preservation

ordinances delegate final decisions making to a planning or zoning board as a recommendation.

The Orange Historic Preservation Ordinance is “strong” due to its ability to regulate and mandate certain measures to protect historic resources throughout the City.

NJ Comprehensive Statewide Historic Preservation Plan

The National Historic Preservation Act of 1966 mandates that all State Historic Preservation Officers (SHPO) undertake a statewide preservation plan. The SHPO is responsible for preparing and implementing the comprehensive statewide historic preservation plan. The National Park Service requires such a plan every five years as a condition of grants for grants states receive from the federal Historic Preservation Fund.

The 2013-2019 New Jersey Comprehensive Statewide Historic Preservation Plan was created to enlist the support of residents throughout the state to help promote historic preservation as important to the growth and development of the state’s communities. The plan provides six goals and objectives to help guide the State’s agencies, counties, municipalities, nonprofits and citizens in preservation efforts.

- Use historic preservation as a tool to strengthen and revitalize New Jersey’s state and local economies in a sustainable manner.
- Demonstrate that historic places have economic value.
- Expand understanding and appreciation of history and historic preservation among

New Jersey citizens, elected officials, students, and organizations across the State.

- Build a stronger, more cohesive and diverse preservation community.
- Identify the authentic places that tell the stories of New Jersey’s historically diverse populations.
- Increase stewardship and support to protect the authentic places that tell the stories of New Jerseyans.

National Historic Preservation Act and NJ Register of Historic Places Act

The National Historic Preservation Act of 1966 (NHPA) is a statute that established a federal program for historic preservation. The Act created the National Register of Historic Places and established the criteria for property evaluation. Additionally, it created the Advisory Council on Historic Preservation that sets federal historic preservation policy and establishes a procedure where other federal agencies are obligated to preservation efforts under the NHPA. The Act also establishes the role of State and Tribal Historic Preservation Officers and allows them to set forth historic preservation policies within their jurisdictions. Furthermore, the NHPA created the Section 106 process in which federal agencies are required to have the Advisory Council on Historic Preservation review the impacts of the agency’s undertakings (i.e., projects, activities, or programs using federal funding) on certain historic properties.

NJ Register of Historic Places Act of 1970

The NJ Register of Historic Places Act of 1970

established the New Jersey Register of Historic places as the state’s official list of historic resources. All public undertakings affecting registered properties are subject to review and approval in accordance with this Act and are implemented through state regulations.



The Adelphi Apartments on Main Street

3.7 Historic Preservation

3.7.6 ISSUES, OPPORTUNITIES & RECOMMENDATIONS

The City of Orange Township has a proud history first as food basket for young Newark, a seat of industry in northern New Jersey and a home to early settlers, shopkeepers, factory workers, the wealthy and the working class. Its buildings and other landmarks reflect and reinforce the City's important role in the growth of the state.

But from its earliest days the City's physical history has been at risk. Throughout Orange, from the 18th century through today, important structures have been razed, architectural features removed from facades and undocumented and inappropriate alterations are constantly made to historic resources, causing them to lose their historic value.

Here's a summary of the City's most significant losses to its history, beauty and character.

- At the end of the 18th Century, pre-Revolutionary buildings or structures were demolished to make way for changing demographics and industries.
- In the mid-1800s the immigrant population increased, changing the housing types from large county houses to closely spaced frame houses for factory workers.
- By the 1900s large tracts of land owned by founding families were donated to public use or subdivided for multi-family dwellings and several buildings along Main Street were destroyed by fire.
- In the period of 1930-1950 urban renewal

efforts and construction of I-280 along with its access roads removed substandard housing.

- From the late 1900s to the present day, development efforts demolished abandoned factories, commercial buildings and old homes throughout the City. In addition, consistent retail turnovers along Main Street damaged historic features on the storefronts of commercial buildings.

The City must identify, document, protect and preserve its historic, architectural and cultural resources while instilling public awareness of those resources. With thoughtful planning and the support of the community, the losses can be stopped and Orange can transform its historic buildings into sites that attract businesses, tourists, shoppers and new residents.

Issues

Endangered Sites. During public meetings, residents highlighted the resources below as important to the City of Orange Township. They are at risk due to their location and limited historic knowledge of the sites. To avoid continued neglect and destruction of these sites the City needs to act in registering them on the local, state and/or national registries.

- **Our Lady of Mt. Carmel:** The brick church was completed in December 1933. Its 160-foot tall, golden bell tower overlooks the area and illuminates the night skyline. The interior of the church was modeled after several Franciscan

churches in Italy and features paintings and stained glass depictions of various Franciscan saints. The church was built due to the large influx of Italian immigrants that settled in Orange within the Little Italy district.

- **Underground Railroad Sites:** On numerous occasions during the community engagement session, residents recalled that there were several houses throughout the Montrose-Seven Oaks Historic District and Orange Valley Historic District that were part of the Underground Railroad trail.
- **Green Space** (i.e. parks and public open space) such as Military Park Commons on Main Street, Metcalf Park, etc.
- **Local Monuments and Statues:** According to a national survey supported by the Smithsonian Institute and conducted on the local level by volunteers, Orange has 10 monuments and sculptures. (See historic sites map)
- **Chronicle Publishing Company,** 15 Essex Avenue, home of a daily newspaper published in Orange from 1908-1913.
- **Former Fire Station,** 36 North Center Street, built in 1874.

Lack of Historic Documentation. It is difficult to understand the importance of a building or site, or to gain recognition for it on the New Jersey or national register without facts. It is also difficult to get people to rally around preservation without being able to explain why it is important to preserve the specific entity.

Regulations not always enforced. Even when buildings have been identified as historic, and

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there are ordinances to protect it, the City has not always used the power of its ordinances to enforce preservation and rehabilitation.

Public not aware of value of historic preservation. Residents and other stakeholders may admire buildings and believe they are important, but they may not fully understand that historic preservation can have a significant financial upside for a city.

Other issues take precedence for funding. The City must prioritize spending and historic preservation can be easily forgotten when more immediate problems loom.

Recommendations

Accounting for Assets

- Provide information and technical assistance to individuals and organizations seeking to inventory historic buildings, sites and other structures. Offer workshops and handouts outlining what is required to be included in local, state registers. Get civic and neighborhood organizations involved.
- Develop and implement methods to identify, document, record and evaluate historic resources within the City and set a deadline of 2020 to achieve this.
- Maintain a uniform historic district map series to record designated landmarks and districts.

Protecting the City's Treasures

- Improve the City's effectiveness in the administration of ordinances, codes, rules

and other provisions of the zoning ordinance, construction codes, and other practices which address historic preservation activity.

- Use the Ordinance and the Certified Local Government (CLG) Program administered by agreement with the New Jersey Historic Preservation Office, as a means of obtaining information and financial assistance for Orange's historic preservation program. The CLG program requires that a municipality have a historic preservation ordinance, historic preservation commission, and conforms to the MLUL and the NJ Certified Local Government Guidelines in order to be eligible for financial assistance.
- Keep the Historic Preservation Ordinance a living document, revising as necessary and maintain the City's status as a Certified Local Government.
- Continue to submit for review by the Orange Historic Preservation Commission, all development plans (land use applications) that will physically alter the appearance of a designated site, property or historic district.
- The Orange Historic Preservation Commission should continue to recommend to the Planning Board and Municipal Council. The designation of sites, buildings and districts as historic according to the appropriate provisions of the Historic Preservation Ordinance. These sites, properties and districts should be recorded on the Official Zoning Map and with the Tax Assessor's office.

Enhancing Orange's Livability through Support of Preservation

- Offer preservation incentives and benefits for property owners, developer and occupants of historic resources to maintain an historic property.
- *Historic Landmark Recognition* - Properties that have been designated as Historic Landmarks by the Orange Historic Preservation Commission should display identifying markers or plaques to promote the property's history and significance. The City should encourage different types of markers and plaques that fit within the character of the structure or site.
- *Historic Preservation Property Tax Abatement for Historic Landmarks and Districts* – The Municipal Council should enact legislation to administer tax abatements for Historic Preservation Property Tax Abatement for Historic Landmarks and Districts. Historic resources (residential and commercial) can be administered with the approval of the Historic Preservation Commission and Planning Department.
- *Rehabilitation Loans for Historic Landmarks and Districts* - The City should work with local banks and credit unions to provide rehabilitation loans to property owners in historic districts and properties listed on the local registry. The loans would be used only for improvements

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Treatment Incentives and Benefits	Recognition Marker/ Plaques	Local Property Tax Abatement Program	Rehab Loans	Fee Reduction	Flexible Parking Standards	Legacy Business Program/ Registry	Historic Easement Agreement
Historic Landmarks (Listed on the State and National Registry as NR, SR, COE)	X	X	X	X	X		X
Historic Landmarks (local designation)	X	X	X	X	X		
Historic Districts (Commercial Properties)		X		X	X	X	
Historic Districts (Residential Properties)		X	X		X		
Monuments and Statues	X						
Open Space	X						

related to health and safety concerns rather than general improvements. The Historic Preservation Commission would review all proposed improvements funded by rehabilitation loans to assure the maintenance or preservation of the original exterior appearance is a product of the rehabilitation.

- *Reduction of Development Review Fees for Historic Landmarks and Districts* - The City should subsidize a portion of the applicable development review applications fees for work proposed on landmark properties. The reduced fee should be extended to a portion of the reviews for work proposed on properties located within historic districts' commercial buildings.
- *Flexible Parking Standards for Projects at Historic Landmarks and Districts* - Flexible parking standards should be utilized in conjunction with adaptive reuse of historic

landmarks and commercial properties in historic districts. This program would allow building conversion to a new use without having to meet the parking requirements for the proposed use.

Share the City's History

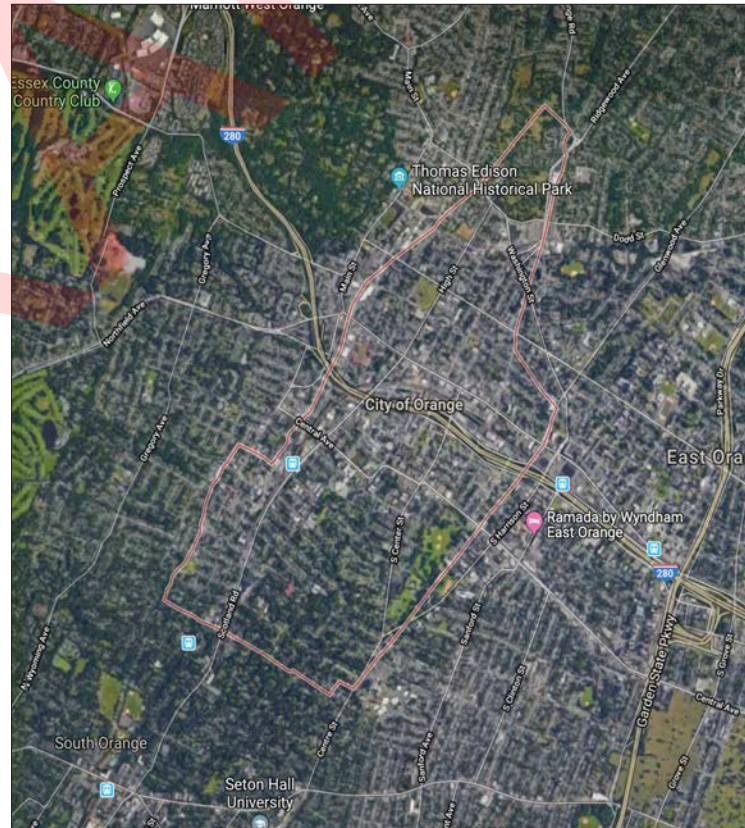
- Working with the Historic Preservation Commission, draft materials (for the City's website, social media, brochures and press releases) that explain– both in the past and present – the historic significance of the City's oldest buildings and sites.
- As recommended in the Circulation Element, install wayfinding signage that helps people locate historic sites and create bike lanes so that residents and visitors can easily ride to these sites and other city facilities.
- Develop programs in conjunction with NJ Transit that encourage people to take the train to Orange, to visit The Valley Arts District and

historic buildings. Develop maps for easy walking or driving.

Relationship To Other Plans

4

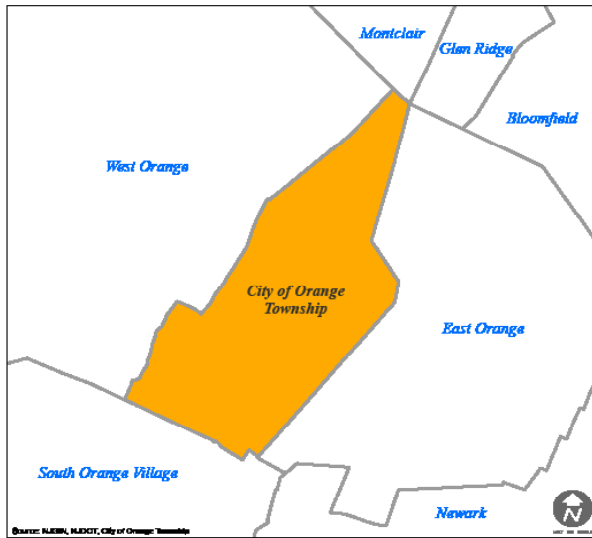
4.0 RELATIONSHIP TO OTHER PLANS



“Its not about what it is, its about what it can become”

- Dr. Seuss

4.0 Relationship To Other Plans



The City of Orange Township share a municipal boundary with six (6) surrounding towns. These include West Orange Township, South Orange Village Township, City of Newark, Glen Ridge Township and Montclair Township.

Township of West Orange

West Orange is located to the west of Orange and shares the City's entire western boarder. The Township last updated its Master Plan in 2010. The uses along the boarder in both municipalities are consistent and complement each other. The ongoing development within the City of Orange Township in the area of the Central Valley Redevelopment Area (CVRA) is being mirrored to some extent, across the boarder in Orange. The recommendation for the continued conversion of industrial uses to residential in The Valley, remains consistent with the activities in the neighboring areas of West Orange. The consistency in land use and development

patterns remains particularly strong on the County roads that traverse both jurisdictions, including Main Street, Park Avenue and Central Avenue.

City of East Orange

East Orange is located to the east of the City shares the City's entire eastern boarder. The East Orange completed a full update of their master Plan in June 2018. Area on which the East Orange is focusing development complements areas within the City of Orange where growth is targeted. This includes the western Main Street area, where the City is targeting development around it Brick Church Train Station. The development of this area will support Orange's plans to develop the eastern part of its Main Street corridor and the recommended creation of a Main Street Redevelopment Area.

As was the case with West Orange to the west, the consistency in land use and development patterns here is also strong on the County roads that traverse both jurisdictions, including Main Street, Park Avenue and Central Avenue.

Township of Montclair

Montclair is located to the north of Orange. The neighborhoods on both sides of the border in this area, continues to remain consistent. Orange's low-density residential zone and Montclair's R-1 single-family zones remain consistent with each other.

South Orange Village

South Orange is located to the south of Orange and share the City's southern border. The municipal boundary is adjacent to Orange's Seven Oaks,

low-density residential area and South Orange's predominantly single-family residential zone. The recommended expansion of the CVRA to the South Orange Border and the creation of a redevelopment area along Scotland Road will help to maintain the consistency of uses in both municipalities.

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